



1-1973

Social and Cultural Impact of a Proposed Reservoir on a Rural Kentucky School District

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Research Report No. 60

SOCIAL AND CULTURAL IMPACT OF A PROPOSED RESERVOIR ON A
RURAL KENTUCKY SCHOOL DISTRICT

Charles R. Smith, Research Assistant

with a

PREFACE

by

Philip Drucker, Principal Investigator

Project Number B-027-KY (Partial Project Completion Report)
Agreement Number 14-31-0001-3595 (FY 1972)
Period of Project July 1, 1971 - June 30, 1972

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The work on which this report is based was supported in part by funds provided by the Office of Water Resources Research, United States Department of the Interior, as authorized under the Water Resources Research Act of 1964.

January 1973

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ABSTRACT

This study utilizes anthropological concepts and research methods to study the educational system of a Central Kentucky school district with the goal of predicting the impact on it of a proposed multi-purpose (flood control, recreation, etc.) reservoir, and proposing options for forestalling dysfunctional aspects of that impact. The impact will result from the fact that although the county is now rurally oriented, the proposed reservoir will attract (has already begun to attract) urbanite residents from nearby Louisville, Kentucky's largest urban center, who can be expected to bring urban values concerning education, as well as other areas. To assess probable directions of change, a school in an upper middle class suburb of Louisville, the sort of milieu from which most new residents will come, was also studied. This research is another step in the program "Anthropological analysis of sociocultural benefits and costs of stream-control devices."

KEYWORDS: Sociocultural benefits; sociocultural costs; culture change, cultural values, educational anthropology.

PREFACE

by

Philip Drucker, Principal Investigator

The present study is one of a series designed to study the impact of construction of a dam (in this case authorized but still not actually under construction), and the impoundment of a reservoir behind it, on the society and culture of the local community in central Kentucky. The basic assumption of this program of research is that any such major change in the local ecosystem as the formation of a large reservoir will have far-reaching socio-cultural effects. Therefore the goal of this and companion studies is not simply to show that social and cultural change will probably result, but to attempt to predict what specific effects can be expected on specific institutions, and to recommend specific means for neutralizing potentially dysfunctional, stress-producing changes.

The focus of this study is the impact of the proposed Taylorsville dam and reservoir on the public school system of the study area, Spencer County, Kentucky. It is probable that any major dam and reservoir in the U.S. will affect the local education system to some extent, due to such things as redistribution of rural population, some reduction of local tax base because of acquisition of extensive acreage by the Federal government, and so on. In the case of Spencer County, however, some special factors will be operative. One such factor is the strong rural orientation of the present population, and the emphasis on rural values. Another is the proximity of the reservoir area to Kentucky's largest urban center Louisville, and the predictable influx of urban residents who will unquestionably bring with them different lifeways and values. Marked sociocultural changes can be expected to alter many local institutions, including the school system.

In Spencer County's favor is the fact that, despite their rural orientation, many of its citizens, and particularly the community leaders, are highly sophisticated and realistic. They realize changes are imminent, and are actively seeking ways to forestall deleterious effects of the proposed reservoir, that is, to diminish sociocultural costs. For just this reason the Spencer County School Board authorized Mr. Smith to make his study of the school system, allowing him access to all records, and for the same reason in his study he received splendid cooperation from the Superintendent of Schools, the Principal, and, the teaching staff. The School Board's only condition for thus making Smith's research possible is that he supply them with copies of his findings and recommendations, which he has done. It is our sincere hope that this study may have direct practical utility.

As this program of study of social and cultural benefits and costs of major stream-control devices continues, it becomes increasingly clear that action agencies designing such structures and directing their construction, in the present case the U.S. Army Corps of Engineers, should become more aware of the wide range of potential effects on the local culture, in order to advise local residents how to anticipate such impact. In cases of Kentucky reservoirs recently filled, effects on many local institutions were not foreseen. Last minute, inefficient solutions were made to deal with such situations. Stresses and tensions thus created could have been avoided if, at the public meetings held by the Corps to point out possible economic and recreational benefits from the dams, attention had been directed to such potential costs. By warning against such difficulties, and suggesting sources of assistance if needed in solving reservoir-created problems, the Corps and similar agencies could reduce tensions and improve their own relationship with the people whose ecosystem they so drastically alter.

SOCIAL AND CULTURAL IMPACT OF A PROPOSED RESERVOIR ON A RURAL KENTUCKY SCHOOL DISTRICT

by
Charles R. Smith

I. INTRODUCTION

The Research Setting and Project Objectives

This study is part of a larger project designed to determine social and cultural costs and benefits of a proposed United States Army Corps of Engineer reservoir project on a rural Kentucky county. A baseline study was initiated in 1969 and subsequent studies examined both the impact of the proposed reservoir on land values (perceived and actual) and its impact on county and city governments.

The purpose of this study is to define the potential impact of the proposed reservoir on an institution located within the county where it is to be constructed. Factors leading to the selection of this research topic need first be clarified.

The first construction funds have been secured by the U. S. Corps of Engineers for the construction of a 3,000 acre multi-purpose water reservoir in Spencer County Kentucky. With its total population of 5,488 persons, Spencer is classified by the U. S. Census Bureau as an entirely rural county. Approximately 30 miles distant is Louisville, the hub of Kentucky's largest metropolitan area.

The accessibility of Louisville to Spencer County is manifest in that approximately 500 of its residents commute daily to this urban center for gainful employment. Following the proposed widening and straightening of the highway between Taylorsville and Louisville, it is expected that the present 30 to 35 minute commuting time will be reduced to approximately 20 minutes. When completed, the Taylorsville

Reservoir will be the nearest water recreation resource for metropolitan Louisville residents.

The Corps of Engineers predict high intensity visitation rates to this reservoir. It makes this prediction on the basis of annual visitation rates to similar reservoir projects in other parts of the United States. By using this approach, the Corps predicts that 2½ million person/days visits will be made to the Taylorsville Reservoir within the first year following its completion. Geographical factors such as the reservoir's close proximity to an urban center and its location in the approximate center of three interstate highways are foremost considerations in making such predictions.

Some Corps of Engineer officials also perceive that urban residents will migrate to Spencer County to be near the Taylorsville Reservoir. No precise estimates are made, however, but on the basis of past experience with other reservoir projects, and considering the closeness of Louisville to Spencer County, these officials informally foresee that the county can expect a significant population increase following the reservoir's completion. A few Spencer countians also perceive this as a likelihood.

When conducting baseline studies during the Summer and Fall of 1969, the author was approached by Spencer County residents who believed that the county and its institutions could be adversely affected by the proposed reservoir if immigration does occur following completion. Of particular concern was the public school. School officials, teachers and parents spoke of a need for planning to meet the anticipated influx of new residents who will be sending children to their school. However,

these residents were not knowledgeable about the specific ways in which their school differed from schools in an urban setting and expressed a desire to have such information in their possession before attempting to make long-range plans.

Stemming from this felt need as expressed by county residents, it was proposed that an anthropological comparative study be made of the Spencer County and the Jefferson County school districts. Jefferson County was selected for comparative purposes because it comprises the greater portion of the metropolitan Louisville area, and if migration to Spencer County does occur, it is expected that the migrants will come from this densely populated county. The specific purposes of this study can be listed as follows: 1) To describe the basic cultural and social characteristics of the education programs in the two school districts; 2) To define the major differences between the two school districts which are likely to lead to conflict if migration to Spencer County occurs as anticipated following reservoir construction; 3) To offer recommendations to the Spencer County Board of Education which would minimize the differences between the school districts and thus advert or reduce conflict stimulated by the reservoir. The Board of Education was particularly interested in having such information in its possession and offered its full cooperation with the study.

