

Commonwealth of Kentucky

# EDUCATIONAL BULLETIN

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A REPORT OF THE SECOND ANNUAL



CONFERENCE

Published by  
DEPARTMENT OF EDUCATION  
ROBERT R. MARTIN  
Superintendent of Public Instruction  
Frankfort, Kentucky

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## FOREWORD

In August 1957 the State Department of Education, in cooperation with the University of Kentucky, the five States Colleges, the Kentucky Education Association, the Kentucky Congress of Parents and Teachers, and the Kentucky School Boards Association, sponsored the second conference on Advancing Education in Kentucky.

As we worked through our problems in 1956 implementing the Foundation Program, it became quite evident that the real problem was how to improve the quality of instruction. Since there was an urgency to build quality into our program, it seemed fitting that we should devote the second conference to this important subject.

The material in this publication is a compilation of the addresses, panel and group discussions presented at the conference. It is my hope that members of the profession will find this report useful in the development of plans for improvement in the area of instruction.

Robert R. Martin  
Superintendent of Public Instruction

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Ladies and  
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**REMARKS OF THE PRESIDING OFFICER AND  
INTRODUCTION OF THE KEYNOTE SPEAKER**

by

Don C. Bale,  
Head, Bureau of Instruction

Ladies and Gentlemen, the Second Annual Advancing Education in Kentucky Conference is now in session.

I should like to extend to you a most cordial welcome and assure you it is an honor to serve as your presiding officer. Last year we launched the Advancing Education in Kentucky Conference. You will recall that on that occasion you discussed evaluation, supervision, and public relations. This year you will have the opportunity to discuss Advancing Education in Kentucky Through Improving the Quality of Instruction. Since it is generally agreed that the primary purpose of our Foundation Program is to provide a more adequate instructional program for the youth of our State, I believe the subject will be of great interest to all of you.

We open this Conference knowing that our Superintendent of Public Instruction is also deeply interested in the instructional phase of the educational program. We are privileged to have him for our keynote speaker for this occasion. He certainly needs no introduction. We know him as a great educational leader. We respect his ability and I am sure we will remember the great accomplishments of his administration. It gives me great pleasure to present to you at this time, our Superintendent of Public Instruction, Dr. Robert R. Martin.

## KEYNOTE ADDRESS ADVANCING EDUCATION THROUGH QUALITY INSTRUCTION

by

Robert R. Martin,  
Superintendent of Public Instruction

LADIES AND GENTLEMEN:

It is a genuine pleasure to greet you on this occasion—the **second conference** on Advancing Education in Kentucky. Just a year ago we met here to consider the theme—“Launching the Advancing Education in Kentucky Program.” Since then I have observed an abundance of evidence that under your leadership in the local school districts and local communities throughout Kentucky very real advances have been made during the past year in education. A very real spirit of improvement has moved across this state. This spirit is characterized by a great depth of sincerity, pride in accomplishment, and truly now those things which seem to be contagious are the positive. The whole attitude on the part of the public and the profession seems to be that of beginning where we are and advancing as rapidly as possible under the fully financed Foundation Program of education. For your leadership in these advances I commend you most heartily.

I have taken the liberty of inviting you here again this year to consider with us a new emphasis in our program of Advancing Education in Kentucky.

The great actress Gertude Stein as she lay dying was heard to say, “What is the answer? What is the answer?” Then she said: “**What is the problem?**” As we worked through the day by day problems of this past year implementing the Foundation Program — as we found answers and moved on to find the next answer, it became clearer and clearer that the real problem is “**How to provide quality instruction.**” Quality means **excellence**. There is an urgency about building excellence into our total instructional program. We cannot wait until tomorrow.

Recently a friend of mine while in New York saw a man sitting on the sidewalk at the Rockefeller Center writing a letter. Being a friendly soul he said to the man, “Hello. Are you writing a letter to your girl friend?” “No.” “To your wife?” “No.” “To your Mother?” “No.” “Well to whom?” “To myself,” the man said.

“I have heard of people talking to themselves, but never heard of writing a letter to yourself. What are you saying to yourself?” “Well, I don’t know, I won’t get the letter until tomorrow.” We can’t wait until tomorrow. It is imperative that this generation of children—the boys and girls in school in 1957-1958 have instruction of quality.

### **VISION. There is need for a new vision.**

A quality program of instruction for every boy and girl should be our goal beginning today.

Truslow Adams in “The Epic of America” gave us a clear vision of our task. He said in describing the American dream . . . that dream

of a land in which life should be better and richer and fuller for every man, with opportunity for each according to his ability or achievement. . . . It is not a dream of motor cars and high wages merely, but a dream of a social order in which each man and each woman shall be able to attain to the fullest stature of which they are innately capable." He said further — "If we are to make this dream come true we must all work together, no longer to build bigger, but to build better. There is a time for quantity and a time for quality. There is a time when quantity may become a menace and the law of diminishing returns begins to operate, but not so with quality."

Dr. Arthur Adams of the American Council on Education said recently, "The great American education is held aloft by two pillars —one of quantity and one of quality." A new era in the American public school drama is about to unfold. This is the "era of quality" education — quality learning. We no longer have to worry about quantity. The elementary schools, the secondary schools, and the institutions of higher education are trying to take care of the greatest number of students America has ever had, we are faced with the challenge of providing the kind of education which will help citizens live effectively.

The boundaries of quality are limitless; thus the challenge of this new vision of quality program of instruction for every young boy and girl within the boundaries of Kentucky is an unlimited challenge. Out of the magic of a new vision — an ideal — new realities are created. The Foundation Program of Education offers an opportunity for us in Kentucky to bring into reality the kind of program which will equip our future citizens so that they may have a fair chance in an ever-changing world.

Let me hasten to say that Kentucky has done much in the past of which to be proud; however, as Horace Mann said: "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." The past gave us this new vision and the Foundation Program as a vehicle or means for bringing the vision into reality. This is our challenge.

**COURAGE. This challenge calls for courage.**

St. Paul in his second letter to the Corinthians spoke of a group of people who were without proper understanding of their condition, because as he said — "They measured themselves by themselves and compared themselves with themselves." Perhaps in the past we found some satisfaction in seeing some improvement when we measured ourselves by ourselves, but, we can ill afford to follow this practice when we are planning the educational program which affects the welfare and happiness of our citizens. It takes courage to face up to the fact that when we consider in relation to the nation our past education performance in percentage of boys and girls who complete 12 years of public education, the percentage of boys and girls who attend school at all, the percentage of high school graduates who go

to college, and the percentage of college freshmen who complete college, we find compelling reasons for accepting as our immediate task — **The improvement of the quality of education.**

There is reason to take hope in education in Kentucky from the standpoint of quality, however. There are schools in Kentucky which compare favorably with the best in the nation. The parents, the public in general, and our profession will not be satisfied until all our boys and girls have educational opportunities of quality — opportunities which approximate the programs available to the children of the nation.

Again, I want to emphasize that once we get this vision it will take courage to meet our challenge.

In Carl Sandberg's **Abraham Lincoln** he describes a scene in which Young Abe is lying in his bed looking out the window conversing with the moon about the struggles of humanity in its advances. In discussing the struggles and headaches and efforts of our people as they moved Westward, he had the moon to say to Abe, "The cowards never started and the weak ones died by the way."

Then, too, I am reminded of Jonathan Daniels' reference to the late Chief Justice Vinson who possessed courage of rare quality. When he was asked where he got his rugged immobility, he said: "I grew up in a country where it was dangerous to be afraid." Daniels said that Vinson had the courage of a stubborn heart. School leaders in whatever position who embody this courage are in strategic positions to lead advances in quality instruction and the whole world is saying that it is dangerous not to provide good education. In fact, the latest report from "The President's Committee in Education Beyond High School" contains on the very first page the following significant message: "World peace and the survival of mankind may well depend on the way in which we educate the citizens and the leaders of tomorrow."

Next to peace the most important problem in this world, in my judgment is education—quality education—education which will nurture in each human being his maximum development—his own fulfillment.

A great task of our schools is to provide the learning environment which will enable students to acquire knowledge, attitudes, appreciation, and skills necessary for participation in a free democratic society. In providing an enriched educational program adapted to the needs of all the children, let us ever be mindful that our primary function is to provide good general education for all. It is our responsibility to furnish to society through our elementary and secondary programs enlightened high school graduates—young men and women whose intellectual development equips them to go forward in progressive society as contributing, responsible citizens.

Lest I be misunderstood I want to state that I subscribe to good programs in music, art, physical education, driver education, and in all other enriching areas of learning. Research shows that these areas of learning through well planned experiences contribute also to the development of the intellectual power of the child as well as making a contribution to the over-all development of the individual. The education of each child to the



limit of his capacity is our first responsibility. Beyond this basic task various areas of instruction are important but not equally important for all children.

The whole issue of whether to address the effort in education to the average of ability or to the higher capacities derives from the assumption that we have to make that choice. But why do we have to choose? Why are we not planning to educate everybody as much as everybody can be educated—some much more and some much less than others. Cassius Keiper said, "Humanistic education is education that qualifies every human individual to represent worthily in his daily work and life the high potential dignity of man."

We must have the vision and the courage to make our position clear on these matters.

**COOPERATION. We need the skill of cooperation.** In addition to a clear vision of our task, the courage to face facts and to act in light of them, we need cooperation in solving this problem of quality instruction.

The skill of **cooperation** is vital to the improvement of the quality of instruction. Biologically, research has shown that the key to progress for living things is cooperation. The importance of cooperation can be easily understood by all of us, as we realize that we all are dependent upon how others carry out their responsibilities. Working in the field of education simply is working **with** and **for** other people. There is significant evidence that in Kentucky we are becoming more effective in the skill of working cooperatively.

The progress we make in the direction of providing an excellent program of instruction will depend upon how each of us discharges his responsibility.

In his recent, remarkable book, **The Organization Man**, William T. Whyte describes an experiment of Western Electric—the famed Hawthorn experiment—to increase production through changed lighting and other physical factors. After repeated and puzzling results of consistently increased production, regardless of how physical factors were manipulated, the researchers concluded that participation of the workers in a **cooperative enterprise** was the motivating factor. Here, perhaps, is the strongest point of teachers; that a professional climate, based upon the assumption of the creative power of democratic, cooperative teamwork, is the best guarantee of improving the quality of teaching service.

The essential cooperation involves not only the superintendent, the principal, the teacher, and all other school personnel, but the people of the community also. Active participation of the people in the affairs of education may well come to be proclaimed as America's most important contribution to education.

In addition to public participation in planning educational programs, the people in each local school community provide another contributing factor to the quality of education. A recent study in Connecticut on the things which most directly affect academic achievement revealed something very important for all of us. Through the study it was discovered that the kind of homes children come from, the social, economic, and in-

tellectual climate at those homes influence academic achievement. The home climate, the home "attitude toward learning" can make a difference in the quality of pupil learning.

Total school staff participation in cooperative efforts to improve instruction is being recognized as a factor of great importance in adding quality to the program of instruction. The staff of the State Department of Education is discovering increasing evidence that the quality of instruction in any area of learning improves to the degree that the 12-grade staff in a total school and/or a total school plan together. Further, it is being found that as the staff plans together on one area of the instructional program improvement is evident in other phases of the program. When close working relationships, based on respect, confidence, and understanding are established by all teachers in grades 1 through 12, the child's learning experiences appear to be enriched as he moves through the 12-grade school program.

**TEACHER AND ADMINISTRATIVE LEADERSHIP: A competent teacher—an excellent teacher in every classroom, and an excellent administrator in every position are essential** if Kentucky is to build quality into the instructional program. This presents a challenge to our teacher education institutions as well as to the State Department and local school administration.

Dean Ernest O. Melby, of New York University, has said, "The question of who does the teaching is probably the most important question in the quality of any individual's education. The individual teacher places his signature on his work just as truly as the painter who writes his name in the lower right hand corner of the painting." Without the strongest possible core of teachers there is little hope for the improvement of the quality of teaching.

To deny that elementary and secondary programs of instruction can be improved through improvement in the quality of preparation offered our teachers and administrators is to deny the very cornerstone of our American education system. The thirty-four colleges and universities in Kentucky approved for preparing teachers are making a noble effort to prepare competent teachers; however, our excellences in this area must be multiplied. If somehow our teacher education institutions could equip the future teachers of the nation with the understandings and skills to put into practice the best that is now known about the education of young people—how they grow and how learning takes place—the impact upon American life would be truly magnificent.

In a significant little publication entitled **Educational Adaptability** by Dr. Paul R. Mort of Teacher's College, Columbia University, research findings indicate that in the past there was a fifty year lag between the time a good instructional practice was discovered and the time it was put into widespread use. To reduce this lag Dr. Mort has made four suggestions to the school leaders. First, he must broaden his work to embrace the implications of the finding that the community as a whole, not the school system alone, is the educationally productive organism; second, he must give greater attention to invention—to nurturing it within his own system and to establishing machinery to give his staff and

public access to the inventions of his neighbors and others throughout the land; three, he must enrich his methods of working with people so as to recognize more effectively the critical place of the individual in school improvement; four, he must look forward to the emerging more powerful education and hold up the hands of those now working with him who are helping to forge it.

The emerging emphasis in American education is definitely one of quality. If we are to demonstrate that quality need not be plowed under by quantity and if each child in America, each Kentucky child is to have his chance in life, each one of us must make an intelligent commitment to our share of responsibility. The immediate need in Kentucky is for the profession and the public to join hands in building into every classroom in Kentucky the highest quality of instructional program which is potentially possible under our Foundation Program of education.

## PANEL DISCUSSION

### Pooling Resources and Sharing Responsibilities in Improving Instruction in Kentucky's Schools

Moderated by—J. Marvin Dodson, Executive Secretary,  
Kentucky Education Association

Mr. J. Marvin Dodson. It is a real pleasure for me to participate in this conference as a member of this panel and especially is it a pleasure for the Kentucky Education Association to be co-sponsor of this entire conference. The members of this panel are:

Dr. Ellis F. Hartford, University of Kentucky

Dr. W. J. Moore, Eastern Kentucky State College

Mrs. Raymond Bolton, President, Kentucky Congress of Parents  
and Teachers

Dr. Leonard Meece, Executive Secretary, Kentucky School  
Boards Association

Mr. Atwood Wilson, Principal, Central High School, Louisville

#### **Dr. Hartford:**

Mr. Dodson, fellow panelist, fellow educators, I suppose that any representative of higher education ought to take seriously any such challenge as one on improving the quality of instruction. I suspect that I could get a pretty good response to the question of whether or not the instruction in higher education ought to be improved. However, I won't press that question. Of course, because of the realization that this question implies a sort of frightening responsibility, one is conscience of the need to say the right thing.

I remember an incident from my own lower education experience, in a small rural community in west Kentucky from which I came, which impressed upon me the need to be able to say the right thing at the right time, and the importance of knowing what you were talking about. It happened that one of my school mates of the fairer sex came home from school with my sister to spend the week end.. (This young lady was a member of a family whose name you would recognize if I dared use it here, because it has become greatly prominent in recent years). She was talking about some of the experiences she had had in the little town about three miles from where we lived which was at that time in the unfamiliar process of growth and expansion. It so happened that one enterprising young man of the community had dared risk the ire of the deacons of the church and had started a picture show. This was an awful thing in that community—a worldly thing, and my sister's visitor was telling us about going to see Simon's new picture show. My folks didn't believe in it much either, at least not at that time. "What about the show?" she was asked. "Well," she said, "the pictures aren't much good. Simon gets his pictures from Louisville. The best pictures come from vaudeville." My remarks regarding this conference may not make a very good picture but, at least, they are not from the vaudeville of higher education.

Dean Moore and I have two or three minutes to talk about the position of higher education and I don't think it makes much difference between us which talks about what because we are very much concerned about all this and we are not inclined to feel that we have the answers.

We are almost like three boys with whom I started school—in that little rural school which was an institution of lower, middle, **and** higher learning. Of these three boys that came from a neighboring family one was in the higher education bracket—he was between 18 and 21; the second one was in the so-called secondary school bracket—he was between 14 and 18; and the third one was along with me in the elementary school bracket—he was under 10. These boys seemed to have trouble retaining that quality instruction that Dr. Martin is telling us about. I remember how the principal—he was not only principal but worked at doing everything: he was principal, teacher, janitor, and all—reported the progress of these students to my father. My father was the school trustee and a member of the county school board in those days. The principal said, "Mr. Hartford, I am studying those boys and here is the way I size them up. The oldest one would if he could. The second one could if he would but the third one couldn't if he would." I think that we are about in that position in relation to the problem under discussion. We would if we could, but I don't know whether we could if we would. I hope there are none of us that couldn't if we would.

Well, to get down to business: What is the place—the contribution—of higher education to the improvement of instruction? In the first place, of course, we would have to recognize the fact that higher education, as we call it, is starting to be more and more a central point of the educational experience of everybody. "Well," you say, "that is fine: that is in advance of our times." Maybe that is true, but I would remind you that already of the 18-21 age bracket, American youth are going to some kind of institution of higher education to the tune of 32.1%; and if the rate increases in the next decade as it has in the past, in another dozen years exactly 50% of that age group will enter some kind of institution of higher education. So we see that more and more of the American people seem to be investing in something we call "higher education" as a part of the normative experience of people who participate in and contribute to our colleges. I think Dr. Martin's reference to a "specialized version of the American dream" identifies that view. That is exactly what is happening in America and I don't believe that we in the educational field have any desire to minimize or to delimit the realization of that dream. So the first thought I would like to suggest is this. More and more we are beginning to consider higher education as a part of the normative educational experience. There is need for much of what we call higher education today to be changed. Indeed, some of us think that a great deal of change will be required. A great deal more variety will have to be introduced in to higher education: that is the first thing. In addition to that, there are some particular purposes or objectives or contributions that should be realized in higher education as such. In the first place, higher education in American, and elsewhere, must provide liberal, or general education, if you choose, as would be most fitting in the individual case. General education of our leaders, general education

of those who make the most of their individual capacities and abilities—this is the ideal of “maximum development” about which Dr. Martin spoke. We might call liberal education that kind of education that teaches people to recognize freedom, to value freedom, and to become confident in the use of freedom. Of course, the second aspect of higher education is to specialize the education of leadership in particular kinds of provinces which a society singles out as needed. Let me tell you some things which illustrate that. Our recent study of higher education shows that each decade now a new professional field is added to the higher education curriculum. Each time those new fields must fight their way to acceptance in a place in the academic world, sometimes over the opposition, and certainly the reluctance, of some elements already established in the higher education picture. Social work, nursing, the field of elementary teaching, and other fields have recently come into the area of professional education and have been included in the higher education curriculum. And, we will see more of that. In 1946, a noteworthy study of higher education pointed out that for every fully educated professional man, our society needed six semi-professional technicians. I haven’t seen any doctor’s bills lately, and I don’t expect to soon, but several years ago it seemed to me that I was paying for several semi-professional technicians who aided and were at the disposal of the trained doctors. This situation is even more pronounced in the fields of engineering and technology. In the last year or two, seven semi-professional technologists have been needed for each professional one, all of which indicates the growing demands placed upon higher education for specialized education. Of course, we might justifiably direct that ratio to the process of educating teachers in a special field. The third big function of higher education is that of research. We not only inherit but must transmit and pass on the elements of our culture and the accumulated knowledge of the race. But some agencies, some group of agencies, must continue to expand and extend the heritage of knowledge. Unless there is an uninhibited, free, exercise of that function by some agency or group of agencies mankind, human culture, will stagnate and become intellectually sterile.

Dr. Moore will translate that into the need for research in education because if any profession in growing, and needs the benefits of research, ours would be in the top bracket. The fourth great function of higher education is that of direct service to the community—to the society: direct services, extension of knowledge, extension of services, breaking the barrier of knowledge, and the focusing of knowledge upon the solution of the immediate problem. That, of course, is beautifully illustrated in some of the developments in the field of education and of teacher education.

**Dean Moore:**

I think I will confine most of my remarks to the preparation of the teacher, because if this learning process is to be improved then the instruction must be improved and if the instruction that we are talking about is to be improved then the teacher must play a very important part in that process. I suppose that most of us would say that the teacher would play the most important part, but I am not sure of this; whether

he does or whether he doesn't. So many factors impinge upon the school room of today and so many other persons are involved in the teaching process that I don't know who has the biggest responsibility. I know one thing, that the preparation of the teacher for the school of twenty-five years ago is an entirely different thing from the preparation of the teacher of today. Today we do have, as Dr. Martin has cited, all the children of all the people and today we do have these outside influences creeping in, the radio, television, a thousand and one other things that affect that one step so that when it comes to the elements of learning these either complicate or make better the teaching situation. Now these influences apply rather specifically, also, to the preparation of teachers in the institutions of higher learning. I would say that, perhaps, the college curriculum for the preparation of the teacher is the first thing that is looked at in the college program but that is not the only thing, certainly.

Communication with his colleagues, and a thousand other factors, enter into the preparation of this teacher and influence his philosophy and determine the kind of teacher that he is to be. I am talking more specifically about this curriculum which we have insofar as it relates to the preparation of teachers. I guess I could divide it into three parts, and be about right.

First, there would be that general education about which Dr. Hartford spoke. That kind of education has had a phenomenal growth in this country in the last three decades and we think it will have a substantial growth during the next three decades. That is the kind of education which is supposed to be given to all the people regardless of their vocations, or intended vocations. It is the kind of education that is supposed to equip us for effective citizenship, and effective living in a democracy. I read in the **Journal of Higher Education** an article summarizing the growth of general education in America during the past three decades and I was surprised and happy at the change that has really taken place in this area of learning. I had been hopeful, all along, that that would be accomplished. Now there are different kinds of general education: there are kinds and there are kinds. President Taylor, of Sarah Lawrence College, has given three kinds of general education in vogue in the United States at the present time. The kind which has the philosophy of the University of Chicago Program—we call rationalistic general education. It relies very heavily upon the classics—great books. It caters to those of superior ability. And then going to the other extreme we find that kind of education which we might call functional general education. I think that philosophy is best illustrated in the program projected by the President's Commission on Higher Education—the commission appointed by President Truman and reported in 1947. A functional general education attempts to start with the problems of the learner and tries to enable him to adjust to his environment and to make a good citizen in the world. Then in between rational general education and functional general education we have what some of us call the neo-humanistic general education. Perhaps this represents the larger part of that philosophy of general education for a free society which came from Harvard about twenty years ago. Now I don't want to take sides with the kind of general edu-

cation that we should have, but I do think that the second type which I mentioned has many great possibilities. Now the second division of a teacher's preparation insofar as the institution's curriculum is concerned would be what we might call subject matter or teaching field. Here in Kentucky we say that the teachers preparing to teach high school must have a major or he must have majors or he must have a major and two minors or some combination of these. You know what I am talking about there but the purpose is to give the prospective teacher the background knowledge that he can use in teaching his subject in high school. In the elementary program in Kentucky we do not have a subject-matter major. We have a major in elementary education, which is supposed to be composed of a number of subject-matter fields. I have noted recently that there is a belief among some people of authority to the effect that an elementary teacher should also be required to take a subject-matter major. The reason for this is that teaching is looked upon as a team proposition, that is, in the elementary school there ought to be somebody who has a greater knowledge of a particular subject than the others and to whom other teachers could apply for resource assistance. I don't know whether that has too much to it or not, but it does sound like it might be good.

Now, the second part of a preparation program for teaching is the professional education. Originally I had planned to spend most of my time in discussing this, but since I have already consumed a great deal of time I think that I might mention just some high points about the nature of professional education. It seems to me that it is a most difficult job to prepare a teacher. It is most difficult because we have so very many influences entering in. If, for example, the teacher of general education has a philosophy which is entirely incompatible with the philosophy of the teacher who is teaching professional education, if he lectures all the time to his groups and if he treats them all alike this teacher is going to have a distorted idea of how he should teach. Likewise, if the teacher who teaches the subject matter—the subjects which are supposed to give him background in his teaching field—has a philosophy of education that is directly opposite to that which is considered basic philosophy today, then he too is going to influence the teaching of that prospective teacher. Also in the picture of the preparation of a teacher is the kind of teaching that the prospective teacher has in his high school and in his elementary training.

The people in professional education departments teach our students what they consider to be good practices and good philosophy but find later on that their students aren't interested in what they are supposed to be interested in, and they wonder why. I think the answer lies in the fact that in the preparation of teachers there are so many influences that it is difficult for us to find out the particular combination of these influences which will result in a good teacher. We are not training our teachers in America: certainly we are not doing the job that we are supposed to do. With all of our emphasis, we are not training teachers competently, and I think maybe the big reason we are not doing it is simply because of these factors that I have mentioned.

The purpose of a teacher in our society, as I see it, is to facilitate



learning, to make learning more interesting, to learn how to cooperate with his colleagues and to work effectively with them and with the community. It seems to me then, that an institution preparing teachers should take that as the main goal. More specifically, I guess we would say that the institution preparing teachers should enable that person to understand parents, children, and youth how to devise methods to educate the individual effectively, how to understand curriculum planning, how to evaluate pupil growth, the nature of administration in a democratic school, and then to understand the society in which we live. Now, that is a tall order, indeed, to equip a person with that sort of education, and, as I have already indicated, I don't know whether we are doing it. Probably not too well—.

Let me make a few generalizations about the nature of the professional sequence that should be given. I would say, first, that much of the instruction at all levels is ineffective, and that much teaching in professional education is likewise ineffective. There is entirely too much abstraction in the textbooks and in the instruction in our institutions of higher education and in our high schools for the teaching to be effective. Here are some suggestions I would make about the curriculum for the preparation of teachers.

1. Select experiences that are designed to prepare teachers who are performance-minded rather than those who spend all the day in philosophizing and never getting to work on these problems.

2. Avoid isolated courses whether they be at the general education level or whether they be at the professional education level or whether they be in subject matter. We have been preaching against that for a long time but I doubt that we are going to do much about it. Now some of you will say that that cannot be done in a college—well it can't be done and it won't be done until the colleges of America begin to practice what a good many people have been preaching for a long time. They are not going to get the job done very well of preparing teachers to teach in these schools for any kind of good teaching, regardless of where it be, until they start with the individual student—start with the problem. Unless a classroom plan is devised which is geared to the needs, aptitudes and abilities of the individual the important part in the teaching process has been overlooked. We must attempt to develop an understanding of basic and fundamental principles rather than to develop a pattern of procedure for teachers. I think colleges of education and teachers colleges throughout the land have exaggerated methods courses. We have methods for this and methods for that, the purpose being, I think, to give the prospective teacher a sort of blueprint, a sort of pattern, by which he works. I don't think it can be done that way. I think that preparing a teacher must develop certain principles which the teacher will be able to apply in the teaching process.

**Mr. Wilson:**

Mr. Chairman, Fellow-Educators of Kentucky, and Visitors:

To improve the instruction of Kentucky youth, each principal might well analyze his program of daily activities and give a larger percentage of time to the observation of teachers at work and more supervision of

instruction. A study of the way principals use the hours of the school day will probably show that some of the things that they are doing can be well relegated to a clerk or certainly to a capable faculty member.

The need for better instruction is indicated by achievement test results that show Kentucky students to be maybe a year behind those in many other states—particularly in reading and mathematics. Especially is this noticeable at the high school level where we find here and there children who cannot read and figure—even on a third or fourth grade level. The high school teacher can make little success in teaching so as to prepare such children for college entrance or after high school occupations requiring skills.

The situation described may be due to so-called “social promotions”—promotions based on chronological age rather than achievement. In some ways, too many children have escaped and reached the high school grades quite unprepared.

In addition to more principal supervision of instruction, a remedial reading program can well be set up. After adequate testing, pupils can be placed in special reading groups and where possible, a teacher with special training assigned to the task of teaching them on their grade level.

In Kentucky, we find that the desegregation pattern has produced many elementary schools mainly consisting of Negro students, who will at the high school level, be in an integrated school. This causes a need for the same promotion criteria in all schools and some plan where certain minimum promotion standards have been set up for all the children of a given school system. In short, I would recommend that we demand better study habits and more student effort or have the lagging or lazy student marked a “failure” and repeat the grade. These findings suggest the need of some special recommendations to improve the instruction of the child that would raise his general level of attainment and thus better prepare the elementary pupil for his high school education and also aid in meeting problems of instruction due to integration.

Some recommendations that might be considered are as follows:

- (1) Urge our teachers to recognize the problem and apply in a larger way the teaching techniques they have learned in the professional training already acquired.
- (2) Urge attendance of teachers in summer schools to a larger extent for improved instructional methods to acquaint themselves with the newer trends in teaching reading and mathematics, and also to pursue further study in the psychology of teaching.
- (3) For administrators to recognize the need for instructional improvement by setting up in-service training programs and offering salary increments for added hours of training as an incentive to teachers in general.
- (4) To follow the pattern of Louisville, Jefferson County, and other systems in Kentucky by appointing special supervisors of instruction. Teachers will be motivated and work more efficiently when they realize that their teaching is to be observed and their services evaluated in a more scientific manner than heretofore. Administrators, particularly superintendents and principals of

large high schools often do not find enough time to give adequate supervision to classroom instruction through actual visitation and the administration of standardized tests. This leaves the teacher too much on her own and without needed motivation and guidance.

Where pupils are in high school classes and differences in achievement levels are evident, ability grouping within the classroom is to be recommended, supplemented by a remedial reading program with a special teacher as already described.

Another suggestion for building up the educational background of the child might be found in a more adequate visual aids program. Such a program can furnish a substitute for travel experiences and enrich the instructional program in general.

It is not too much of a risk to forecast the possibility of having all children through improved instruction reach nearer the same achievement level, when the problem is met with a scientific approach. The problem of better preparing our students for pursuits after high school graduation or college entrance is an urgent need in the instructional program of Kentucky youth. I urge Kentucky principals during the school year 1957-58 to meet this challenge and work toward this goal.

**Mrs. Bolton:**

I am speaking for the parents!