Basic Assumptions

As already inferred, this study is based on a number of assumptions regarding education and the potential impact of the proposed Taylorsville

Reservoir on the Spencer County school. These assumptions may be listed as follows:

1. That when completed, the Taylorsville Reservoir will attract urban residents in terms of permanent migration to be near this water recreation resource. This assumption is based on the close proximity of Spencer County to the metropolitan Louisville area and the feasibility of commuting for employment (See Appendix I for additional support for this assumption);

2. That there are significant differences regarding the perceptions people have about the purposes of public education, and the program of education that are implemented in rural and urban settings. This assumption is based on a theoretical paradigm in anthropology focused on social and cultural differences between rural and urban people. Such factors as the significance of kinship, the nature of interpersonal relationships, the attitude toward change, and the socialization process in general have been shown to differ among rural and urban people;

3. That following the completion of the reservoir, urban immigrants will be sending their children to the Spencer County school, leading to a conjunction of differences between the ideas people hold regarding the purposes of public education.

Methodology

In order to achieve the stated objectives, it was necessary to select a conceptual frame of reference which would permit viewing the schools from a broad perspective. The approach to the research setting, in other words, needed to be broadly based in order to define the major points of similarities and differences between study units.

Functional theory in anthropology as developed from Malinowski's concept of the institution was used as a conceptual framework for comparing the two school districts. This theory is based on the premise that culture is an organized whole, the parts of which are more or less interrelated and that change in one part affects the other parts. Following Malinowski (1945: 43), the basic unit of analysis is the institution which refers to "A group of people united for the pursuit of a simple or complex activity" who are organized under a charter, legal and/or customary, that defines their common purposes and that also determines the personnel and norms for conduct. Applying these norms and using the material apparatus the members engage in activities through which they contribute towards the integral function of the institution. Moreover, the institution is integrated with other institutions in the larger society.

Using this frame of reference to compare school districts permits a wide variety of data to be placed within a conceptual framework that facilitates making the description, the analysis, and the comparison of schools within a broader framework than has been characteristic of previous anthropological research pertaining to public education. Analytically the concept institution structures the description and the analysis of the school districts in the following ways.

First, the institution's material apparatus refers to the financial resources and the physical facilities the school districts utilize in achieving their purposes. Such indicators as the local, state, and federal financial contribution to public education on the district level and the manner in which these resources are utilized will be

described. A general description of the physical facilities will supplement financial indicators.

Second, the institution's personnel refers to the various groupings of people who participate in the institution. The manner in which the administrators, the teachers, and the students are organized and are expected to interact within the institutional setting will be generally described and compared.

Third, the institution's activities refers to the organized recurrent events that pertain to the school. Of particular concern will be a comparison of the curricular and extra-curricular activities made available to students in the two school districts.

Fourth, the institution's linkages refers to the structured and unstructured relationships between the school and the community in which it functions. As a publicly financed institution, the school is accountable to other institutions and individuals on both the local and the state levels. Some of the ways in which it is linked with these other institutions will be described and compared for the two school districts.

Lastly, the institution's charter refers to the legal precepts on which the school is permitted to function, as well as the ideas people hold regarding the purposes of public education on the school district level. With regard to the legal precepts, it will be necessary on occasions to refer to Kentucky laws pertaining to public education in order to better understand the broad legal framework within which school districts operate, and to determine the source of variance in the approach taken to public education in the school districts.

The perceptions people share regarding the purposes of education

are particularly germane to this anthropological study. As used in anthropology, culture in the general sense refers to patterns for behavior which are learned, shared, and transmitted from one generation to the next. The key words are "patterns for behavior", or stated differently, the ideas or perceptions people share regarding what should or ought to be done in a given social situation. With regard to the school, we are interested in what people perceive the school should be doing to educate the youth as compared with what is being done.

The shared purposes of education may be derived in two ways. First, patterns may be inferred from an inventory of the behavioral characteristics which will be presented in the descriptive portion of this report; and second, patterns may be derived by asking the participants what they believe the purposes of schooling should be. Incongruity between perceptions and the behavioral characteristics within and between school districts is a source of conflict that is a primary concern of this study.

Research Techniques

A variety of research techniques were used in comparing the school districts. One of these was the utilization of existing quantitative data available from the Kentucky State Department of Education. As required by law, each school district in Kentucky reports annually to the State Superintendent of Education statistical data regarding its school district. These data are classified and then published in a series of statistical reports on public schools in Kentucky. The data in these reports were used extensively in operationalizing the model.

It is noteworthy that these data are not interpreted by the State Department of Education. The reports are explicitly prepared to show a school district only how it compares with other school districts in certain categories, and not to evaluate it in any way. In this study these data were used somewhat differently.

Additional quantitative and subjective data were gathered from school district administrators and from teachers. Through formal and informal interviews the perceptions school personnel have regarding public education were derived. The author observed the Spencer County school for the 1971-72 school year and spent nearly five months gathering data in one or the other school districts. In the Jefferson County study unit, the Jeffersontown Junior and senior High School was selected for making more specific comparisons. Frequent visits were made to this school to accumulate data used in the analysis.

Participant observation is another research technique used in gathering data for this report. The author had first contact with Spencer County in October of 1968, and has been conducting research periodically in the county since that time. The summers of 1969 and 1970 were spent living in the county, and in September 1971, he moved there with his family to live. During this period participation in Spencer County activities has increased. His wife is currently the county Public Health nurse, a member of the Business and Professional Women's Club and a member of the Homemaker's Club. The author is a member of the Rotary and the Ruritan Clubs, and with his family actively participates in religious activities in the county. While participating in activities,

visiting with neighbors, purchasing groceries or drinking coffee in the restaurant, the topic of public education was frequently raised. Often the author was simply a listener to people sharing ideas among themselves about schooling. The data gathered on such occasions were recorded and proved to be beneficial in defining the customary charter of the school. It should be noted, however, that extreme care has been taken to protect informants' rights to privacy in reporting.

One last point must be made explicit before turning to the comparison of the school districts. What follows is not intended to be an evaluation of the two school systems. Rather, it is intended to be a descriptive account of behavioral and ideological characteristics of public education in two Kentucky counties. The Spencer County Board of Education requested a study to be made in order to define similarities and differences between its school system and that of an urban school system, not to evaluate either in terms of some nebulous value-laden standard of good and bad.

II. RELATIONSHIP BETWEEN THE STATE AND LOCAL SCHOOL DISTRICTS

In order to compare the two school districts, it is first necessary to briefly describe some of the legal foundations on which public education in Kentucky is based. This is necessary partly because a fundamental hypothesis underlying this study is that local school districts vary as to the manner in which they implement and carry out educational programs consistent with the legal requirements as set forth by the State. State laws, in other words, serve to establish a structural relationship between the State and local school districts, but local school districts reinterpret laws and development programs to meet with the existing social and cultural conditions that prevail.

The State of Kentucky requires that every child (with certain allowable exceptions) between the ages of 7 and 16 be sent to a public school in the district in which he resides (KRS 159.010). For the 1971-72 school year there were 190 school districts in Kentucky, 120 of which represented the Kentucky counties. The remaining 70 are termed "independent school districts" and most often refer to city school systems. The two school districts being compared in this study are county districts, but it should be noted that in Jefferson County there are three school districts -- the Louisville Independent with 51,000 students enrolled; the Anchorage Independent with 300 students enrolled; and the Jefferson County School District which comprises the remaining part of the county.

The latter is the comparative study unit in this report.

Each school district is under the management and control of a Board of Education consisting of five members which are elected for four-year overlapping terms of office by voters in five educational sub-districts within the county. This Board of Education is a body politic and corporate which may sue and be sued, make contracts, purchase, receive, hold and sell property and issue bonds to build and construct improvements as it deems necessary. It has control and management of all school funds and all public school property and may establish rules and regulations for the management of school property. It is further granted the authority to employ personnel necessary to carry out its purpose and to establish rules and regulations for the qualification of employment of teachers and the conduct of pupils so long as its actions are consistent with state laws. Finally, it provides for such courses and other services as it deems necessary for the promotion of education and the general health and welfare of pupils. Through the Board of Education, therefore, school districts are granted considerable leeway by the State in developing a program of education on the local level.

The board of education is legally required to appoint a superintendent of schools, certified by the State Department of Education, who is responsible to the board for the general condition of the school district. The superintendent, among other things, is legally expected to make recommendations to the board of education for the employment, promotion and transfer of all school employees; to prepare or have prepared all budgets, salary schedules and reports required of him by his board and

the State Board of Education; to see that the laws relating to the schools, the bylaws, rules and regulations of the State Board of Education, and the regulations and policies of the district board of education are carried into effect; to prepare all rules, regulations, bylaws and statements of policy for approval and adoption by the board; to supervise the general conduct of the schools, the course of instruction, the management of teachers, the discipline of pupils and the management of business affairs. The superintendent, in other words, is the one individual who is granted the authority to develop a program of education within the school district so long as his actions are in harmony with the views of the Board that employs him and the regulations dictated by the State Board of Education.

There are over 2,000 state laws pertaining to public education in Kentucky, a few of which will be mentioned in the ensuing portions of this report in order to clarify the legal framework within which school districts operate in Kentucky. The major point to be made at this juncture, however, is that the State legal framework permits the local elected and appointed school authorities on the school district level considerable latitude in developing a program of education consistent with local interpretations of needs. The latitude permitted in the management of school funds and property, the employment of personnel, the establishment of rules and regulations governing the behavior of employees and students, and the development of a curriculum, all point to the fact that public education in Kentucky is by no means homogeneous.

III. DESCRIPTIVE COMPARISON OF SCHOOL DISTRICTS

General Socio-economic Characteristics

Schools are a reflection of the general social and economic environment to which they are intertwined, and do not of themselves initiate change. Rather, they implement changes that reflect the general attitudes and values that are shared in the wider community (Kneller 1970). A basic understanding of social and economic characteristics of the two study units is therefore a prerequisite to the comparison of school districts.

Spencer County and Jefferson County border each other geographically; yet in terms of social and economic characteristics, they are far apart. In numerous instances contrasts between the two counties represent opposite extremes. For example, Jefferson County's population of more than $\frac{1}{2}$ million people is the largest populated county in Kentucky. For the past twenty years its population has been increasing at an average of 10,522 persons per year. This population increase has been in response to rapid industrial growth occurring in the metropolitan Louisville area of which Jefferson County is a part. In this area, 38 industries employ over 1,000 persons each to manufacture such products as chemicals, electric appliances, synthetic rubber, lumber and furniture, motor vehicles and parts, farm machinery and paint. The industrial payroll in the metropolitan area is the largest of any metropolitan area in the Southeast United States (U.S. Census of Manufactures 1967).

Associated with this industrial and population growth is a diversity of supportive economic and service institutions which distribute goods and provide services. The occupational distribution in the county is diversified with the notable absence of persons engaged in agricultural occupations (See Table II page 18).

In contrast, Spencer County's population of 5,488 persons is the eighth smallest populated county in Kentucky and instead of increasing, its population has decreased by 28 percent over the past 40 years. Its present population is scattered throughout the county with the exception of 867 persons who reside in Taylorsville, the county seat and commerce center. In 1969, there were 70 businesses in Taylorsville that provided goods and services for the predominately rural, agricultural based population (Smith 1970).

Historically farming has been the major economic activity in the county. In recent years, however, the average farm size has been increasing in response to farm mechanization, and the owners of small acreage farms have been faced with the decision to either expand their farming operation or to seek gainful employment in nearby urban centers. The high percentage of persons engaged in the "operative" and "clerical" occupations is a reflection of this occupational shift (See Table II page 18). Even with this change to urban employment which began in the early 1950's, families and unrelated individuals in the rural county earn a median income of over \$3,000 less per year than in the comparative urban county, and the incidence of poverty as established by the U. S. Census Bureau is 12.8 percent higher in Spencer County (See Table III).

The economic characteristics of the two counties no doubt have some bearing on the level of formal education attained by the respective residents. Nearly half of Jefferson County's population 25 years of age and older are high school graduates while in Spencer County only 21 percent of the males and 30 percent of the females have completed high school. The fact that farm occupations have not required the high school diploma for admittance probably explains this differential between counties. (See Table IV, page 20)

Portions of the Jefferson County School District are located within the city limits of Louisville, Kentucky, but are a part of the suburban expansion of the Louisville metropolitan area and are included in the county school district. The Jefferson County School District, in other words, can be characterized as suburban, the Louisville Independent School District as inner city.

The Jefferson County School District is divided into five educational sub-districts with approximately 20 percent of the population of the county residing within each area. Each sub-district elects its representative to the Jefferson County Board of Education, and each Board member represents approximately 139,000 persons.

At the beginning of the 1970-71 school year there were 96,333 students attending 96 schools in that county which makes it the largest school district in Kentucky and the 30th largest school district in the United States. Of the 96 schools, 72 were classed as elementary (grades 1-6), 2 as middle (grades 7-8) and 22 as secondary (grades 9-12). Since 1960, student enrollment has increased by more than 65 percent and 14

new schools have been constructed during the past four years. This rapid student population growth has necessitated a continual building program and a constant re-evaluation of school programs and needs.

Spencer County is likewise sub-divided into five educational districts for the purpose of electing representatives to the Board of Education. These district boundaries which follow creeks and out-dated property lines were drawn over 30 years ago, and considerable confusion exists as to their precise location. In terms of the total county population, however, each board member should represent approximately 1,100 persons.

At the beginning of the 1970-71 school year there were 1,348 students enrolled in the Spencer County School District, the eighth smallest school district in Kentucky. As late as 1955 numerous elementary schools were scattered throughout the county, but complete school consolidation was accomplished in 1965. Presently there are two schools in Spencer County -- one elementary and one secondary--but both are located in Taylorsville on the same grounds.

Student enrollment has slightly increased during the past ten years. Between 1963 and 1970, for example, the enrollment increased by 100 students, but compared with Jefferson County and the remainder of Kentucky, its student population can be said to be stable.

TABLE I
POPULATION CHARACTERISTICS

<u>Category</u>	<u>Jefferson Co.</u>	<u>Spencer Co.</u>
1. Total Population	695,052	5,488
2. Percent of Total Population Born in a Different State	17.7	2.1
3. Percent of Total Population Rural Nonfarm	4.7	52.0
4. Percent of Total Population Rural Farm	1.0	48.0
5. Percent Rural Population	5.7	100.0
6. Percent Urban Population	94.3	-0-

Source: General Social and Economic Characteristics: Kentucky. Bureau of
the Census, U. S. Department of Commerce, 1970.