Officially the PTA describes itself as an educational organization. Its first function, it holds, is to study the child, his development and needs, parent's responsibility, school functions, community influences, and the resources of home, school, and community to meet children's needs. Its second function is to develop and carry out projects that support children's wholesome development.

To succeed it must be a shared enterprise of parents, teachers, other citizens and community agencies. The parent teacher partnership exists for the sole purpose of serving the child. In the partnership teachers and parents pool their assets and resources in order that the child may grow straight and strong physically, mentally, morally and spiritually. They join forces to create and sustain the social, moral and psychological climate that will foster the development of healthy personalities.

The reward of their mutual investment of time, energy, devotion, and talents is the development of the child and youth into an adult capable of a satisfying personal life, of unselfish devotion to ideals and principles and of responsible parenthood and citizenship.

Each partner has assets that supplement the resources of the other. Each has a distinctive contribution to make. Although, neither seeks personal benefit or advantage, each is likely to find his personal life enriched and his effectiveness in the role of parent or teacher increased by the cooperative effort.

The greater the investment the larger the return. For the teacher who invests generously—the dividends are great indeed. The same is true of the parent. A greater emphasis on a richer investment by both the parent and teacher will produce a finer quality of teaching.

Today's parent is usually astonished at what he finds in the modern classroom. He may be delighted or he may be suspicious and outraged. He needs guidance in understanding what is going on and the reasons for current practices. Doubts and differences about education are very serious indeed. Just as much so as religious and political differences.

If there is a split between the teacher and the parent—the child suffers—because the schools do not get the support they need. Therefore, the teachers can bring to the parents their specialized knowledge to help them increase their understanding of children and education. They can share their acquaintance with the schools of today with parents who may know only the schools of yesterday. Teachers can also share with parents their knowledge of child development, psychology, and mental health principles. They can interpret educational theory and practices and demonstrate teaching and guidance methods.

Teachers can share ideas and interests to strengthen home-school cooperation and contribute their special skills in human relations and group processes. Above all, **GOOD TEACHERS** bring rich understanding of children and warm sympathy for the problems of parents.

All through the years there have been **many good teachers**—those who have held high the shining light for us to follow. I know many that I love and respect for their devotion to the teaching profession. I know some, too, for whom I have no love or respect.

Schools—however good—can never take the place of a warm family life, a vigorous church and a wholesome community, although they must be strong allies. Many children do not have a warm family life—many have no family life whatsoever. Oppressed with this knowledge caused Mrs. Birney to cry out more than fifty years ago—“How can mothers be educated and the **Nation** be made to realize the supreme importance of the child?” Today, we are found with the same problem—Parent Education.

It is encouraging that parents are becoming more and more aware of children's needs. More and more citizens are determined to do something to solve today's problems. The great need is for still more public awareness and for still more **vigorous, informed action**. The responsibility for action is a challenging one to the parents—but one I believe they will readily accept when fully informed.

Being a parent and having served as a teacher I try to present an unbiased viewpoint.

Parents could be classified into many groups. We will name three: Those who are really interested in the welfare of their children and others to such an extent they assume places of leadership and cooperate with other agencies to promote such ideals. They are the officers and members that carry the load in most civic and educational activities. There then are those parents who can tell you exactly what is wrong with the PTA—the school and other agencies though they have never entered the door or attend a meeting. They receive their information from the neighbors, their children, the newspapers—not bothering to authenticate it and it is generally of a critical nature.

Thirdly, there are the parents who just **don't care**. Oh! yes—there

are parents like that—and these parents and those of the second group are the ones that need help and understanding. There is no “Natural” way of rearing children. Parents are not suddenly endowed upon the birth of a child with the information, skills, and understanding to guide him wisely. The job of parenthood has to be learned just as the art of teaching has to be learned.

Some parents are better prepared than others, but they too, find the practice of parenthood more challenging than they anticipated. Where the schools allow it, PTA's encourage parents to visit classes, assist in the lunchrooms, libraries and playground. Parents increase their understanding of all children and of their own youngsters from their experiences. The teacher too has a chance to win the trust and respect of parents and to establish citizens' confidence in the school.

The parents gain much from their contacts with the school and good teachers. If they are to be partners in guiding the development of children and youth, they need to understand, respect and have confidence in each other.

Parents have a tremendous emotional investment in their children and are frequently defensive about them. How many of us can take harsh criticism of ourselves?

Parent-teacher relations are not easy, of course. Yet they are no more difficult than any other human relations—child-parent, teacher-child, labor-management, husband-wife, faculty-administration, and dozens of other relationships among human beings. When parents and teachers see each other as unique individuals with unique backgrounds but with a common interest—the child—they not only can get along well but they can build a cordial, constructive relationship.

Parents want the best for their child and the teacher can help by exploring with them his strength and weaknesses and by planning with them how he can make the most of his potentialities.

Parents often know more about education than they are given credit for knowing. By giving information about the child—his interest, experiences, pattern of growth, and behavior at home can be very helpful to the teacher.

Every parent—like every child—is a unique individual, different from every other parent. Some parents will be difficult, a few will be impossible, but most will respond warmly to a friendly, individual approach. And isn't that the approach to which we all respond?

We cannot always judge by outward appearances—most parents—even though they don't recognize it as such—have the hidden desire for their child to grow up to be “somebody.” That desire must be stimulated and brought into action. This could be accomplished by a home visit by the teacher or interested citizens of other groups.

In building such a relationship, the alert teacher will seize the many instances where moral and spiritual values may be emphasized.

It is said, “A good teacher always emphasizes values”—but unfortunately all teachers are not good teachers as all parents are not good parents. However, the teacher who is sensitive to values, can seize and

develop situations that drive home values that his individual class members or parents may need. The teacher is guiding the development of the personalities of the children they teach that will have its impact in the home according to the values they reflect.

The good teachers recognize that working with boys and girls is life's biggest challenge—that they hold the destiny of our state and nation in the classroom—that they must have conviction and accept this challenge to emphasize moral and spiritual values if they are to be true molders of men in a free society.

Even a parent can recognize a good teacher and a good school—and they will support them in every way when called upon—as has been demonstrated in the past.

When more teachers become GOOD teachers—more and more parents become aware how vital good teachers are for the guidance of their children—then the quality of instruction in our schools will increase.

Well informed parents will **want** higher quality of instruction in the school and will **work** earnestly to secure it for their children.

**Dr. Meece:**

I do not want to keep you overtime; however, I would like to call your attention to something that you know real well. The people buy what they want. The school boards of Kentucky represent the people, so perhaps one of the most important parts of this discussion this morning I will have to leave to your imagination, but I would like to mention one or two important things. First of all, we have a responsibility to help our boards of education understand better the purposes of education, the reason we have schools, and how children learn. We need all of you to help boards of education to learn how to evaluate their schools. I don't mean by that that they go in and do an evaluation that professional educators would make but that they learn how to look at all sides of a question and to have faith in our teachers and to determine whether or not things are going along as they should. I believe one of the most important movements in education in the last fifty years has been the establishment of the State School Boards Association. All except one or two states now have them. What does this mean for education? It means that five, or ten, or fifteen laymen, depending on the size of the board, from each school district have an opportunity to come together with other board members and with their administrative officers to discuss the things that you have been discussing here. They are going to determine the policies with which you have to work, the policies under which the superintendents, the principals and the teachers must live. It is of tremendous importance that we all team up to try to make this School Boards Association a more vital factor than ever before in building schools in this country. I was glad to see that the topic of discussion was, "Pooling our Resources and Sharing our Responsibilities." I want you to help boards of education to call upon the resources which they have at their command, so that they can better understand the work the schools are doing, and the work teachers are trying to do. I want more boards of education to have meetings in which teachers are called in to explain the beliefs which they have about education.

I want boards of education to ask the superintendent and the principal when they recommend something, "Why"? "Why do you want that?" "What are its advantages?" When they recommend a new course of study to say, "Why"? "Why do you want that," or "what are the advantages in having it?"

I do not believe that Kentucky or any other state will go any higher in education than the people in the community want it to go. The board pretty well reflects the people, they represent what the people want. I am calling upon you now to help in every way you can, so that we can bring to the forces of education, through the principal and superintendent and teachers, a stronger and stronger lay leadership, not only from the boards of education but from the citizens which boards of education represent. Bring this leadership into our schools to **help plan the improvements** in education, to help advance education in Kentucky.

**Mr. Dodson:**

In addition to chairing this panel, Mr. Bale has asked me to say a few words about what KEA is doing and hopes to do relative to this quality instruction. We in KEA, even though we are not working too much directly with this program of instruction, feel that we are doing a great deal indirectly. We believe that in such instance as the legislative program when we worked for better teachers' salaries, when we worked for better classroom supplies, when we worked for retirement for the teacher and for all those things that usually go into a legislative program, we at least were indirectly contributing to better classroom instruction. We do a few things that we think contribute directly to the field of instruction. One of these, in particular, is the publication of the Journal. We feel that there are articles in the Journal each month that are helpful to the classroom teacher. We believe that when we are attempting to develop leadership at the local level, through the work of the local education association, we inspire confidence not only in the teacher who is doing the leading but in those who are participating.

## PLANS AND STIMULATION FOR GROUP WORK

Don C. Bale, Head  
Bureau of Instruction

At 2 P.M. we will divide into six groups for the purpose of discussing problems associated with instruction. We believe this will provide a wonderful opportunity for you to share your experiences and to make recommendations for improvement in the quality of instruction in the Kentucky schools.

In the past we have devoted many hours discussing our administrative problems and as important as these problems are, it is also important that we devote some time to what goes on in the classroom. I think we would agree that it is now mandatory that we provide an adequate instructional program in the public schools of our State.

It behooves us to think of the child. We must remember that our schools take youngsters from all walks of life and teach them to be cooperators; help them to become contributors; stimulate them to believe in others; and encourage them to work together in a democratic society. Most of these things really take place in the classroom.

One of the most important questions confronting school administrators in our State is the question, "What did I do in 1956-57 to improve the quality of instruction in my district?" Unless we can give a satisfactory answer to this question, then we cannot expect our citizens to believe that the Foundation Program has accomplished what it set out to accomplish. What do we mean by "QUALITY INSTRUCTION"? Surely we could give many answers to this question. We could ask ourselves if the pupils are learning by doing. Until children are motivated to apply knowledge, we have no reason to believe that they have experienced real learning. It may be that we can improve the quality of the instructional program if we make it possible for the pupils to apply what they have learned.

It seems to me that it is our responsibility to develop an understanding of the duties and rights of citizens in a democracy. Are our citizenship classes what they were in 1953 or have the teachers been inspired to the point that their classrooms have taken on a new look? Parents are interested in the new look and they have the right to expect us to make some changes in the way we do things.

We should ask ourselves—What are we to do about the instructional program as it relates to speaking and listening? Intelligent listening is needed now more than ever before because the world has been made smaller by the radio and TV and the schools must accept at least part of the responsibility for educating children to be good listeners.

What are we doing about our reading program? In good elementary schools children are taught how to attack unfamiliar words. They are given the opportunity to read interesting books, magazines, and newspapers, and are taught to use encyclopedias and dictionaries. If this type of program is in use, children learn to read well.



In connection with this phase of the instructional program, we must also have the proper philosophy concerning the library; because certainly it is the core of the total instructional program. A reading program has a twofold purpose—to teach the skills of reading and encourage the art of reading. The responsibility of the former has been given to the teacher but the second goal is rarely possible without a LIBRARY. To have access to a library and to use a library are two different things. Are you getting full use of your library?

It becomes our responsibility as school leaders to produce students who have the wisdom and the vision to grapple with the problems confronting them.

Only by improving what goes on in the classroom can we expect to meet the obligation placed upon us.

I know that when you pool your thinking in group discussions for the next two hours you will have some useful suggestions for the school districts throughout the State.

May we all unite and dedicate ourselves to the proposition that we are going to improve the quality of instruction in every classroom in the 216 school districts.

## "AN EDUCATED PEOPLE MOVES FREEDOM FORWARD"

Address by Waurine Walker, Director

Division of Teacher Relations & Certification, Texas Education Agency  
Austin, Texas

In an editorial in *Life* magazine, the noted historian Henry Steele Commanger wrote: "No other people ever demanded so much of education as have the American. None other was ever served so well by its schools and educators. Our schools have kept us free."

Among all the Republics which have come into being, America remains the only one whose people have not been enticed, at one time or another, into booby traps of authoritarianism. There are those of us who believe that our universal system of free education has had something to do with this phenomenon.

In America, we started anew with a political format representing a dramatic and drastic departure from accepted norms of the times. We started with the thesis that every man is sovereign; that the masses are capable of self-government; that they are capable of fixing their own standards if—and this is the difference, this is unique—each is given unlimited chance of enlightenment. The doctrine of the equal chance, we call it. The capstone of this doctrine is the equal respect accorded to varying talents and occupations and to all forms of honest labor.

In the development of this thesis, America decided against governing hierarchies of any sort as the source of well being of the masses. We decided against social, economic, intellectual, and political hierarchies. We have, and we continue to believe in, an aristocracy not of birth or position or creed, but an aristocracy of brains, demonstrated ability, and leadership that is developed through participation in the rough and tumble of American life.

As the doctrine of the equal chance developed, it became apparent that all citizens would need education in a self-governing society; therefore, free schools became a necessity. Only educated people would have the power to move freedom forward. Our elementary and secondary schools will continue to move freedom forward to the extent of their dedication to four broad and basic principles.

### FIRST, DEDICATION TO EDUCATION FOR ALL.

The cornerstone of our faith in freedom has been in education designed not to achieve controlled leadership by a few, but education for all according to the individual talents and needs of each. Here in America we have practically 100 per cent of the elementary age group, 90 per cent of the secondary school age group, and 40 per cent of the college age group in school. This is a total of 42 million—almost precisely one in four of our population. Elsewhere in the world, of ten who start to school, one gets to high school, and one in 500 gets to college.

Yet, despite the evidence of the creative power of our system of education, there are now serious rumblings which challenge its wisdom. We hear the possessors of distinguished names calling our free schools "glorified country clubs" and our colleges "expensive flop houses." We hear "education for all" called "education for none." We hear from a distinguished educator the statement that "the threatened inundation

of college campuses by four or five million additional students by 1970 is comparable to the invasion of Western Civilization by the barbarian hordes."

We tend to forget that it is our elementary and secondary schools that are largely responsible for a natural literacy rate of almost 98 per cent. We forget that business and industry demand a high school education from employees, because they have found education pays off in dollars and cents. We forget that the schools have contributed materially to the technical genius that has made ours the most productive nation in the world. We forget that our schools have helped to give us the kind of citizens who have willingly defended democracy with their lives three times within the last half century. The millions of good citizens who routinely achieve success in business and personal life are our schools' best references and speak out for the success of the principle of education for all.

Nevertheless, this we must face: a growing number of influential people in the United States are seriously doubting that our system of universal education has been a key factor in our leadership position in the world. They doubt that it has a significant part in creating our standards of living and our wonderland of technology. If they concede any contributions to our system of education, they wonder whether a more restrictive system might not make still greater contributions.