TABLE II
OCCUPATIONAL DISTRIBUTION

<u>Category</u>	<u>Jefferson Co.</u>	<u>Spencer Co.</u>
1. Total Employed: 16 years of age and older	268,635	1,813
2. Percent employed who are:		
a. Professional, Technical & Kindred Workers	13.4	5.8
b. Managers and administrators except farm	7.3	3.2
c. Sales Workers	7.9	3.4
d. Clerical & Kindred Workers	18.7	13.2
e. Craftsmen, foreman & Kindred Workers	14.1	6.7
f. Operatives, except transport	16.6	23.1
g. Transport equipment operatives	4.6	4.8
h. Laborers, except farm	4.7	4.8
i. Farmers & farm managers	.2	20.9
j. Farm laborers & foreman	.2	7.1
k. Service Workers, except private household	10.7	6.6
l. Private household workers	1.5	.5

Source: General Social and Economic Characteristics: Kentucky. Bureau of the Census, U.S. Department of Commerce, 1970.

TABLE III
INCOME AND POVERTY STATUS - 1969

<u>Category</u>	<u>Jefferson Co.</u>	<u>Spencer Co.</u>
1. Total Number of Families	177,015	1,447
2. Percent of families and unrelated individuals with incomes:		
a. Less than \$3,000	8.5	23.2
b. Between \$3,000-4,999	8.4	13.9
c. Between \$5,000-6,999	11.5	20.5
d. Between \$7,000-9,999	22.9	22.9
e. Between \$10,000-14,999	29.2	14.4
f. Between \$15,000-24,999	15.0	4.6
g. Between \$25,000-50,000	3.5	.5
h. \$50,000 or more	.9	-0-
3. Median Income	\$9,819	\$6,326
4. Income Less than Poverty Level- Percent of Families	8.9	21.7

Source: General Social and Economic Characteristics: Kentucky. Bureau of the Census, U. S. Department of Commerce, 1970.

TABLE IV
FORMAL EDUCATION LEVELS

<u>Category</u>	<u>Jefferson Co.</u>	<u>Spencer Co.</u>
1. School Enrollment		
a. Total Enrolled, 3 to 34	200,688	1,347
b. Percent Enrolled, 3 to 34	53.3	45.8
7 - 13 yrs. old	98.1	96.3
14 & 15 yrs. old	98.2	90.3
16 & 17 yrs. old	87.4	57.1
18 & 19 yrs. old	48.6	31.3
20 & 21 yrs. old	21.5	3.4
22 to 24 yrs. old	12.8	-0-
25 to 34 yrs. old	5.3	2.8
2. Yrs. School Completed		
a. Male - 25 yrs old & over	170,650	1,479
No sch. yrs. completed	1,721	53
Median sch. yrs. completed	11.6	8.3
% High School Graduates	47.7	20.8
b. Females - 25 yrs old & over	199,754	1,444
No sch. yrs. completed	1,548	14
Median sch. yrs. completed	11.6	8.9
% High School graduates	46.9	29.6

Source: General Social and Economic Characteristics: Kentucky. Bureau of the Census, U. S. Department of Commerce, 1970.

TABLE V

GENERAL CHARACTERISTICS OF SCHOOL DISTRICTS

<u>Category</u>	<u>Jefferson Co.</u>	<u>Spencer Co.</u>
1. Total Number of Schools	96	2
2. Total Student Enrollment	96,333	1,348
3. Average Daily Attendance in school	88,574	1,219
4. Percent of Total Student Population Enrolled in Secondary School	29.9	25.2
5. Percent of Total Student Population Enrolled in Elementary School	70.2	74.8
7. Percent Increase in Student Enrollment between 1966-1970	+ 25.7	+ 8.4

Source: Kentucky School Enrollments, Kentucky Department of Education:
Fiscal Year 1970-71.

Material Apparatus

Financial Resources and Expenditures. The financial resources made available to school districts largely determines what can be achieved by way of providing facilities and instructional programs for students. It has frequently been noted that a differential in access to financial resources for public education exists among school districts, the legality of which is presently being tested in federal courts. Such a differential exists in our comparative school districts.

School districts in Kentucky are financed primarily by the State and by county property taxes. Implemented in 1954, the State Minimum Foundation Program was created to financially assist school districts in providing a minimum educational program for its students. This State revenue is supplemented by local property taxes at State required levels. Additional taxes may be levied with the approval of voters in the respective school districts. In other words, the level of local support for public education is a primary source of difference between school districts.

Local revenue for public education comes primarily from a tax placed on personal property. The 'assessed valuation' in a county refers to the aggregate value of all real property and tangible and intangible personal property as assessed by the county tax commissioner. This value is taxed at varying rates for public education in the Kentucky school districts. In terms of the assessed property valuation, it is interesting that the dollar valuation per child in the two

school districts being compared is nearly the same, meaning that with comparable tax rates, each school district would have access to the same amount of per pupil revenue from property taxes (See Table VII page 27). This, however, is not the case. The school tax levied in Jefferson County is more than twice the amount levied in Spencer County resulting in what is termed "leeway" money for Jefferson County to use in developing a program of education which goes beyond the minimum program required by the State. (See Table VI page 27). Stated in dollars, the Jefferson County School District has access to \$265 per child per year more than is available in Spencer County. With regard to the sources of funding, local revenue in Jefferson County accounts for 50 percent of its total revenue while in Spencer County it accounts for 25 percent of its total revenue. Consequently, the Spencer County School District must rely more on the State to finance its educational program. In fact, 65 percent of Spencer's total revenue for public education comes from the State through the Minimum Foundation Program while in Jefferson County State revenue accounts for 44 percent of its total revenue. It is the amount of revenue generated locally that is the most significant financial difference between our study units.

The differential in financial resources for the school districts is reflected primarily in facility construction expenditures and in expenditures for instruction and educational materials. With its "leeway" money, Jefferson County is able to pay its teachers an average of \$1,339 per year more than is paid in Spencer County and is also able to expend \$11.69 per pupil per year for educational materials while in

Spencer County \$2.48 is spent in the same category (See Table IX page 28).

Spencer County receives a greater percentage of its total revenue for public education from the federal government, but because of its comparatively small student enrollment and its total operating budget, it is unable to diversify the utilization of these funds. Presently the greatest portion of its federal funds -- approximately 90 percent -- is spent on a six-week summer enrichment program combined with a Head-start program. The major emphasis of the latter program is to briefly expose children from low-income families to the school environment, and in the former program the emphasis is on providing remedial work for students with particular learning problems. In Jefferson County federal support represents 5.3 percent of its total revenue, but due to its large operating budget, this percentage reflects direct federal support in the amount of \$1.2 million. In addition, the Jefferson County School District participates in a variety of federally supported programs not classified as direct federal support. For example, it receives over $\frac{1}{2}$ million dollars per year from the Office of Economic Opportunity for the employment of students from low-income families. In order to ensure that its school system take full advantage of federally supported programs, the Jefferson County Board of Education has established a Department of Federal Programs with an Assistant Superintendent in charge whose primary responsibility is to seek out federal funds and to administer 30 federal projects with a total funding of nearly five million dollars.

Such federally assisted programs as Adult Education, Manpower Development, Neighborhood Youth Corps, Vocational Business, and Emergency School Assistance are available in Jefferson County but are not available in Spencer County.

Physical Facilities. The Spencer County Board of Education has constructed three additions to its original school building which was completed in 1938. These expansions were made in order to accommodate the increased number of students resulting from school consolidation. Presently four classrooms, showers, a music room and an art room are being constructed.

The one school is centrally located in Taylorsville and consists of six separate buildings, five of which are connected to the main classroom building by covered walkways. The first two grades are located on a hill overlooking the other part of the school. A home economics classroom, a lunchroom, a vocational agriculture building, and the now being constructed music room are situated apart from the main classroom structure. A small playground is adjacent to the school, and a softball-baseball field combination is behind the school. The total area on which the physical plant is located is approximately four acres.

The superintendent's office is located in the school, which is unusual for Kentucky. The typical pattern is for administrative offices to be situated apart from the school, but the Spencer County School District is unique in that all school facilities are centrally located. Other rooms in the school in addition to classrooms are a principal's office, a duplicating room-teacher's lounge combination,

a library which was constructed from two classrooms, several storage rooms, a teacher's lounge for elementary teachers and a gymnasium.

In Jefferson County the steadily increasing student enrollment has necessitated a continual building program to accommodate students. Between 1950 and 1970 over 109 million dollars were spent for facility construction, and five and one-half million dollars were expended for land acquisition. The major facility construction has occurred since 1950. Of the 18 secondary schools in the county, only two were constructed prior to that date. So as to insure that the facilities are constructed properly and are architectually modern, an architectural firm has been retained on a lengthy contract, the present one being for 24 years. All construction, of course, must be approved by the State and must meet its standards.

The comparative school, the Jeffersontown Junior and Senior High, was completed in 1968 at a total cost of \$3.3 million. Such features as wide, well-lighted halls, an ample supply of student lockers, a complete electronic communication system, spacious library facilities, television classrooms to seat 200 students, vocational education facilities, a football field-track combination, tennis courts, ample paved parking areas, a student store where school supplies may be purchased, spacious school grounds and hot running water in the rest rooms are available in this school but are absent in the Spencer County school.

TABLE VI
PROPERTY TAX CHARACTERISTICS

<u>Category</u>	<u>Jefferson Co.</u>	<u>Spencer Co.</u>
1. State Required tax rate per \$100 of local assessment	28.5¢	31.0¢
2. General Fund Tax Rate Levied per \$100 local assessment	63.2¢	35.7¢
3. Total Tax Rate Levied Per \$100 of local assessment	81.0¢	35.7¢

Source: Property Tax Statistics, Kentucky State Department of Education: Fiscal Year 1970-71.

TABLE VII
REVENUE FROM LOCAL AND STATE SOURCES

<u>Category</u>	<u>Jefferson Co.</u>	<u>Spencer Co.</u>
1. Total Assessed Valuation of Property Per Child	\$36,926	\$36,232
2. Effective Tax Rate*	\$1.049	\$0.36
3. Local Revenue Per child in Average Daily Attendance	\$387	\$130
4. State Revenue Per child in Average Daily Attendance	\$346	\$338
5. Total Local and State Revenue Per Child in Average Daily Attendance	\$733	\$468

*Effective Tax Rate - the total revenue produced locally divided by the assessed value of the total property in the school districts. The inflated figure for Jefferson County is a result of its having taxable property not available in Spencer County, i .e. distilled spirits.

Source: Public School Financial Analysis, Kentucky State Department of Education. Fiscal Year 1970-71.

TABLE VIII

REVENUE FROM LOCAL, STATE AND FEDERAL SOURCES

<u>Category</u>	<u>Jefferson Co.</u>	<u>Spencer Co.</u>
1. Percent Revenue from Local Sources	50.0	25.3
2. Percent Revenue from State Sources	44.7	65.5
3. Percent Revenue from Federal Sources	5.3	9.2

Source: Profiles of Kentucky Public Schools: Kentucky Department of Education, Fiscal Year 1970-71.

TABLE IX

EXPENDITURES IN SELECTED CATEGORIES*

<u>Category</u>	<u>Jefferson Co.</u>	<u>Spencer Co.</u>
1. Cost Per Pupil for Administration	\$13.35	\$18.97
2. Cost Per Pupil for Instruction	\$468.79	\$304.82
3. Cost Per Pupil for Educational Materials	\$11.69	\$ 2.48
4. Annual Current Expenses Per Pupil in Average Daily Attendance	\$588.11	\$397.09

*Does not include expenditures for such items as pupil transportation or plant operation and maintenance.

Source: Profiles of Kentucky Public Schools: Kentucky Department of Education, Fiscal Year 1970-71.

TABLE X
PUBLIC SCHOOL SALARIES

<u>Category</u>	<u>Jefferson Co.</u>	<u>Spencer Co.</u>
1. All Administrators Average Salary	\$15,970 (N=171)	\$11,158 (N=2)
2. All Classroom Teachers Average Salary	\$ 8,274 (N=3,790)	\$ 6,926 (N=49)
3. Elementary Classroom Teachers Average Salary	\$ 8,318 (N=1,855)	\$ 6,735 (N=34)
4. Secondary Classroom Teachers Average Salary	\$ 8,240 (N=1,741)	\$ 7,332 (N=11)
5. All Certified Personnel Average Salary	\$ 8,863 (N=4,292)	\$ 7,139 (N=53)

Source: Public School Salaries: Kentucky State Department of Education,
Fiscal Year 1970-71.

Personnel

A school is organized under a legal and/or customary charter which determines the range of positions and the norms of conduct for the institution's personnel. Individuals occupy positions in the social structure of the school to which are assigned rights, obligations and standards for behavior expected of the position occupants. These expectations are both explicit and implicit. The range of positions, the manner in which they are interrelated and the explicit expectations for the administrative, the teacher, and the student positions will be generally defined for the two school districts being compared. Of course, the focus of attention in the school is directed toward the student. Administrators and teachers are organized to plan and direct activities with the purpose of modifying student ideas and behavior. The manner in which this is accomplished varies in our comparative study units and is the present focus of attention.