We must also face up to the reality that many Americans are disturbed and repelled by the prospects of the educational task ahead—the future cost, a cost that may double or triple within the next twenty-five years. Where we now have 42 million in our schools and colleges, we shall probably have 52 million in 1965 and around 64 million in 1975. Many are asking, "Can we afford the bill for education of such magnitude? Is there not a simpler, more efficient but less costly system that will still assure us our proud position in the world?"

This nation may not be willing to bear the cost in dollars; but more important, can it afford to bear the cost in human frustration and in wastage of human resources. Can we afford the educational mortality rate of 30 per cent in our high schools and 50 per cent in our colleges? Can we afford to suffer the attrition of one half of our capable high school seniors who never go to college? For the sake of preserving individual talents and meeting our manpower needs, we must do better than that.

At the White House Conference on Education the delegates were asked: "Should we try to educate everybody?" The answer of the thousand delegates came in the first sentence of their first report: "The people of the United States have inherited a commitment and have the responsibility to provide for all full opportunity for a free public education, regardless of physical, intellectual, social, or emotional differences or of race, creed, or religion."

A program of universal education is a social necessity, not a luxury, in a self-governing society committed to the principle of equality of opportunity. Only by providing education for all can we develop the enlightened, well-adjusted productive and responsible citizens who can keep freedom alive.

If we are to move freedom forward—we must be dedicated to the principle of education for each.

A football coach selects a system of play which enables all of his players to do their individual best. It neither penalizes the boy with special ability nor deprives the boy of more limited ability of an opportunity to contribute to the success of the team. Our system of education must be based on a similar principle.

Education for each will require some clearly defined selection. It is obvious that in the twenty-five years ahead of us colleges and universities will become more selective, and our elementary and secondary schools must prepare for this. This does not mean exclusive selection or the adoption of the "old school tie" tenets. It means a system of selection the basic purpose of which is to discover talents of whatever types and range and to concentrate more definitely upon nurturing these diversities. It means selection as a method of placing the individual according to his particular needs, where he can get what he needs, where he will not waste his time. This type of selection must not be designed primarily to save money, but to save time and talents. However, the selection techniques must not close the door at any point to later re-entry. There must be the second, the third, and even the fourth chance in secondary and higher education for those for whom maturity, vocational motivation or some form of late emerging inspiration open new doors of hope and ambition.

The G.I. Bill of Rights proved the efficacy of the late opportunity, of the second chance. Since 1945, from these young people, who without their military service would have had little hope of specialized education beyond the secondary school, came 63,000 doctors, 100,000 lawyers, 238,000 teachers, 145,000 engineers, and nearly 600,000 scientists. All told—1,400,000 professional and technical personnel that we badly needed and without whose specialized services society would be infinitely poorer today.

If we conceive of democratic education as that which attempts to serve each child according to his needs and his talents some type of selection is needed, particularly in the secondary schools. In most of the elementary classrooms of America, youngsters are already grouped so that the gifted, the average, and the slow may each work at his own level of development. Our secondary schools need to provide more programs that give individual ability the incentive to progress as rapidly as possible. Dr. Conant in talking about the education of our talented youth has stated: "The way lies in identifying scholastic talent early and then providing for teachers who will stimulate the selected students to do their utmost because they want to as a matter of pride." It is evident that we must bring the whole problem of selection into a larger, more meaningful perspective.

Here in America we still like the idea of having the cultural and vocational kinds of education carried on in a single, comprehensive school, so that all the youth of the community have the experience of working, living, and playing together. We have had great pride in the comprehensive high school where all of whatever talents are accorded

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equal respect. This concept should be continued but with an essential modification—by organizing it to deal with the individual. We must never forget, as deKiewiet has pointed out, that there is a dual mandate of our system of education—quality and quantity. Arbitrary selection aimed exclusively at either is inadequate and will not move freedom forward.

A recent article in Newsweek will illustrate the point. The director of admissions at St. Paul's School at Concord, New Hampshire, a select boys' preparatory school, submitted to his advisory board the records of a student, Spencer C. Thompson. He was seeking admission into the third form at St. Paul's. The records were accompanied by letters from the boy's teachers, all of which were adverse: The boy was stubborn, lacked leadership, was inclined to be moody and to withdraw from his classmates. Moreover, his academic record was erratic—English, 95; History, 85; Latin, 50; Mathematics, 30. The advisory board voted unanimously to reject the application; then the director said: "Gentlemen, we begin to think, after years of experience, that we are so efficient, even infallible in our judgments. We need now and then a dose of humility. The records you have just examined and rejected are those of Winston Spencer Churchill at Harrow seventy years ago."

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Through an identification and selection process each child should be given the opportunity to move ahead and absorb more knowledge and skill in the area of his particular ability, whether it be literature, history, music, art, math, science, TV repairing, or vocational agriculture.

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Education for each means much more than education in a comprehensive school. It means much more than democratic selection to concentrate upon the development of the peculiar talents of each. It means the free education of the free mind. It means education which respects the right of the individual to reach for new ideas and new ways of doing things. Shaw wrote in his *Man and Superman* that agreeable men adjust themselves to the world, while disagreeable men adjust the world to themselves; therefore, the hope of progress was in disagreeable men. Progress in America has been achieved by so-called "disagreeable men" who thought in new and uncommon terms; by men who were not content with things as they were, but who dreamed of things as they might be.

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One of the baffling aspects of American society today is the way the individual American is giving way to the mass mind. Fear to speak out on controversial issues seems to be growing. We even appear to be afraid to express a new idea for fear of being called an intellectual, and "egg-head." Conformity has become the badge of acceptability. No free nation of intellectual goose-steppers can ever survive for long. Our young people need to be encouraged to think for themselves, to think in new and uncommon terms. They need to be encouraged to raise questions about the economic, social and political issues of today's world. As a free people we must never forget that Socrates had to die not because he was wrong, but because his society could not tolerate a critic. Any society that cannot or will not tolerate diversity of thought, of customs, or morals is a society that will inevitably be the victim of dry rot.

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Now, of course, there is, there must always be, a central core of values at the very heart of our free society. Every child must know

and practice these values if freedom is to survive. But, there must also be the inviolability of the individual, the right to think and act differently from the group. Diversity, within a central core of unity, is the life blood of a free society. Let us recognize the fact that no free society is ever finished; it is always in the process of building. Thus, education aimed at free inquiry, at critical judgments, at a search for truth is education designed to move freedom forward.

What we need in education is not the cult of the elite, the cult of the superman, nor the cult of nothingness of the individual. Our paramount need is for an unvarying faith in the sanctity of the individual and a nurturing of his right to be different. Basically, this is a role of our elementary and secondary schools.

**To move freedom forward, we must think of education as it relates to time in perspective to the individual life.**

It is obvious that in the new miracle land of technology, Americans will consume more goods at a faster rate than ever before; but, it has been pointed out, we shall be infinitely greater consumers of time. David Sarnoff has predicted that by 1975 not labor but leisure will be the major problem. The young, the aged, and the middle-aged will have more time at their disposal than ever before.

Our young people will be enabled to stay in school for a longer period of time; in fact, they will be required to by the demand for higher, more complex skills. The man of sixty-five may expect at least fifteen years more of life. In the middle years, each person will work 20 per cent of his time, sleep 33 per cent of his time, and have 47 per cent of his time free for other pursuits. What education enables him to do with his free time is all important. If it is to be leisure in the sense of intellectual, spiritual, aesthetic, and physical vocation, then it may not be the blessing for which man has longed. Instead it may be an evil, deteriorating influence that will retard rather than advance freedom.

The quality of an individual or a civilization becomes starkly apparent in the use of leisure time. If people are eager to use their time in the development and practice of creative skill, in active games, and in social activities that can unite a whole community, we can be moderately certain that their form of civilization will have a tone of vigorous optimism even under conditions of adversity. Of all the ages of life, youth is the time when energy, idealism, and interest in other people can be captured most readily for constructive purposes. It is accordingly the period when the greatest effort should be invested in the development of creative leisure and recreation.

Our elementary and secondary schools must lay the foundation for the wise use of this time. The thirst for knowledge must be translated into life-long adventure. The creative power of each—in whatever area of the arts, literature, the sciences, the aesthetics—must find personal and social satisfaction. This means education must develop active participants, not passive spectators. Our elementary and secondary schools must begin now for the expansion of a great American culture. The American people should become the greatest producers and consumers of books and pictures and music, the greatest performers for performance sake. This we must do to move freedom forward.

**To move freedom forward education must develop people who will be sensitive to membership in the human community.**

In *Modern Man is Obsolete*, Norman Cousins wrote, "The dust that rose over Hiroshima settled not only upon an ended age, but upon the out-moded concepts of man as well." Our elementary and secondary schools need to look at our out-moded concepts of human relationships.

However great the appeal of the remembered serenity of yesteryears, however great the appeal to withdraw from the turmoil and troubles of today's world, the clear lesson of history is that we cannot live solely within the confines of Western Culture. Already more American workers are engaged in producing goods for foreign markets than are employed in several of our major industries—including the automobile, electrical, and textile industries. Already one-eighth of the American farmer's income is derived from foreign markets. The loss in values on the New York Stock Market the day after the Suez Canal was closed amounted to several times the total cost of building the Aswan Dam.

There is more to be considered than the economic aspects. Peace itself is at stake. The cold war between freedom and regimentation is at stake. Whether we like it or not, the world will not go away and leave us alone. Whether we like it or not, we cannot exist as an island of prosperity in a sea of deprivation. Standards of life and living all over the world must go up or ours will come down.

Our elementary and secondary schools can move freedom forward by formal and informal acknowledgement of this imperative need. Informally, it can be done as we do with citizenship and freedom and moral and spiritual values. We can make sympathy and understanding and respect for other peoples of the world a part of all that happens in daily classroom activities. Formally, it can be done by the introduction and emphasis given to appropriate content.

For example, what about the need for a speaking knowledge of foreign language? In many places, such as in schools of my own State of Texas, a foreign language is now introduced in the first grade so that it may become a part of the life of a child. The airplane is creating a condition for us, and quickly, that has been true of European people for centuries. It is bringing us to live next door to many peoples. We need a fluency with their languages not as a cultural achievement, but as a practical matter of every day business and living. Yet in teaching foreign languages, 98 per cent of foreign language education in our high schools and colleges ignores the languages of 70 per cent of the world's population.

Language is only one phase. The history, culture, religion, and customs of other peoples must be a more vital part of our elementary and secondary school curricula. The boys and girls who may soon be drafted or enlisted in the armed forces of the United States, those who may work or fight with the forces of other free countries under the aegis of the United Nations, should have the facts of the world situation as fully and squarely as they can be presented. More sympathy and understanding of other people's ways of thinking and living are needed by all Americans if freedom is to move forward.

Only one other question I would raise with you—How can these basic principles for moving freedom forward be accomplished? Since I am a teacher, you can probably anticipate my answer.

The quickest way to make certain that our schools will **not** move freedom forward is for the American people to accept the specious doctrine that teaching can be made a cheap sort of conveyor belt operation, where youngsters can be turned out by the thousands as tomato cans off an assembly line. Belief in such a doctrine will lead us down the road to rote learning, to conformity of mind and spirit, to mechanization of the human personality. Teaching is a highly personalized matter and cannot be reduced to the assembly line process. The dynamics of education is the impact of a personality, the stimulus of one mind and character upon another human being.

At the very heart of any education for freedom is a core of great teachers—competent and dedicated teachers. The American people have never given the attention to this imperative that it demands. They must do so now. The complexity of life ahead, the demands for super skills and greater knowledge makes the problem of finding and keeping good teachers so important that we cannot continue to sweep it under the rug of our national conscience.

One hundred years ago, a speaker before an NEA Convention pictured the teacher at the very center of the educational enterprise designed to move freedom forward.

“When, in oriental countries, those masses of moving life called caravans journey over the desert and stop for the night, watches are stationed round about. When the very first morning light gilds the horizon, the cry is, ‘The morning cometh.’ And the cry, ‘The morning cometh’ passes from watch to watch until the whole caravan is in motion. Thus, teachers are the appointed watchmen of the advance movement of human progress, to discover the first light of increasing knowledge, and to proclaim its advent until it reaches and moves the living masses of men.”

A teacher—a place to teach—a child; these are the essential ingredients of education. The children in our elementary and secondary schools represent America’s greatest resource and responsibility. The way they grow and develop, the knowledge and ability they gradually acquire, the attitudes and conduct which characterize their living are of paramount importance. These children, it is true, are not furnishing the answers to the critical problems of the moment. But it will be these children, after a few short years, who will “nobly win or meanly lose the last best hope of earth.”



## GROUP REPORTS SUMMARY OF THE DISCUSSION

The following summary was compiled from the notes submitted by the seven discussion groups. This list is intended to cover all phases reported and it is hoped the group will benefit from this report. We wish to extend a note of appreciation to all the people who contributed to this report.

Mr. Frank Vittetow, Mrs. Helen W. Wallingford, Mr. Russell R. Below, and Miss Nella Bailey helped summarize the individual group reports.

The following people assisted with the individual group reporting:

Mrs. Mabel Moore, Supervisor, Frankfort City Schools

Mrs. Helen W. Wallingford, Director of Pupil Personnel, Mason County Schools

Mr. Dan N. Shindelbower, Supervisor, Fayette County Schools

Mr. J. C. Cantrell, Principal, Valley High School, Jefferson County School

Miss Nella Bailey, Supervisor of Libraries, State Department of Education

Mr. Wayne Ratliff, Supervisor, Floyd County Schools

Mr. Russell R. Below, Principal, Henderson High School, Henderson City Schools

Summary Chairman—Mr. Frank Vittetow, Consultant, In-Service Teacher Education, State Department of Education

### Cooperative Approach to the Improvement of Instruction

#### I. Teacher Preparation and In-Service Growth

1. The teacher is the central figure in the improvement of instruction. Improve the teacher and the quality of educational opportunities will improve.
2. The total twelve-grade approach should be used in any instructional improvement program.
3. Professional standards should be used as a measure of achievement in the school system.
4. The total staff should meet together to devise ways of interpreting the school program to the community.
5. At the college level, a greater emphasis on practical teacher training should constantly be sought.
6. A more thorough understanding on the part of school faculties on how children grow and develop should constantly be emphasized in every school system.
7. An active recruitment program to select prospective teachers should be functioning in each school.
8. More guidance should be provided at the college and high school level on occupational information, surpluses and shortages in certain teaching areas.
9. All representatives of the teaching profession should stop blaming another level of the profession for a poor product but rather assume a reasonable share of correcting deficiencies as they become apparent.

10. Establish college extension courses for teachers on the local level. Use a representative planning committee for selecting these courses.
11. Establish in-service committees to plan workshops for the total system.
12. Hold pre-school conferences and similar activities on a system-wide basis to establish and solve a common problem.
13. Subject-matter workshops recommended on a system-wide level during regular school time. Teachers should be released from duties to participate. Return to local school and share ideas with the staff.
14. There should be a representative committee to help decide the adoption of textbooks.
15. Follow-through is of essence in a continuous program of instructional improvement.