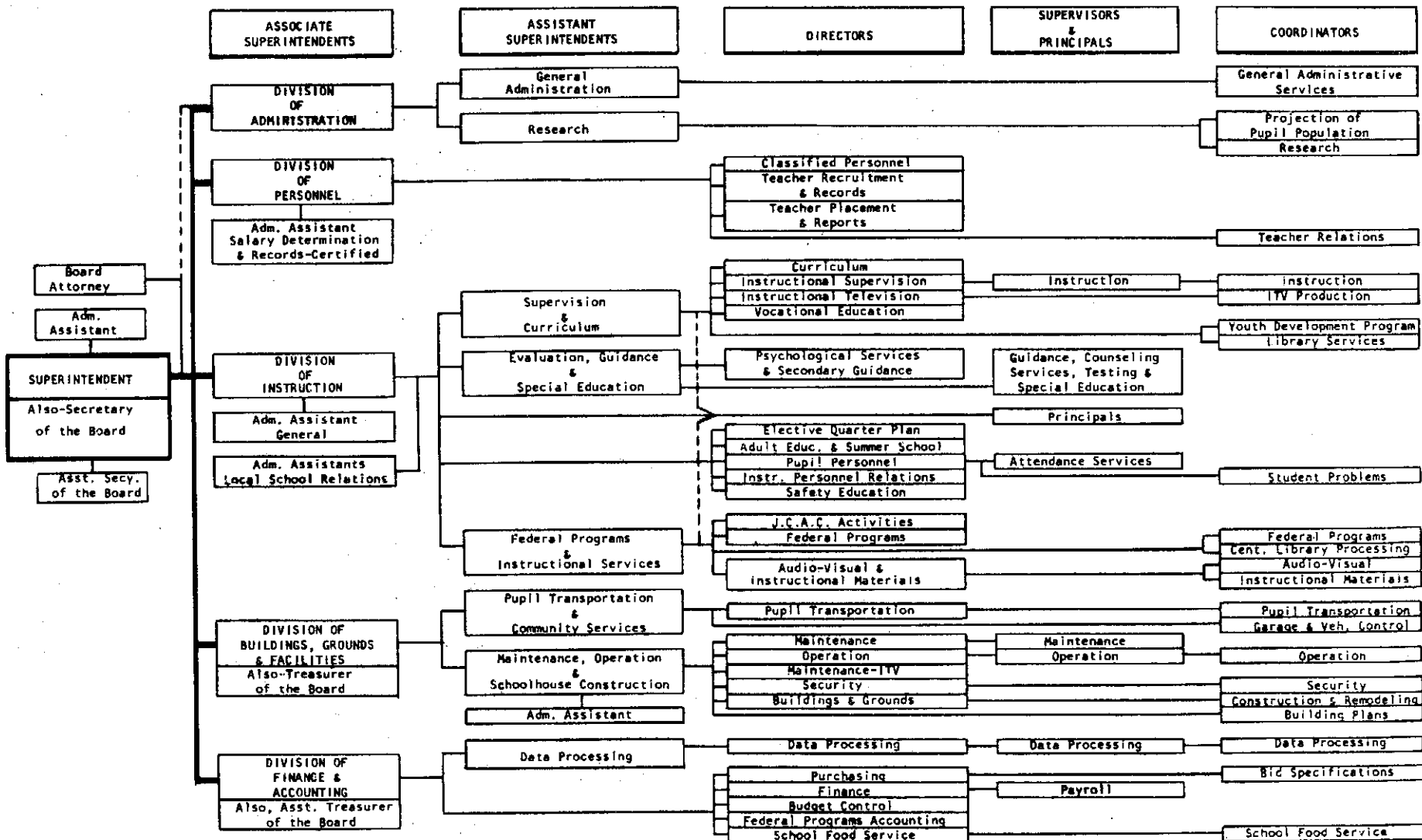
Administrative. The district superintendent is the top level administrative position in the school district in Kentucky, and the occupant of this position is largely responsible for employing and organizing the institution's personnel in response to his perception of needs. Obviously the significant difference between school districts in terms of the size of student enrollment is an important factor in determining the range of positions, the associated rights and obligations, and the manner in which social interaction is carried out.

In the Jefferson County School District the superintendent's

primary responsibility has been to expand and coordinate his staff which provides services and instruction for the more than 96,000 students currently enrolled in school. The present administrative structure is a result of the interaction between increasing student enrollments and the growth of a bureaucratic organization required to manage them (See chart on following page). Consequently, many major responsibilities of the superintendent as required by the State Department of Education are handled directly by specialists. For example, five associate superintendents are employed to head the major divisions of the total school operation, which are: administration; personnel; instruction; buildings, grounds and facilities; and finance and accounting. Eight assistant superintendents provide services for the associates and twenty-nine directors are responsible for such activities as pupil transportation, food services, pupil personnel, purchasing, finance and curriculum. Also employed are six administrative assistants, fifteen assistant directors, thirty coordinators, and three data processing specialists as well as 135 secretaries who work in the three story administrative building. On the school level, 92 principals, 42 assistant principals, 146 counselors, and 132 librarians are charged with implementing the school program. Administratively there is one administrator for every 184 students in the school district. Add to this the 3,928 teachers, plant custodians, bus drivers and other supportive personnel and one can easily visualize the large size of the school operation. In fact, for the 1970-71 school year, 6,032 persons were employed by the Jefferson County Board of Education, and predictions are that increasing student enrollments will continue necessitating the employment of additional personnel and

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the expansion of facilities.

Authority has been dispersed in the Jefferson County School District, and each position in the institution's social structure has associated with it specifically defined expectations which relate the position to the other positions in the system. These duties are defined in the form of written job descriptions, and all certified personnel are informed as to whom they are responsible and as to what their specific duties entail when employed. Additional rules, regulations and personnel policies are spelled out in a booklet provided all certified personnel.

The range of positions in the structure of the Jefferson County School District, therefore, is diverse, and the organization of these positions is formal. Line positions are closely adhered to. The teacher is responsible to the principal, and the principal to the Associate Superintendent for Instruction, and he in turn is responsible to the Superintendent of Schools. Teachers infrequently even see the superintendent much less converse with him, and the superintendent rarely visits the schools under his jurisdiction and seldom meets with his principals.

In Spencer County the superintendent personally handles many of the tasks that are delegated by the Jefferson County superintendent. In the rural school district there are only three administrative positions -- the superintendent, the principal, and the director of pupil personnel. (As a change indicator, or the lack of it, this is the same number of administrative positions that were present 25 years ago.). The principal is responsible for both the elementary and the secondary school. Including the librarian, there is one administrator for every 450 students in the

school district, 2.4 times fewer than in Jefferson County.

The director of pupil personnel and the principal are expected to prepare statistical reports which the superintendent utilizes in making required reports to the State Department of Education, and are ideally responsible for the day-to-day operation of the school. The director of pupil personnel also handles student transfers, student records and truancy. Among other things, the principal prepares the master class schedule, receives attendance reports from teachers, handles special discipline problems and makes the secondary school financial report to the Board of Education. The superintendent is directly responsible for the school lunch program, the curriculum, instruction, transportation, building and grounds, personnel, and finance and accounting. Other than these explicit responsibilities, the organization of administrative personnel is informal. There are no published job descriptions nor are personnel policies printed and distributed either to administrators or to teachers.

Teacher's meetings are held monthly and are directed by the superintendent. Special student discipline problems are handled both by the principal and the superintendent. There is no clear division of authority between the principal and the superintendent, and teachers avail themselves of the superintendent's assistance with questions or problems, and the superintendent frequently deals directly with individual teachers as he sees problems arise. The typical pattern in Kentucky is for the principal to be responsible for the day-to-day management of particular schools, but this is not the case in this school district.

Teachers. Teachers in both school districts are certified to teach by the State Department of Education in cooperation with state colleges and universities that offer degrees in Education. A Bachelor's degree is the minimum required by the State to teach, but exceptions are sometimes made as approved by the State Department of Education.

As required by the Kentucky Revised Statutes, teachers are expected to keep approved records of attendance and grading, to use and teach from prescribed textbooks, and to be responsible for their pupils' conduct in school, on the way to and from school, on the playgrounds, and during intermission or recess (KRS 161.180). Additional expectations are left to the school districts.

The Jefferson County School District is accredited by the Southern Association of Colleges and Schools, which requires that teachers holding the bachelor's degree earn six semester hours of college credit or the equivalent during each five year period of employment until the Master's degree or an approved 30 hour program is completed. The Jefferson County Board of Education goes beyond this basic requirement in requiring its teachers who hold the bachelor's degree to earn eight, instead of six, semester hours of college credit during each five years of employment in order to qualify for salary service increments. Failing to comply with this requirement results in the teacher's salary being frozen. Teachers are permitted, however, to register for a maximum of six semester hours of college work at the University of Louisville during any semester while actually teaching.