## II. Educational Leadership

How to make use of the leadership potential in a local school system is of prime importance. It is essential that all members of a school staff work together cooperatively, each recognizing the other person's responsibility, as well as his potential. It was felt that members of the staff could make specific contributions toward improving instruction in the following ways:

### SUPERINTENDENT

1. Providing the administrative framework, the personnel and facilities conducive to good instruction.
2. Orientating the board and keeping the community informed on the instructional problems and needs.
3. Defining responsibility.
4. Sanctioning the in-service training program for improving the quality of instruction.

### SUPERVISOR

1. Making suggestions and recommendations in a joint conference situation with teachers and principal present.
2. Knowing good teaching techniques and being able to suggest resources to help in achieving good teaching.
3. Aid in providing and utilizing teaching materials.
4. Arranging workshops and conferences to stimulate in-service growth.
5. Aid in the orientating of new teachers.
6. Discovering and helping correct deficiencies in a system.
7. Establishing a system-wide testing program.
8. Assisting teachers in using the cumulative record to acquire a better understanding of the individual.
9. Utilizing the local staff members and their special skills as resource persons in the supervisory program.
10. Using the helping approach in supervisory service.

### DIRECTOR OF PUPIL PERSONNEL

1. Aid by securing special services for the severely maladjusted child.
2. Refer the instructional problems of children to persons in position to effect an adjustment.
3. In a positive manner, share the family background and home environment of pupils with teachers to increase their understanding.

4. Conducting research and presenting facts pertaining to drop-outs, failures, pupil-teacher load, anticipated enrollment.
5. Utilizing community resources in supplying the physical and material needs of pupils, so that all children may have full advantage of the school experience.
6. Holding conferences with teachers on the problems of children.
7. Interpreting the school's instructional program to the parents.

#### **PRINCIPAL**

1. Freeing the principal of insignificant routine, major emphasis should be placed on the improvement of instruction. Concentrating work with beginning teachers.
2. Should be willing to delegate authority and protect the person involved.
3. Encouraging teacher visitation in the home.
4. Providing for the development and revision of a school philosophy.
5. From the conference situation, derive general agreements with supervisor on ways to improve instruction.
6. Helping teachers obtain necessary materials.
7. Recognizing the difference in teacher personalities and help the teachers with their problems.
8. Encouraging teachers to acquire additional training in specific fields. Recognizing as a problem the provision of a curriculum for the child with a low reading level which will assure the child some feeling of achievement — so essential to a healthy personality.
9. How to motivate pupils with varying abilities with a philosophy which sanctions social promotion.

#### **TEACHER**

1. The teacher is the key person in the improvement of instruction. Teacher education should encourage teachers to continuously prepare to do a more effective job. Each teacher should be aware that the quality of education in her school is directly dependent upon her. She should constantly be striving to improve as a teacher. This is a responsibility that every teacher has.

#### **DEPARTMENT OF EDUCATION**

All divisions in the Department of Education are geared to the improvement of instruction in a twelve-grade program and members of the staff are available to assist local systems on any phase of the school program.

#### **III. Planned Educational Program**

1. Needs of the gifted and retarded pupils must be met.
2. People pay for what they get and we must gear our program to meet the needs and the demands of individuals and society and at the same time provide leadership in a continuous program of educational improvement.
3. A well organized school program will result in every effort being made to keep the teachers in subject fields.
4. Consideration should be given to adding personnel capable of aiding

boys and girls in vocational, educational, personal and social guidance.

5. School systems should give consideration to a reading program continuing on through the high school, identifying the slow reader and placing emphasis on developing reading skills. Also, a remedial program for the disabled reader is of the utmost importance.
6. Planned educational program should make provision for periodic surveys and evaluations.
7. Each teacher needs to have a functional philosophy of accepting the pupil where he is and taking him as far as the individual is able to go.
8. Total staff prepare philosophy, objectives, and goals — then move toward these goals with continuous evaluation.
9. Kindergarten would be a benefit for the beginning student.
10. One group expressed a strong feeling about requiring the school age entrance to be six years.

#### **IV. Curriculum Planning**

1. There should be an adequate reading readiness program at the first grade level.
2. A twelve-grade program for pupil development and growth should be planned and organized for curriculum improvement.
3. The curriculum should be planned and adjusted to meet needs of children in the following ways:
  - a. Remedial work to help the lost individual in the basic skills.
  - b. The teacher should use flexible grouping procedures which would include social, academic, emotional, physical and interest grouping.
  - c. More concern should be given the gifted child in the public schools. Too often the gifted child becomes an administrative problem.
  - d. Use varying materials commensurate with the child's ability regardless of his grade level.
  - e. Provide for a one hour planning period for all twelve-grade levels during the regular school day.
  - f. Recommend an eight hour day for the school program. This would include planning, instructional and evaluation activities.

#### **V. Instructional Materials**

1. Use all media of expression continuously: Example, teacher and pupils summarize day's activities, news releases, teacher bulletin, press, radio.
2. The library materials should be collected in a central depository readily accessible to all teachers.
3. It was suggested that there be more extensive exchange of materials between teachers.
4. Encourage systems to develop material centers with adequate materials.
5. Workshops should be sponsored on the use of material of various kinds including free and inexpensive.

6. Any program of curriculum planning should include the librarian in the school system who can help with the instructional materials in many areas.

#### **VI. Evaluation**

1. Many systems have had total school evaluations during the past year. The area of evaluation included philosophy, administrative organization, curriculum, direct teaching services, and home-school-community relations. In order for this program to have strength it is imperative that a follow-up be planned in order to get the most out of these evaluations.
2. Accrediting standards aid instruction in the high school by keeping the teacher in her subject field.
3. Group evaluation of staff duties was recommended. Each member should present a program to entire staff so that better understanding may evolve.

## PANEL DISCUSSION

Cooperative Approach to Improving the Quality of Instruction  
Long Range View

Moderated by  
Don C. Bale, Head  
Bureau of Instruction  
Department of Education

The members of our panel are to discuss with you their thinking concerning a cooperative approach to the improvement of instruction. It is important that we share our thinking with you on this subject since we cannot expect local school officials to use the cooperative approach unless those of us at the State level believe in total staff participation. So, with this philosophy in mind, the Bureaus of Vocational Education and Instruction are pooling their resources in a discussion of a long range plan for an improved instructional program.

We have talked about the importance of the quality of the instructional program. We know that long range planning is necessary in order for us to achieve the desired results, but if our planned instructional program is to be worthwhile, we must know what to plan, when to plan, and how to plan. Many important phases of this program have been listed for you this morning and I am sure we agree that if it were possible for us to carry the recommendations back home and use them, we could improve our instructional programs. The problem before us is how to go about it.

I believe that the members of this panel will give us some ideas concerning the long range point of view. We are interested in talking about the things that we can do; therefore, we want to be practical and to make this discussion as informal as possible.

I want each panel member to feel free to speak at any time. I also want them to change the subject when they think it should be changed. So with the problem before us, I should like to ask the panel what we are going to do about it.

### **Miss Louise Combs:**

We were all thrilled, and I think you were when you listened to those very excellent ideas about the type of planning that you want to do, and I want to say that we have been able to tell from the plans you have been sending in to the office to us that you are already doing cooperative planning. You are doing many things. First, you are really taking advantage of the two days allowed you by the State Board of Education for in-service conferences. Most of you are doing more than ever before and I believe that the time will soon come when every school district will use two days for in-service conferences.

### **Mr. E. P. Hilton:**

Who should plan the educational program for the community? Should it be the teachers only? School administrators? Who should be involved in planning an educational program for a school, for a com-

munity, or a school district? Now, let us take that a little further. Should the pupils be involved in the type of educational program for their school? What about the farmer out there in the community? The merchant? The grocer? Should they have anything to say in planning the type educational program we have in our schools or in our community? Do they have a place in this planned program?

**Mr. Donald E. Elswick:**

Mr. Hilton, I would like to react to that. It seems to me that we are engaged in an entirely new form of mathematics when we deal with cooperative planning. I think if we had time we could prove that the old maxim of two and two always making four is no longer true. We can take the individual efforts of people, one at a time, you see, and add them together and come up with four but when you consider the collective nature of their work and the added productivity from interaction among these people, I think we are going to have to have the type of planning that you envision here; cooperative planning wherein each one stimulates the other. I'd sure include the farmer.

**Miss Stella Edwards:**

Wouldn't you have too large a group if you included all of them? How are you going to handle that?

**Mr. E. P. Hilton:**

It seems to me that the schools belong to the people and every person in a community ought to have something to say about the kind of school program that he has. I am quite sure that if you had all farmers that all the training would be in vocational agriculture. But, if you have the merchants there, they want a little business education. If you have the lawyers and the doctors, they want some professional training; so if you get all people that are involved you have a good cross section of the kind of educational program which the community ought to provide. I certainly wouldn't leave out the industry in the community. What do they want in a school program? What kind of general education; what kind of vocational training; what kind of social education do they need to be citizens of the community and workers in that plant? I think the total community is involved in the educational program and in some way, somehow, we should set up our organization so that they can be involved in determining the kind of school program they want. I think that is good educational planning.

**Miss Mary Lois Williamson:**

I would like to add to that. I agree with Mr. Hilton in the fact that we need to get everybody involved in determining our goals and our objectives in our educational program, but right along with that I think we need to be taking a look at what we are doing and have that as a basis on which we can go ahead and make our plans. I would like to put in a plug for more cooperative evaluations, seeing where we are in terms of where we want to go, so that we can better use that as the foundation of planning.

**Mr. Don C. Bale:**

When we invite all of these people and find that they are primarily interested in certain phases of the school program, how are we going to combat this pressure?

**Mr. E. P. Hilton:**

I think in most schools, it isn't true in all of them, that in a good many of our schools the framework is already there. It is a matter of adjusting the content of our course offerings, to meet the needs of the people. In too many instances we have our course content set up on the basis of a textbook rather than the needs of the community and the needs of the people. I agree that in planning we should take into consideration the framework that we already have and the adjustment that should be made within the framework. I would like to illustrate that by going to science for instance. Science is taught in the vocational courses of home economics and agriculture. Science is also taught as a subject in the schools. What planning are we doing to coordinate the teaching of science in vocational agriculture with the science in the school. You can illustrate that in many other fields, but I think that illustrates my point. There should be some coordination, some planning, some cooperative effort in the teaching of science so that it will meet the needs of those pupils whether it be for farming, home-making, or industry, or whatever profession the student may choose.

**Dr. Curtis Phipps:**

I believe you were also saying Mr. Hilton, that your cooperative planning is based on pupil needs and on community needs, and without involving the community and without involving the pupils, it will be impossible to carry on a good educational program.

**Mr. Hilton:**

You may have to add a course, but I think first before we add courses we should look at what we are already doing and what adjustments should be made in those courses to meet the needs, and if they can't be met, we should expand the course offerings to meet the needs.

**Miss Stella Edwards:**

You want to consider that the needs of some types of children are not being met at all. For instance, the gifted, you hear quite a bit of comment on that. We are not meeting the needs there as well as the physically and mentally handicapped. I think in the evaluation we should not overlook them.

**Mr. Elswick:**

I think we are saying here too, I believe Mr. Hilton may agree with me, that we have a subject matter curriculum framework and that perhaps we ought to take a look at the content of those courses and see if they need overhauling. In other words, just simply jack up the wheel and run a new car under the frame. We will have subject matter titles and subjects with us for a long time to come but we certainly would



want schools to experiment with newer types of curriculum content and new organizational patterns; but until we get to that, isn't it true that you are saying that we should bring the content of those courses up to date as one way of meeting the needs of pupils?

**Miss Combs:**

All of these things you say, I think, point up the importance of working with the total staff. Do we really want to involve the persons who are concerned? Just recently one of our regional conferences on science improvement provided experiences in which representatives from industry took part. Following these experiences, many teachers who participated went back home and worked with community industries in science programs. The industries had been there all the time but they just hadn't had the opportunity to work with the schools, and schools, perhaps, had not invited them. If we want the teachers to do these things we are talking about, we are obligated to put such experiences in the teacher training program. Just recently we had a conference and many of the participants said that they did not feel adequate in teacher-pupil planning. If they don't feel adequate in teacher-pupil planning; then it is our responsibility to work with them. It is our responsibility to help them cope with the problems in which they feel insecure.

**Miss Williamson:**

I think we are not mindful of the many resources we have to use in in-service training. Our colleges are ready to work with us. I think the workshops that many of you have been doing are excellent. But, if the teacher doesn't know how to use material, if she doesn't know how to do things, she will never do it until she gets some help. I know in this group that I was working with yesterday a number of them said that they had projects, and other kinds of material and equipment that were just getting dusty because no one knew how to use them. Now somewhere along the line we need to have some help locally. If that happens to be a problem of any teacher, certainly there should be a way of getting some help to them by having some conferences or workshops on actually how to do it. Maybe some of the teachers have the information and they could be the resource people. We have them in our colleges and hope that we in the Department of Education can also serve as resource people.

**Mr. Hilton:**

How are you going to use that group? That comes from the second question that I had. Who is going to do this planning and how are they going to plan? How are the local districts going to get them together to do this planning?

**Miss Williamson:**

I'd like to throw that to Louise.

**Miss Louise Combs:**

I think that it begins with a point of view. First, do we really

believe that the other people have a contribution to make to the improvement of the school program and if we really believe that all of us together can create a better program; then surely school administrators have the responsibility of providing the opportunity.

**Mr. Hilton:**

Can you show us some specific illustrations of how that could be done, Louise? Just how can the school administrator provide the opportunity for all teachers and lay persons to participate in planning the school program.

**Miss Combs:**

We have many examples. Now, I don't want to call names, but I know one superintendent in the audience today who, as a new superintendent, had the feeling that he could develop a better school program in that community if the people helped and he assumed the responsibility for setting up a day and invited all the teachers and asked them to bring parents and community people. A neighboring superintendent said that he had better let well enough alone but this superintendent had the courage and they sat there all day in small groups and created the goal for that total county, and the next year the school bond tax passed and somebody said that was an accident. Well, the people who believe in working together and have the faith in a community don't think it happened by accident. Unless we have a goal, we are just haphazard about what we do. On science for example, is the goal bits of science, bits in the first grade and bits in the second grade—is it bits of information—is that the goal? Or are our goals developed for the boys and girls and for the community and for the development of a scientific attitude and an attitude toward solving problems? We have to make up our minds and we can do it cooperatively.

**Mr. Elswick:**

I think what you are saying, Miss Combs, is that it may take a little longer to get the job done this way but the results will be more lasting and it will affect more people who will be more concerned about helping carry those plans out if they are arrived at cooperatively.

**Mr. Fred Martin:**

Do you think the industrial arts teacher will be interested in planning the total program, Miss Combs? Did you see me getting a little anxious over here? I was sitting here trying to react to Miss Combs' philosophy — and I like it very much. I think that you are saying simply that in the early development of this country possibly the three R's, as a curriculum, were practically all that was necessary in the way of an educational program. The teacher, the administrator, or whoever the personnel responsible for education in the school, decided what the curriculum should be. It is no longer possible for educators to pull themselves off in a little shell and prescribe the type of curriculum that's going to fit the boys and girls who are taking their place in this complex society. Industry, business, educators, and the lay public in every walk of life sitting down cooperatively and deciding what kind of a program

is going to best meet the needs of the boys and girls is the only approach to our present day problems.