In addition to the above mentioned teacher expectations, the Jefferson County Board of Education specifies 32 additional expectations, which include: striving continually to improve instruction; keeping abreast of current trends in education; grouping students as seems advisable for effective teaching; providing an environment for students which fosters security and satisfaction, which promotes self-direction of students, which encourages creativity, develops moral and spiritual values, and provides opportunity for democratic living; enlightening the local community as to school activities; assisting in any community activity which is connected with the school; and remaining open-minded to innovations in the curriculum.

The Spencer County School District is not affiliated with the Southern Association of Colleges and Schools and does not require its teachers to earn additional college credits in order to qualify for salary increments.

At the beginning of the school year teachers are provided a mimeographed list of expectations in addition to the State requirements. Among these are: to cooperate with the total school program; to discipline any child in school at any time if in the judgment of the teachers the child needs correcting; to show mutual respect among teachers; to enjoy being together; to defend one another from outside attack; to work together on mutual problems; rather to be teachers than anything else; to like to work and associate with children; and to show no partiality among students because of social standards or economic backgrounds. There are additional expectations pertaining to personal appearance which will be discussed in the following section.

Teacher Characteristics. In Table XI on page 37, basic characteristics of the teachers in the two school districts are compared. The major points of difference can be listed as follows:

1) Spencer County female teachers are on the average 11 years older than their Jefferson County counterparts;

2) Nearly 20 percent of the Jefferson County teachers received their degree in states other than Kentucky while none of the Spencer County teachers received degrees outside Kentucky;

3) Spencer County teachers have had more years teaching experience on the average than Jefferson County teachers. Forty-one percent have had more than 15 years experience while only 18 percent of the Jefferson County teachers have had the equivalent;

4) The level of teacher certification is higher in Jefferson County. 24.3 percent more teachers there hold the Master's degree or above. Nine percent of the Spencer County teachers have not earned college degrees -- the highest percentage of non-degree teachers in Kentucky.

TABLE XI
TEACHER CHARACTERISTICS

<u>Category</u>	<u>Jefferson Co.</u>	<u>Spencer Co.</u>
1. Total number of teachers	3,743	50
2. Percent of teachers each sex:		
Male:	23	28
Female:	76	72
3. Percent teachers in certification levels:		
a. Below Rank III (Less than B.A.)	.4	9.4
b. Rank II or higher (Master's degree plus)	32	8
4. Years Teaching Experience (Percent in each category)		
0 - 3	40	22
4 - 7	22	13
8 - 11	12	13
12 - 15	8	11
16 - 20	8	13
21 - 30	8	11
31 - 40	2	9
5. Average Age:		
Male	34	32
Female	35	47
6. Marital Status: Single	33	25
Married	67	76
7. Place Where Attended College:		
In Kentucky	80	100
Outside Kentucky	20	-0-

Students. On the elementary level students generally remain with the same teacher throughout the school day in both school districts. On the secondary level they are assigned to a 'homeroom' teacher who is responsible for maintaining a record of student attendance and class grades for each student assigned. Students report to their 'homeroom' each day for attendance checks and for announcements. For the remainder of the school day students on the secondary level move from class to class. While in a particular class the teacher is responsible for the behavior of the students and for reporting the student's grade to the homeroom teacher. Each student normally enrolls in a minimum of five classes out of a six class period school day. The sixth class period most often is reserved for independent study.

Specific rules and regulations have been established on the State level to govern student behavior while in school. For example, a student is not to damage or deface school property or participate in fighting, disturbing the peace, congregating in groups threatening violence, or participating in any other misconduct detrimental to any school, its pupils, or its activities. He is not to disobey or be defiant with a teacher or habitually use profanity or be vulgar in speech (KRS 158.150 and 443.480). Sanctions for failing to comply with these rules may result in the student being suspended from school for up to three days.

School district boards of education may make additional rules and apply sanctions in differing ways in order to control student

behavior. For example, the Spencer County Board of Education has implemented a Dress Code to govern both the student's and the teacher's appearance while in school. Included in this code are the following specifics:

"Female students and teachers are to wear dresses no shorter than the finger tip length when standing upright with fingers extended (teachers and employees' dresses shall be knee length or slightly above), and are not permitted to wear hot pants, shorts, excessively tight pants or dresses or any type of "tacky attire." Male students and teachers are to wear shirt tails inside the pants and belts with pants designed for belts. Not permitted are seethrough mesh shirts, faded frayed jeans, sandals without socks or other wearing apparel that is 'sloppy and not becoming to school dress.' Beards, headbands, long mustaches or extreme hair styles are also prohibited. The hair must be no longer than the top of dress shirt collar in the back and $\frac{1}{4}$ inch above the eyebrows in the front. Sideburns shall not be wider than two fingers and not below the ear lobe."

The Board has also implemented a policy that prohibits married students from participating in "extra curricular activities of the school that does not impair the student from receiving a high school education or graduation." The manifest reason for this rule is to discourage students from becoming married while in school.

Infractions of the established rules are dealt with by the teacher or administrator who observes the infraction. A reprimand, additional classwork (usually written assignments) or a paddling are the most commonly applied sanctions. In extreme situations the student is taken or sent to the principal who reprimands, paddles and occasionally suspends students. Infractions to the Dress Code normally result in the student

being sent home to change clothes or to the barber shop for a haircut. When corporal punishment is used, teachers are cautioned to administer the punishment in the presence of at least one other teacher for protection against possible legal suits.

In the Jefferson County School District there is no specified dress code, nor is there a rule prohibiting married students from participating in extra curricular activities. Administrators in the comparative school indicated that it would be impossible to initiate dress regulations because teachers, students and parents do not believe this should be a responsibility of the school. Instead, a general reference is made to appearance in one of the school rules which reads:

"The principal, staff, student body and community at large should be alert to appropriate dress, personal appearance and grooming in terms of the varied situations in which the school community operates. Extremely exaggerated or immodest modes of dress and personal appearance will be dealt with by the principal on an individual basis in consultation with parents and other as needed. Problems that cannot be resolved in this way are to be referred to the Department of Student Problems".

In the comparative school, infractions of established rules are dealt with first by the teacher. In severe or repeated misconduct situations the student's counselor is contacted to assist in solving the problem. If no solution can be reached through this avenue the student is taken to the assistant principal and here the problem is either resolved or the student is referred to the Department of Administrative Problems at the Jefferson County Education Center.

Both the counselor and the assistant principal keep a written record of all discipline problems and refer to that record when a student repeatedly breaks the rules. As explained, this is necessary because of the large student enrollment and the impossibility of knowing each student by name. Corporal punishment is rarely, though occasionally, used and is not encouraged by school administrators. In the Rules and Regulations of the Jefferson County Public Schools certain guidelines are established for the use of corporal punishment:

"If corporal punishment is administered, it should be with the full understanding of all concerned, including the child. Corporal punishment must never be administered except in the office of the principal either by the principal in the presence of the teacher, or by the teacher in the presence of the principal. The teacher should do well to remember that corporal punishment is only one of many disciplinary devices, and that it frequently is the least effective in achieving lasting results."

There is scanty data available regarding student characteristics in both school districts, but in Table XII on the following page four variables are contrasted which provide a general picture from which differences may be noted. First, as the economic statistics provided before would indicate, the percentage of children who come from 'economically deprived' families is 10 percent higher in Spencer County. Second, more Jefferson County students remain in school until graduation than do in Spencer County. The student drop-out rate, in other words, is 18 percent higher in Spencer County. Third, more students in Jefferson County proceed to college following graduation than do in Spencer

County. Of the 73 percent who complete high school, 47 percent continue their education by attending college. In Spencer County 23 percent of the secondary school graduates go on to college. Lastly, 22 percent of the ninth graders in Jefferson County enter college on completing high school than do in Spencer County.