**Miss Combs:**

If we believe what Dr. Martin said yesterday about participation by people in community affairs, it is important that we all work together to build a better program. If the industrial arts teacher doesn't have a contribution to make; then that industrial arts teacher is a misfit in this cooperative program that we all talk about. Almost every superintendent in Kentucky believes that all the teachers have a part in developing the whole program. On the basis of your philosophy, you wouldn't want that industrial arts teacher not to have his opportunity to help with this program.

**Mr. Martin:**

Let me react to that just briefly. I think you are saying again that maybe there has been a tendency on the part of all educators and maybe the public to a large extent to segmentize education, departmentalize, if you please. Perhaps we have gotten to the point that in education we have begun to separate ourselves in little cliques or segments and have taken a narrow viewpoint concerning certain phases of the school program. What we would like to visualize as a total program of education for all American youth is that all phases go together to make the total program and we should not say that vocational education does this, or industrial arts does this, or general education does this; whether science is more important than English, or mathematics is more important than physics, et cetera. We should not tend to glamorize or play up one phase against the other. We all need to start taking a broad viewpoint of what constitutes an over-all program of preparation for today's youth coming into this complex society. Maybe there are two phases of the thing. What should education do? Possibly education should prepare every individual in spiritual, intellectual, and social realms — give them skills and knowledge in those areas. Possibly then the main facet of all vocational education is to prepare an individual to participate in the world of work and to live in it, yet, all taken together are most essential to that individual's over-all development.

**Mr. Elswick:**

I think, Fred, we are saying that a planned educational program should develop over a period of years and not just day to day or month to month as sometimes we are forced to operate; therefore, it seems to me that this idea of a planned educational program is first of all district-wide in Kentucky. I believe, of all states, we have the best framework with which to work with local people — 216 districts when some states have six and eight thousand districts, independent types of units. Now assuming that this is true, it seems to me that it would be the cooperative approach for everyone to attempt to come to a concensus of what is a good program for a district — meaning by that, that it would serve as a basis for your school building program. What is it that we want to provide in the way of a school program for our people? Now, if our

philosophy is back of that, if our objectives are back of that — then we can set up a program designed for each individual child.

**Mr. Bale:**

Thank you so much panel members. You have done a wonderful job in sharing your ideas on this most important subject. You have pointed out the importance of a planned program. You have suggested that the two days of in-service can be used to a great advantage as a means of bringing about improvement in the quality of the instructional program. The question is — after you have had the two days in-service training, do you follow up? Do you practice the things you talk about or do you have an in-service conference on science and forget about it. This type of planning will not get the job done. You have said that some districts are extending their school term and certainly when the school term is extended, there is reason to believe that the instructional program can be improved. It is very significant and has been pointed out by the panel members and by the reports that we should not always think that it is the other fellow who causes our problems. It has also been said that we have the framework in our curriculum to get the job done. It may not be the question of adding a subject here and there. It may mean taking the same program of studies and adjusting it to the community's and to the pupil's needs. Miss Combs made a very significant statement when she said that every person affected should be in on and have a part in making a decision. We should ask ourselves often when we are getting ready to make a decision — How will this affect other people? Thank you so much panel members and thank you people for your attention.

## GENERAL SESSION

### Clearing the Way for Improvement of Instruction Through Effective Administrative Practices

Moderated by

Ted C. Gilbert, Head

Bureau of Administration and Finance

We could have our feelings hurt this afternoon by having lost a considerable number of our colleagues at this meeting. Most of us have developed rather tough hides and we are accustomed to that. This afternoon at this general session we are devoting our time to the general theme of clearing the way for improvement of instruction through effective administrative practices.

I don't know of any superintendent, principal, or supervisor who really cuts the lines of demarkation in his or her professional responsibilities to closely divide what really is truly administrative and what is instructional or what is supervisory in nature in public education. For those of us in professional education, we have learned that we must be jacks of all trades and genuinely concerned above all about the instructional program of children. I dare say that we have forgotten about our true responsibilities in the field of administration in public education if our aims and objectives fail to lead us to facilitate better instruction in our public schools. We, in administration, can easily be a block or a hindrance to a good instructional program. Unfortunately, there are many instances where administrative practices sometimes, possibly in the area of school organization, actually hinder the instructional program which we are dedicated to follow in our work. Recently throughout the nation we have had a movement toward consolidation, bringing children into centers where they can be better taught, and that movement certainly has brought about many administrative problems and even new practices in many areas. We have been encouraged recently in finding that some of our smaller school districts have found it advantageous for the children they are serving to move them into larger school centers to facilitate a better instructional program. I think that we found from the American School Administrators report that in the nation there are 59,000 school districts. I believe Mr. Elswick pointed out this morning that some states have four, five and six thousand school districts. Of those 59,000-52,000 should be eliminated in order to provide efficiency in educational administration. It is something for all of us to think about. Are we really organized and geared in a manner that will facilitate better instructional services for our children? We have had a parade of outstanding colleagues and speakers. We are going to try to bring to you this afternoon some actual administrative practices and some things that we feel lend themselves to improving and facilitating the instructional program even though they are involved in what we call the area of administration. We want to take the first part of our program and go into the internal accounting system because we feel that it has

a direct connection with the instructional program of the public school system. We will ask Mr. Roschi to take charge of this part of the program and talk to us about what some of us call the internal or activity accounting system of our schools in Kentucky.

**Mr. Roschi:**

Mr. Gilbert, ladies and gentlemen: as Mr. Gilbert pointed out to you a moment ago, activity accounting or internal accounting as we would refer to it briefly this afternoon has been increasingly complex in the last eight to ten years in the various school districts of the state. We are so gratified to have the opportunity to talk to you briefly today because we realize that many principals will be attending these meetings, and after all the principal is the backbone of a good internal accounting system. You may wonder what the Department of Education has done the past few years about internal accounting. It is not something that has come about in the last few years. As far back as 1949 the staff of the Division of Finance in the Department of Education saw the problem and saw that it was becoming increasingly difficult to handle and they approached the attorney general at that time with certain questions concerning the authority of boards of education to control the accounting system. I would like to discuss briefly the legal aspects of internal accounting, the role of the Department of Education, and then have one of our superintendents talk about how one of our school districts handles the internal accounting problem.

The first question that was asked the attorney general back in 1949 was one that seemed to be causing the trouble at that time because no one seemed to know where the primary responsibility of the accounts rested. This question was: "Do the School Laws of the State of Kentucky give the board of education any authority to control the expenditure of the funds collected by the various student organizations connected with the individual schools?" The answer: "With regard to this question, it is our opinion that the board of education has full authority to control in every way expenditures of funds collected by the various students' organizations connected with the schools." As you can see, the attorney general ruled that the board of education had the authority to control the internal accounts in the various schools in their district. The second question asked the attorney general was: "Do boards of education granted this control by the statutes have the authority to delegate to the principal of the school by the adoption of certain regulations adopted by the board of education?" The answer: "It seems to be proper for this authority to be delegated to the principals of the schools involved in accordance with regulations adopted by the board." It is our opinion that the board may properly designate the principal or some other person, if necessary, to receive and distribute such monies as may come from the various sources to these accounts.

All boards of education should adopt policies concerning the handling of these accounts. If a local board of education fails to adopt a policy concerning these accounts and the principal of the school over-obligates the funds of any other accounts, then the responsibility for mismanagement rests with the board of education.

As a result of the attorney general's opinion, the State Board of Education adopted a regulation concerning internal accounting. All superintendents in the state have been sent copies of this regulation and also forms for filing an annual financial report with the board of education for the various internal accounts. In this regulation, two requirements were made: (1) the Treasurer of the internal account shall be bonded and (2) the board of education shall have an audit annually of these accounts. It was also stated in this regulation that whenever personnel became available, the field auditors of the Division of Finance would audit these accounts. Since our staff has been increased, it has been our policy to audit one internal account in each of the school districts when the regular financial audit is made.

The problem of activity is extremely important, and you as principals can be a great help to the local boards of education by doing everything in your power to see that these accounts are handled in the proper way.

We are asking Mr. J. W. Gregory, Superintendent of Lancaster Independent Schools, to discuss his internal accounting system with you at this time.

**Mr. Gregory:**

My fellow Kentucky Educators, it prides me to be on the program this afternoon. I don't know that I have too much for you. Mr. Roschi has made you think that I had something to tell you — that remains to be seen. You have before you some forms for the purpose of instruction. Please don't look at them now. Some of them are copyrighted forms and we only copied them for the purpose of telling you all about them. I assure you that we will be using these forms again and if there are any representatives of this company here, I just didn't have time on contact them. I want to get that over because it is a very important point. I do not recommend the use of these forms that I am presenting to you to the exclusion of the State Department of Education Forms. On the other hand, when I finish speaking to you this afternoon, I hope you will be stimulated to the extent that you will go and use the State Department Forms for your internal accounting system. Because, believe you my brother superintendents, from all that has been happening in the newspapers, we are in a dangerous spot — and can be accused of misappropriating funds and doing things which we should not have been doing.

Now, I would like to say that these forms you have before you and this internal accounting system which has been described was set up in a thesis by a former superintendent of the Lancaster Schools. He used this accounting system in the Lancaster Schools when he was there and I claim no originality in connection with any part of it — I have just been using a good system which has been handed down. We know that it is a good one because it really works. To get to the actual performance of this system, we have two persons in each school who are bonded to handle the funds in addition to a bonded treasurer. The two people mentioned may include the superintendent, a secretary, the principal or teachers designated for that purpose. In the Lancaster High School, we have two periods in each day which are set aside to receive funds of all kinds.

These periods are the activity period from 8:00 to 8:40 and the period when school is out at 2:30 until 4:00.

Now you may turn to this first Form No. 1. These are designated just to carry you through the process. When any activity, any club, any class, any particular group or any particular individual brings money to the office to a receiving clerk, she writes a receipt. That is Form No. 1 on your paper. This receipt is made in duplicate. The office keeps one from which to carry the amount to ledgers. And the person bringing in the money is given a receipt for the money. That is a very important point. Because the person bringing money into the office should always be given a receipt. Don't take money and put it in your pocket and forget about it. That is what causes trouble. Then you see Form No. 2 is over on the next page. It is just the same as a ledger sheet. You can buy these forms, don't mimeograph them, people have them for sale. This is just a ledger form showing a description of the receipt or the expenditure and the balance it leaves on that particular account on that particular day. This is a simple operation and there is nothing very complicated about it. This system may be used in a small high school or in a large one.

Now Form No. 3. After you have received the money, after you have made note of that on the ledger, then comes the process when somebody wants to draw out some money. What do you do in that case? The person called the sponsor makes out this voucher. The voucher number is the same number as the check that will be written and placed there by the clerk. In account with, means the individual who is going to receive the money. The activity is the fund out of which that money will come. The date, the amount to be spent, and the description of what the money is going to be spent for is signed in addition to the sponsor by the superintendent or principal according to the size of the school. After the voucher has been properly signed by all the people who guarantee that this is a legitimate transaction, you can either give them cash out of the box or issue a check.

Turn to Form No. 5. This is a fictitious balance sheet. This is a list of activities which any one school might have. This is a daily balance sheet. The clerk at the end of the day has recorded from the receipt book—you have one copy left in it if you remember—recording from that receipt book to the ledger—the clerk has done that—there is a balance on the ledger for that day. Each account has a balance. This row of figures which you will have out here to the right will show the balance on each of those accounts for that day. You add them and you have a place for the total. Then you have a bank balance and cash on hand and you add those two and the total of that should be the same as the total up here. You get your bank balance from your check book stub and you know how much cash you have in the bank and in the box. It is very easy to figure that you have done all the transactions during the day correctly or you have not done them correctly. I have seen some clerks waste two hours, three hours, and come back the next day and work all day to try and find a penny—a penny is hard to find. Using this method, you can find a dollar or ten dollars, without any difficulty whatsoever.



The only other form which I have presented for your inspection is Form No. 6. You may use this form or any other form that you may like. This is the year-end balance. In other words, you have a column for your activities and you have an old balance. This old balance is the balance brought forward from previous years. You put down the receipts that have been received during the year for that account and then those expenses for that account and you have a new balance which that account will have at the end of the year and also be the beginning of next year. This is a very simplified system. It doesn't require too much imagination to use but it is just as effective as if you had fifteen or twenty very complicated books. We use several of the state-required forms in connection with this. One of them is known as the purchase request form. That is a very nice handy form to use in any school. These State Department Forms are comparable to these and go parallel with them. The only reason we are using these and are not using the new form placed in our hands by the State Department, is the fact that we have these. We have been using them for years and have everything all geared up and so we continue to use them.

Now at the end of the year we have the books audited, and according to suggestions given to us by the State Department, we have two faculty members who have no connection with the operation of the accounting system, make this audit. This year the teacher of commercial subjects and another teacher made the audit. They made their recommendations in a letter just as your state auditor does; say what's wrong if anything, or make recommendations. Each principal or superintendent receives a copy of that—the board receives a copy. We follow the same procedure as your auditor.

That briefly, is how we operate an internal accounting system in the Lancaster School District. Let me review it, please, just for emphasis. We have two schools—we have the treasurer of each bonded. We have two people in each school bonded who handle the funds. These are the forms which are used. There is a daily balance and if there is anything out of line on any one account for any one day, that must be found before we continue activities on that book the next day. Then at the end of the year we make up a balance sheet and we also have the accounting system audited. This has proved very successful. Now what benefits can be derived from this type of accounting system? Well I think one of the greatest things that we can teach in school is citizenship and out of that citizenship should very definitely come a term known as responsibility. Each class, each club, each organization, has a treasurer and it is the duty of this treasurer to bring the money to this accounting system for deposit. It is just a branch bank with our school. In other words, they can bring in the deposit to the girl who has charge of it and deposit the money in the bank. They keep an account, along with the regular bookkeeper and should know at all times how much they have in their account. They decide what they will spend their money on and what they will do with it. It is very important that we teach responsibility in school. We feel that this internal accounting system is teaching responsibility.

I don't know whether or not you have tried to speak against time. It is a problem if you haven't rehearsed your talk too well and you don't

know how the time is coming out. I have tried to picture it to you by giving you these forms and I think it is clearer and much easier by this method. It has been a very nice opportunity which I have had to explain our internal accounting system. I really appreciate your very fine attention. Thank you so much!

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## PANEL DISCUSSION

### Mr. Gilbert:

I am sorry that it was not possible for Mr. C. E. Bevins who is the Director of the School Lunch Program to be present. But, I believe the experiences that some of you have had with the Division of School Lunch have convinced you that this Division by actual practices is concerned with the instructional aspects of the school lunch program. This past summer and summers in the past they have devoted a great deal of time to working with your lunch room personnel in the local school districts trying to do those things that would enhance the school lunch program and make it not only a service but a good educational experience for the boys and girls throughout the State. We have some very capable people who are working in the supervisory capacity in this Division. They are ready, willing, and able to render service to you when you ask for it. Many of them will be visiting you from time to time if they have not already visited your particular school. Right now we have approximately 1,400 separate school lunch programs operating throughout the Commonwealth of Kentucky. There is a great deal of money and a great deal of time devoted to the services that can be rendered by this program. We believe the program for the coming year and the present year that we are already in will be as good or better than it has been in the past. We are sorry that Mr. Bevins is unable to be here. The other members of the panel who are seated here beside me are: Mr. Roschi, Mr. Ishmael Triplett, Mr. Roy G. Smith, Mr. John L. Vickers, Mr. J. C. Powell, and

### Mr. J. B. Williams.

We will start with J. C. Powell — Now, J. C., just where do you think the services of the Division of Records and Reports can make a contribution to the instructional program that we are offering the boys and girls of the Commonwealth of Kentucky? Where are you concerned with the instructional aspects of our public school program?

### J. C. Powell:

I think our major concern is in the area of reporting attendance. That seems to be the point where we can contribute to the improvement of the quality of instruction by helping teachers, principals, and directors of pupil personnel to accomplish their job of completing accurate, concise records in the least amount of time leaving the teachers more time to spend on the instructional program. I feel that to do this, the principal can assume the major role. In perhaps two or three ways, they can work with all teachers to make sure that teachers read the instructions that are in the Teachers Register; that they understand those instructions; and that they heed those instructions. You are going to have new teachers on your faculties who, while they are acquainted with the Register from college courses, they have not actually performed the job of maintaining a register daily. These teachers will need the special help of the principal. Perhaps it might be wise to assign to help them an older teacher who is

able to keep an accurate register. I think the principal can check with teachers from time to time to see if any unusual things have arisen in connection with keeping the Register. The principal can check further to see that the teachers are keeping the Registers from day to day which, after all, is the simplest way to keep them; and, finally principals can check at the end of each school month to see that the Register balances and that the reports made to the principal are a correct reflection on the data in the Register.

**Mr. Gilbert:**

Thank you J. C. Now, let me ask you this one question. We have been auditing, last year and this past summer, all of the attendance records in the school districts of the State. Would you just take a moment here and point out some of the common errors that seem to still "hold sway" or just plain, common errors that can be eliminated very easily.

**Mr. Powell:**

I think one error that the auditors find is the practice of keeping the Register in pencil or ball point pen. The instructions clearly state that the Register should be kept in ink or indelible pencil. The second error that has been common in the past has been the one of misunderstanding, or the lack of conception perhaps, of the school month. In the Register which you have received for use next year, you have found a change in that the school month is presented for recording attendance as an unbroken period of twenty days. Formerly in the Register the school month was divided into five day weeks which left some confusion with the teachers in that they related the five day week in the Register to the five day calendar week. Now we have, we think, a process which will more clearly relate the recording of attendance to the twenty-day school-month and perhaps the change in the Register will help a lot in that respect. I think the most serious error that we have encountered is the one where it is clear that the teacher has not kept the Register up-to-date. This teacher has put it aside for a few days, recorded attendance on an old scrap of notebook paper and then gone back at the end of the week and put in the absence marks where they belong. You know, and I know, of course, that this is a very impractical way to keep as important and fundamental document as the Teacher's Register.

**Question:**

Could you define just a little further this school month? Is it twenty days for which teachers are paid and not necessarily just twenty days of pupil attendance?

**Mr. Powell:**

That is correct. The school calendar is set up for 180 days, including days taught, legal holidays, in-service days, et cetera. Those 180 days are divided into nine twenty-day school months. Each school month, a period of twenty days, is represented by a page in the Teacher's Register. Those twenty days are days which school is in session or days which school is not in session by reason of inclement weather, flood, epidemic, or what have you — when the day school is not in session is not a part of the

adopted school calendar—that day is simply omitted. No reference is made to it whatsoever.

**Mr. Gilbert:**

I believe we have several revisions in the Teacher's Register. Could you point out some of the other changes? I know one you have, I believe—the instructions in the front of the book.

**Mr. Powell:**

Well, I think the example which is contained in the front of the book has been so conceived as to include many of the different things that the teacher can do wrong. I would suggest that teachers pay close attention to this example because it contains situations often referred to such as a day which is entirely omitted from the school month. It contains all of the occurrences that you would expect to happen. I think you will find that the instructions are more explicit. The instructions are placed in the portion of the book to which they refer. For example, when you make out the monthly report, the instruction for that precedes the report blank. I think the instructions are definitely clearer.

**Mr. Gilbert:**

Thank you, J. C. Now, we have the Division of Free Textbooks which certainly is closely related to the instructional program. Mr. Triplett has worked with that Division for some time and I am sure he has some things that will be helpful to us this afternoon regarding the free text program. Mr. Triplett, just how effective do you consider the textbook to be today as an aid to the program of instruction? Is it still a part of our program of instruction in Kentucky?

**Mr. Triplett:**

Instructional materials constitute one of the major basic factors for an effective program of education. If we accept the definition of education as a never-ending growth and development of the individual, the textbook, perhaps, is "number one" on the list of instructional materials. The textbook for many teachers, in fact too many, is actually the course of study, the teacher's guide, and the manual of methods.

**Mr. Gilbert:**

Thank you, Mr. Triplett. He deals in philosophy, too. These textbooks that are made available to the boys and girls of Kentucky—how are they selected? Will you go into that as briefly as possible? Some may not understand.

**Mr. Triplett:**

Textbooks are approved for a State multiple list of books. The books on the multiple list shall not exceed ten for any subject in a grade. This list is mailed to each school district and the superintendent of schools is responsible for the selection and the board of education adopts the books upon the recommendation of the superintendent.

**Mr. Gilbert:**

Are the subjects for the first eight grades listed by the State Board of Education, Mr. Triplett?

**Mr. Triplett:**

No, they are not. The State Textbook Commission lists the subjects in the elementary grades — grades one through eight, which includes the junior high school grades. The subjects are designated by the State Board of Education as required subjects and optional subjects. There are something like 114 different subjects in the elementary field. About sixty of them are listed as the required subjects. The others are optional subjects. Under State Board Regulations, we must purchase books for required subjects first. If funds are available after the textbooks have been purchased for the required subjects, additional books will be purchased for the optional subjects.

**Mr. Gilbert:**

Talking about money—how are you getting along on money? Are you able to provide all these text books?

**Mr. Triplett:**

Last April we were 700,000 copies short.

**Mr. Gilbert:**

You were 700,000 copies short? That means all the first eight grades, doesn't it? Short of supplying what you should under the law, is that correct?

**Mr. Triplett:**

Let's put it this way. Of the 485,000 children in Kentucky, if the State could furnish each child a set of books — a complete set — the cost would be about eight million dollars. Assume that a book should last four years, we would need about two million dollars a year to purchase the books that are needed by these pupils. We have an annual appropriation of approximately one million dollars.

**Mr. Gilbert:**

What has happened to cause this shortage in books and money?

**Mr. Triplett:**

Since 1948 the Legislature has more than doubled the appropriation, but at the same time, the price of the books has advanced more than 180%.

**Mr. Gilbert:**

I believe that an increase in the appropriation for free textbooks is a part of the Kentucky Education Association, Kentucky School Administrators, and Kentucky School Boards Association legislative program. About what amount will that increase have to be?

**Mr. Triplett:**

I understand that Dr. Martin is asking for an increase of \$800,000 per annum.

**Mr. Gilbert:**

\$800,000? Will that put us in clover or where will we be?

**Mr. Triplett:**

Unless the price of books goes up again in the next two or three years, we will be able to correct some of our free textbook shortages.

**Mr. Gilbert:**

I believe you see from what Mr. Triplett says that certainly in a great many of our schools the small appropriation for free textbooks has been related directly to our instructional program. The free text program can better serve the boys and girls who use these texts, and it is going to be most essential in the next legislature that we do something about the appropriation for free textbooks.

**Mr. Triplett:**

I'd like to make this statement in connection with that. For the last two or three months, we had to make drastic reductions in some of your requisitions, which we don't like to do. The State has invested approximately \$400,000 in arithmetic, health books, and general science books that have been in use for only one or two years. If you had, say one hundred children and forty science books that had only one and two years use, we could only allow you the difference between the enrollment and the number of usable books. This has created some undesirable situations. We subtract the number of usable books from enrollment to get the number of books that we can purchase for you.

**Mr. Gilbert:**

Mr. Triplett, we have some people here today that I am sure have been involved in the matter of having this problem of the children losing books. Occasionally, I know you have talked about the importance of eliminating the irresponsibility on the part of children using books. What happens if school district A over here turns back, we'll say forty dollars, to your Division where they have collected it from children who have lost books or damaged books? What happens to this money?

**Mr. Triplett:**

Last year we had a little better than \$6,000 turned in for book sales and damages. That money goes into the general fund of the State. It is lost to the Free Textbook Division; however, before we allocate the money to the school districts, we take out the \$6,000 or whatever was collected, and when we allocate the money to the districts we add the money collected to their textbook funds.

**Mr. Gilbert:**

In other words the irresponsible child is measuring up to his responsibility and providing the books that he himself lost and would probably deprive other children of using.

**Question from the floor:**

Where a district takes care of its books very carefully and funds accumulate, are they added?

**Mr. Triplett:**

That poses a right serious problem. Last year we carried over something like \$170,000. Some districts wanted to keep the money to use for

the ensuing school year. The demand is great. Some time ago we asked the budget commission for more money. The money carried over militates against us for increased textbook appropriations.

**Mr. Gilbert:**

Let us move along here in the Bureau of Administration and Finance. We have a Division that has been relocated, physically speaking, the Division of Property Utilization. Some of you do not come to Frankfort frequently and may not possibly know the fact that the Division of Property Utilization has been moved to a new warehouse on the Kentucky River, the old Kentucky River Mills, I believe that is Wilkinson Street, which is very accessible to persons who come to visit the office building. Mr. Williams, didn't you handle last year, somewhere in the neighborhood of four million dollars worth of surplus properties serving from your division other educational agencies? Do you believe this makes a contribution to the instructional program in the local school district? How do you justify the fact that you are making a contribution?

**Mr. Williams:**

The four million dollars that you stated is approximately right, within a million dollars. Actually it was four and one-half million in personal property and five-hundred thousand in real estate. Now, it is rather difficult for me to say to what extent the surplus property has implemented or aided the instructional program in schools in Kentucky when a great deal of our property does go to the maintenance side of our school plan and operation. However, we have experienced a considerable amount of property going to the various commercial departments, industrial arts, vocational education departments, and in some cases, libraries. We are realizing more and more that our school systems are not availing themselves of the opportunity of getting property that is quite usable in the science program. Now it is true that institutions like the University of Kentucky or the University of Louisville or some of the larger institutions and larger school systems are coming in and getting properties that may be utilized, and they are utilizing them in the instructional program. It is the smaller schools that are quite some distance from our warehouses that are not sharing as they should and we are attempting to do something about that. I am convinced however that superintendents cannot, with the many jobs that they have, do the job of handling surplus property, and let me get one thing clear here — I use surplus property and I hear quite often war surplus, now we have tried to change the name of this thing and rightfully so — we have changed it to Property Utilization. It is property that is surplus to somebody's needs. Now it may be the government — certainly it might be part of the surplus of the Department of Defense, but a great deal of our property does not come from the Department of Defense. Therefore, we want to get clearly in mind that it is **utilization** we are after. Since we have property on which the handling cost is low, it's a bargain. When we take more than we need, probably that will mean somebody else will not get as much as they need. We want to put into use this property, because starting out in the very beginning, it was property that was to be used for instructional purposes. And if that answers your question —



**Mr. Gilbert:**

You mean by that now, that persons engaged primarily in the instructional aspects of our educational program? Is it possible for them to come to your warehouses on Wilkinson Street and look at the things that are available? Is that possible?

**Mr. Williams:**

Sure. Of course, before they can take any property out they must have authorization from their administrative office, which is the superintendent, for us to charge that property out to them. After all the property that we issue from our warehouse is for use, and as long as it is being used properly there are no questions asked. We want to know, though, that the Board and the superintendent have given authority to that individual to come in there and get the property. It can be handled in two different ways. First, an authorization from the superintendent permitting this individual on a particular day to acquire property at our warehouse. Another is that we will issue to that individual or any individual that the superintendent so designates to receive property a credit card or identification card.

**Mr. Gilbert:**

Let me ask you this. You were talking about "charge"—how do you arrive at how much you are going to charge for this or that item?

**Mr. Williams:**

Let me say, of course, that under Public Law 152 which makes federal surplus property available to institutions, speaking of schools here, that there is no appropriation whatsoever from the federal government, nor is there an appropriation in the State government to handle surplus properties. Now then, the only way that we can survive is to have a handling or a service charge for these properties. We arrive at that service charge by the distance we had to transport the property, the value of the property, and the condition of the property. Over the entire category of all types of property, we have found that a handling cost is around ten per cent of fair value. That means that it varies quite a little among particular items. Some item that may have an acquisition cost of \$5,000 would only have a fair value of \$100. To them, this would be a \$10 item. Something like that that we hauled quite some distance, we must get our hauling fee back from it which is usually around \$10 or \$15.

**Mr. Gilbert:**

Actually, you just charge what it costs you to handle the property that comes to your Division. Once you come out there and buy some of that, secure or acquire some of the property — just what legal obligation does the local school district assume?

**Mr. Williams:**

When the property is picked up by an authorized representative of the board, they sign, and should be signed by that particular individual and the knowledge of that is purely an agreement between the board of education and our Division or the Department of Education of the State

Government. Now, the thing we want to keep clear here is that as long as that property is used for either instructional purposes or for maintenance purposes by a school system, the property is yours. Now, once you do not use it or you are through with it, you must receive permission to dispose of that property from the Division.

**Mr. Gilbert:**

You mean a man buys a truck down there and he can't trade it in on a new truck?

**Mr. Williams:**

No, he cannot. Only with the permission of the Division.

**Mr. Gilbert:**

What could happen there?

**Mr. Williams:**

Well, there are two or three reasons why a person wants to get rid of a car or a truck. First, they have no further need of it. Second, it may be uneconomical to repair it. Now, then in the first case, if it is that you have no need of it, there may be another district that does have a need for it. In that case we would take that piece of equipment back in and reissue it to another district.

**Mr. Gilbert:**

Let me ask this while we are on that. A superintendent comes down there and secures from your Division a truck and he doesn't use the truck all the time and a neighbor farmer comes by and wants to haul some stock in the truck. Can you do that?

**Mr. Williams:**

No, you cannot lend, lease, sell, or otherwise dispose of the property that we issue. It is for the sole use of that institution or that school system.

**Mr. Gilbert:**

That is an area I think we want to be very careful about because we can very easily get our surplus property involved in stories that certainly would not be helpful to public education.

**Mr. Williams:**

Mr. Gilbert, before we get off the subject, there is one thing that I would like to say. Since we are located in Frankfort we are attempting, together with the fine committee that was appointed by Dr. Martin to work with us, to locate warehouses closer to you. We have been too long in getting it done, but you might expect within the next year to have a warehouse at least one hundred miles closer to you.

**Mr. Gilbert:**

The expansion of service is actually then in the process. My understanding is that the Division frequently or occasionally deals in real estate. You said that you handled over \$500,000 worth of real estate. Could that be connected in any way with instruction?

**Mr. Williams:**

Yes, it can. We have two types of real estate. That is the land transfer or what we call on-site transfers. Then, we have off-site transfers — buildings to be moved from a particular location for classrooms, lunch-rooms, band rooms, and activities meeting places. We have at the present time located at Fort Knox, Kentucky, some very fine buildings that can be removed. They are wood structures, and Mr. Thompson, of our Division is going down there Thursday to meet with some people to see about making these buildings available for some of the districts as far out as one hundred miles.

**Mr. Gilbert:**

Thank you, J. B. I believe we have provided a little information this afternoon to help some people who are not familiar with your particular operation. I am sure many of us are looking forward to using the services.

**Mr. Gilbert:**

Let's move over here to John Vickers and talk about transportation and its relation to instruction. Where do you figure, Mr. Vickers, that the principal and teachers are involved in the area of instruction in pupil transportation? How are they involved?

**Mr. Vickers:**

Ted, I would like for us to view for just a minute the magnitude of this program. In the 216 school districts there are 170 operating transportation programs. Out of those 170 the number transported per district ranges from 5 pupils to 26,000. Perhaps you might in one guess point out where the 26,000 would be. That, of course, is here in Jefferson County. The program does vary a great deal. Now then, getting to the point of what the principal and teachers and other personnel might perform in this program — Pupil transportation in the United States is considered to be the largest transportation program in the world. We will be transporting some 300,000 pupils, I suppose, in about two weeks from now. There will be some 300,000 who will be riding the bus each morning and afternoon. The number transported has increased about 15,000 each year. I don't know where the end will be unless it stops when we are transporting all of the children. We are now transporting some 62% of those who live in the county school districts of the State. We have felt for a long time that this program is pretty much designed and controlled by the school superintendent; however, a great deal of help should come from the principal and teachers under his supervision. The superintendent cannot do this job as it should be done so as to give to the pupils the educational advantages they deserve. The principal should have the cooperation of the teachers under his supervision and the superintendent should expect the same from all of those under his direction. I find that too many times the teacher has brushed aside any responsibility she might have in connection with the transportation program. Actually she is in a position perhaps where she can do more to help the children to be good riders than anyone else. The principal should assist the program by helping in the planning of routes and directing the pupils who ride the bus to know how to conduct themselves while riding. Moreover he should

help with the schedule and all those things that pertain to a desirable transportation program.

**Mr. Gilbert:**

Would you say that a desirable pupil transportation program should reflect itself in the instructional program of the school? In other words, how could the operational condition in a pupil transportation system affect their instruction.

**Mr. Vickers:**

You realize that transportation is closely tied in with the finances, and is an integral part of the total program of education. A desirable program of transportation should very definitely reflect itself in the instructional program of the school. It is true transportation is primarily a service to the pupils, however, the profession neglects one of its responsibilities if it does not use the transportation program as a teaching device. Many desirable learning situations are presented when transporting pupils to and from school. The development of desirable health and safety practices should be encouraged. The school bus presents an ideal situation in developing the child socially. A program of transportation that has not been carefully planned and operated may become very expensive, thus jeopardizing the program of instruction.

**Mr. Gilbert:**

John, could you tell us briefly about the change in the formula under the Foundation Program? What are we doing about it?

**Mr. Vickers:**

When the Foundation Program was being written people across the State attempted to develop the best program possible for Kentucky. Of course, this work was new to us then, so before we could walk, we had to crawl. We did study several pupil transportation formulas so as to aid us in developing a formula for our State. We know that any State cannot afford to give any district the full cost of the program because in one place it would run extremely high and in another it would be very economical in its operation. So, we did have to devise some method of distributing transportation aid to the local districts. We did that and have found in the short time that it has been in operation it has not been adequate. We have much to do in improving our transportation program. During the last meeting of the last legislature, it was stated then that possibly something would be done to improve the formula over the one that is now being used. A committee was appointed, and during the past year it has been working toward developing a better transportation formula than the one that we are now using. We have found by experience that there is certainly a close relationship between density of pupils transported and the cost.

**Mr. Gilbert:**

What do you mean by density of pupils transported?

**Mr. Vickers:**

You take the square miles of the district and divide this figure into the number of pupils being transported to determine the density which is

the number of pupils transported per square mile. The density could be calculated on linear miles traveled. Of course we do not know what will happen because we will have to receive approval of the legislature, but we have devised a formula about which I cannot go into detail now, and we believe it is based on sounder principles than the one we are now using. We believe those districts which operate more efficient and economical programs will work better under the proposed program than they can under the present one. Those districts we believe are less efficient will find it necessary to bring their programs in line with those who are operating more efficient ones.

**Mr. Gilbert:**

Thank you, John. I believe you have had comment on this program which has been studied by Dr. Johns and Dr. Morphet. What were their reactions to the work of the committee and to the new formula?

**Mr. Vickers:**

We did have Dr. Johns of the University of Florida to visit with us and to act as a consultant in developing a formula. Perhaps Dr. Johns has had more experience in school finance or more specifically transportation finance, than any other individual in the country. He was very high in his praise of the formula that we have been working on, and he believes that it certainly will be a big improvement over the one that we are now using. Maybe from year to year we can correct the defects in the formula until Kentucky will conceivably have one of the best transportation programs in the country. Dr. Morphet has seen the results of the formula also and said he thought it was a very definite improvement over the one that we have been using for the last two or three years.

**Mr. Gilbert:**

So, I believe that we can reasonably expect some improvement in the administrative practices in the area of our pupil transportation system. We want to move now to a Division that pretty well covers the State. It is very difficult to find Mr. Roy G. Smith, Director of the Division of Buildings and Grounds, and his two engineers in the office at the same time. They move around over the State and when you step back into the Division office you will find boards of education, a superintendent, and occasionally a principal, going over a blueprint. Just where does this relate itself, Mr. Smith, to the instructional program?

**Mr. Smith:**

I believe that all of you will agree that you can't have school in just any old building. Sometimes there have been minor differences of opinion between some members of the Department staff and superintendents, but I think most of them have been worked out. It is our belief, and I believe that the superintendents agree that a school room should have certain definite characteristics for an effective program of instruction to go on in the class room. One of our principal objectives is to try to insure that each individual set of plans for a school building that comes to our office will accomplish the desired results that the district wants. We are not sure at all that the local districts are spending as much time on their

plans prior to submitting their educational specifications to the architect as they should. I mean by that, and I have said this before many times, I don't think that school buildings should be ordered out of the catalog. I believe the educational program that is to be carried on in a building should be the first step. When that has been pretty definitely set through the consultations and meetings that have been carried on within the school, possibly involving the citizens of the community and most certainly involving the board of education and the superintendent and principals, when that definite plan for the instructional program has been developed, then it is ready to go to the architect. Otherwise, he may come up with the same kind of building that he has built for some other district which is several counties or cities removed from you. We are trying to uphold standards of space and of location and standards of construction that will result in buildings that will serve Kentucky for a good many years to come. No district in Kentucky has money to waste. That is just one of the reasons that we must be sure that the building will meet the needs of the district for a number of years. I think that we in some small measure have had success in that. We don't say that we are perfect by any means.

**Mr. Gilbert:**

Do you find a trend in the work of your Division toward more involvement of instructional personnel in schoolhouse construction?

**Mr. Smith:**

Mr. Gilbert, I don't believe I can make that statement now. We know this — they are definitely involving a lot of people that should be involved in the plans for a building. But, I wouldn't say that there is a marked trend at this time. We are hoping for it.

**Mr. Gilbert:**

In the future we are hoping to add to the services of your particular Division, the services of a supervisor of school maintenance and operation. What do you anticipate in that particular service that will possibly be related to the area of instruction?

**Mr. Smith:**

Very definitely it is my thought and that of the members of my staff that a child learns from his environment. If his environment in school is a poorly kept building, poorly built and poorly maintained, he isn't going to get the picture of school that we think he should have. That is why we are adding to the services of the Division of Buildings and Grounds this service in connection with maintenance. I don't believe there are very many custodians or janitors that operate under their own power. I have had a little experience with them and their minds often run more to quitting time and pay checks than to proper building care. Unless the superintendent and the principal of the building have embarked upon a pretty intensive program of training the maintenance of the building has often left a lot to be desired. We feel that one of the definite responsibilities of the principal is housekeeping in his building whether he carries out the responsibility or delegates it to somebody else. Without that, the

chances are that the housekeeping is not going to be too good. That is going to have a bad effect on the children; it is going to result in bad public relations with the adults who visit the school. It is going to increase fire hazards and get you into trouble with the fire marshal. We want you to look forward to this program, and we want to bring it to you as rapidly as we possibly can. In that area we are hoping to set up workshops for custodial personnel and probably for principals in order to help them do a better job in the supervision of their custodial personnel.

**Mr. Gilbert:**

In the area of the principal, we know that we have a great many districts and we hope that there are more and more that will be adding from time to time new equipment. Could you touch briefly there on the role of the principal and teachers in relation to the purchase of instructional equipment. Where do you figure he comes in on that?

**Mr. Smith:**

I am very definitely of the opinion, Mr. Gilbert, that the instructional materials, the ideas, I mean for the materials that are going to be used in instruction should begin with the teacher. Of course the case may be that it is possible for system-wide programs as for instance installing a program of visual education originating at the top, but it is my opinion that teachers are not going to use things that are handed down to them. In other words, if it is their own idea, if it has been developed from something that they have learned in school or something that they have seen, something that they read about and that they ask for and actually solicit the placing of that equipment in their school — then you are very well sure that it is going to be used. A system of requisitions or some means should be used to obtain equipment and supplies. I believe you ought to start with the classroom teacher and come to the principal and then go to the purchasing agent, rather than coming from the other direction.

**Mr. Gilbert:**

Thank you, I agree with you wholeheartedly, and I want to add to this somewhere that we do have a great many new school buildings that are being opened from time to time throughout the State and you touched on a subject there of just real simple cleanliness being a contributing factor to good educational practices. I hope that the day will come when we shall have more adequate custodial services and certainly maintenance services that will make it possible for us to keep these buildings as we get them, the new ones, and also in the restoration of old ones, in a state of repair and cleanliness that will be conducive certainly to good educational experiences.

We have attempted this afternoon to contribute something to this meeting that was loaded with instructional ideas and we are grateful for the fact that we have reached the stage possibly where instruction is the main emphasis in the program of education in Kentucky. You are adjourned.

**APPENDIX**

**Copy of Program**

**SECOND ANNUAL CONFERENCE  
ADVANCING EDUCATION IN KENTUCKY**

Conference Theme

**"ADVANCING EDUCATION IN KENTUCKY THROUGH IMPROVING  
THE QUALITY OF INSTRUCTION"**

Sponsored by

State Department of Education  
with the cooperation of

Kentucky Education Association

University of Kentucky

Eastern Kentucky State College

Kentucky State College

Morehead State College

Murray State College

Western Kentucky State College

Kentucky Congress of Parents and Teachers

Kentucky School Boards Association

August 26 - 27, 1957

Sheraton-Seelbach Hotel, Louisville

**Program**

**August 26, 1957**

- 8:30 - 10:00 A.M. Registration.....Lobby, Sheraton-Seelbach Hotel
- 10:00 - 11:45 A.M. General Session.....Ballroom
- Presiding.....Mr. Don C. Bale, Head, Bureau of Instruction
- Invocation.....Dr. Richard VanHoose, Superintendent, Jefferson County Schools
- Keynote Address.....Dr. Robert R. Martin, Superintendent of Public Instruction
- Panel: Pooling Resources and Sharing Responsibilities in Improving Instruction in Kentucky's Schools
- Moderator: Mr. J. Marvin Dodson, Executive Secretary, Kentucky Education Association
- Participants: Dr. Ellis F. Hartford.....University of Kentucky — Higher Education
- Dr. W. J. Moore.....Eastern Kentucky State College — Higher Education
- Mrs. Raymond Bolton.....President, Kentucky Congress of Parents and Teachers
- Dr. Leonard Meece.....Executive Secretary, Kentucky School Boards Association
- Mr. Atwood Wilson.....Principal, Central High School, Louisville
- 11:45 - 1:30 Lunch



- 1:30 - 2:00 General Session  
Plans and Stimulation for Group Work—Mr. Don C. Bale,  
Head, Bureau of Instruction
- 2:00 - 4:00 Group Discussion  
Subject: How to Improve the Quality of Instruction
- 4:30 - 6:00 Reception for Conference Participants — Room 950
- 6:30 P.M. Banquet — Ballroom
- Presiding.....Dr. Robert R. Martin, Superin-  
tendent of Public Instruction
- Invocation.....Mr. Whitney Young, President,  
Lincoln Institute
- Greetings from the Kentucky Education Association — Mr.  
Mitchell Davis
- Greetings from the National Education Association — Dr.  
Lyman V. Ginger, Dean, College of Education
- Address.....“Elementary and Secondary  
Schools Move Freedom Forward”—  
Miss Waurine Walker, Past Presi-  
dent, National Education Associa-  
tion and Director of Teacher Rela-  
tions and Certification, Texas Edu-  
cation Agency.

**August 27, 1957**

- 9:30 - 11:30 General Session.....Ballroom
- Presiding.....Mr. James Sublett, Assistant Su-  
perintendent of Public Instruction
- Invocation.....Dr. D. G. Wilson, Head, Depart-  
ment of Education, K e n t u c k y  
State College
- Reporting from Work  
Groups.....Ways to Improve Instruction  
Panel: Cooperative Approach to Improving the Quality of  
Instructions — Long Range View  
Moderator: Don C. Bale, Head, Bureau of Instruction
- Participants: Mr. Donald Elswick.....Director, Division of Instructional  
Services
- Miss Louise Combs.....Director, Division of Teacher Edu-  
cation and Certification
- Miss Stella Edwards.....Director, Division of Education for  
Exceptional Children
- Dr. Curtis Phipps.....D i r e c t o r, Division of Guidance  
Services
- Miss Mary Lois Williamson  
Director, Division of Home Eco-  
nomics Education
- Mr. E. P. Hilton.....Director, Division of Agricultural  
Education
- Mr. Fred A. Martin.....Director, Division of Trade and  
Industrial Education

11:30 - 1:00 Lunch

1:00 - 3:00 General Session.....Clearing the Way for Improvement of Instruction Through Effective Administrative Practices

“How One District Operates Its Internal Accounting System” — Mr. Walter W. Roschi, Director, Division of Finance and Mr. J. W. Gregory, Superintendent, Lancaster Independent Schools

Panel: Mr. Ted Gilbert, Head, Bureau of Administration and Finance, Moderator

Participants: Mr. John L. Vickers.....Director, Division of Pupil Transportation  
Mr. J. C. Powell.....Director, Division of Records and Reports  
Mr. Roy G. Smith.....Director, Division of Buildings and Grounds  
Mr. C. E. Bevins.....Director, Division of School Lunch  
Mr. Ishmael Triplett.....Director, Division of Free Textbooks  
Mr. J. B. Williams.....Director, Division of Property Utilization  
Mr. Walter W. Roschi.....Director, Division of Finance

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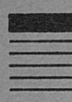
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