TABLE XII
STUDENT CHARACTERISTICS

<u>Category</u>	<u>Jefferson Co.</u>	<u>Spencer Co.</u>
1. Percent of 'Economically Deprived' Students	8	17
2. Percent of Ninth Graders Completing High School	73	55
3. Percent of High School Graduates Who Enter College	47	23
4. Percent of Ninth Graders Who Enter College	34	13

A questionnaire was administered to Spencer County Secondary school students to acquire data regarding their intentions on leaving school and their occupational aspirations. Although comparative data is not available, the questionnaire results are useful in supplementing the description for Spencer County.

TABLE XIII

STUDENT INTENTIONS ON LEAVING SCHOOL
SPENCER COUNTY

<u>Category</u>	<u>Males</u> (N=178)	<u>Females</u> (N=158)
1. To College (Percent)	35	24
2. To Vocational School	7	9
3. To Work	57	51
4. Marriage	-0-	15
5. Undecided	-0-	1

TABLE XIV

STUDENT OCCUPATIONAL ASPIRATIONS
SPENCER COUNTY

<u>Category*</u>	<u>Males</u> (N=173)	<u>Females</u> (N=150)
1. Professional (Percent)	32	35
2. Manager/Administrator	3	1
3. Sales	2	6
4. Clerical	1	41
5. Craftsmen	32	9
6. Operatives/Manufacturing	5	7
7. Farming	20	-0-
8. Transport	6	-0-
9. Service Workers	-0-	2

*Categories follow the classification used by the U. S. Census Bureau.

Activities

Administrators, teachers, and students engage in numerous structured and unstructured activities within the institutional setting, only a few of which will be mentioned here. Obviously it is beyond the scope of this report to either compare pedagogy or the non-structured activities which abound in the school. Rather, attention will be focused on a general description of recurrent activities in which the institution's personnel participate.

Non-Curricular. The Boards of Education and their respective administrative staffs are principally concerned with the day-to-day operation of the school. A primary difference in the activities in which they engage is quantitative, not qualitative. From a review of Board meeting minutes in the two school districts it was found that Board activities largely involve approving the recommendations of the superintendent in the employment and dismissal of professional and non-professional personnel, in constructing physical improvements, and in approving bid items for such necessary materials as lunchroom supplies, textbooks, sporting equipment and the like. The quantitative difference is a result of the size of the overall school operation. For example, where the Spencer County Board of Education will employ eight new teachers at the beginning of a new school year, the Jefferson County Board will employ 300 new teachers.

There is a qualitative difference, however, in the non-routine matters handled by the Boards. From the review of the minutes, it was

found that the Jefferson County Board must contend with racial desegregation problems, professional negotiations with teachers over salaries and personnel policies, complex legal and financial problems, and problems of communication with other county institutions and individuals. On the other hand, the Spencer County Board contends with such non-routine matters as extending bus routes, revising personnel policies, controlling student dress and behavior, and handling specific complaints made primarily by parents who have children in school.

Formal contact between administrators and teachers differs in the school districts. In Jefferson County the principals conduct frequent teacher meetings to discuss problems and to make announcements. In Spencer County the superintendent conducts monthly meetings for basically the same purposes.

Teachers in the two school districts are principally concerned with the particular subjects they teach for which they must prepare daily. Their involvement with students leaves little time with which to engage in additional activities. Teachers in both school districts do, however, belong to local, state and national professional organizations. Local meetings are held monthly and the majority of teachers attend the state teacher's meeting held each year. There is a difference in the activities in which teachers engage on the district level. In Jefferson County the teacher's association, which represents over 3,000 teachers, is highly organized and is active in protecting teacher rights on both the county and state levels. Moreover, teachers are frequently

involved by administrators in making decisions which affect their interest as, for example, when they were requested to participate in making recent curriculum reforms on the county level.

The Spencer County teachers are loosely organized and are more concerned with school management problems. Younger teachers in particular would like to press for salary increases, more liberal personnel policies, and better working conditions in general, but lack a wide enough base of support and the authority to effect change in this direction.

Curricular. The manifest purpose of schooling is to provide learning environments for students which are intended to modify ideas and behavior. This is accomplished primarily by providing courses in which the student enrolls and from which he earns credits which lead to graduation. In addition to the required courses, the student is permitted to enroll in elective courses which the local school districts provide. In comparing the two school districts, therefore, our interest will focus on the range of courses available to students which extend beyond the State requirements.

The Kentucky State Department of Education requires a student to complete successfully 18 'credits' in order to graduate from high school. Eleven of these credits are obligatory and seven can be chosen from the alternatives made available. Completing the teacher's requirements for a particular course for one school year gives the student one credit in all but physical education courses. The State required courses and credits are as follows: English and literature (4 credits); mathematics (2 credits); science (2 credits); health and physical

education (1 credit) and social studies (2 credits, one of which must be American History).

In addition to the 11 state required courses, Jefferson County students are required to earn two credits in the basic subject areas of English, foreign language, mathematics, science, and social studies. The student is thus left with five credits of electives. In Spencer County the student is required to earn one credit in American Government in addition to State requirements, leaving six electives he may take.

In Table XV beginning on page 53, the various subjects and courses offered in the two school districts are compared. The curriculums are listed because of the striking differences that are present, the more obvious ones of which are as follows:

1. With regard to the required courses, Jefferson County students have a much wider range from which to choose. Moreover, a number of the courses are graded according to the level of difficulty and the student is guided into those courses which more closely reflect his interests and abilities. In Spencer County the student has few choices to make in satisfying the basic requirements. He must enroll in the few survey courses which are not graded according to difficulty and in which all students, regardless of academic ability, are combined.

2. The Jefferson County student is offered a variety of vocational preparation courses from which he may choose. Any qualified student may also enroll in the State operated Jeffersontown Area Vocational

School while attending secondary school and may receive a special degree in one of the vocations while at the same time earning the high school degree.

Vocational education has not been emphasized in Spencer County except in the agricultural field. More than one half of the boys enroll in vocational agriculture at some time during their high school tenure and many boys enroll for all four years. Girls are given the choice of enrolling in four years of home economics courses. During the 1971-72 school year 58 percent of the secondary school students in Spencer County enrolled either in vocational agriculture or in home economics.

In 1970, the Spencer County school established a linkage with the Jeffersontown Area Vocational School and bussed approximately 20 students each day there during the 1971-72 school year. Prior to this, however, there were few opportunities for vocational preparation other than in agriculture.

3. Jefferson County students have the option of taking a variety of courses directed toward individual creative expression, art and music being the two major examples. Also, students with learning and physical handicaps are provided special training in academic, occupational, and social skills. The manifest goal of these courses is to prepare the individual with special problems for job placement and for participation in the urban society he will enter on leaving school.

There have been few courses available for Spencer County students which focus on individual creativity. As previously noted, an art room and a music room are presently under construction, but as yet no teachers have been employed to teach these subjects. Moreover, students with

learning difficulties are not differentially treated in school, and no special classes are available for the physically handicapped student. Students with mental or physical handicaps are enrolled in normal classes if they choose to attend school. Students who are unable to achieve academically are either retained in the same class from year to year or are passed from one grade to the next with the recognition that little can be done to improve academic ability.

The curriculum in the Jefferson County School District is continually being modified. For example, a complete revision was recently made to ensure that curricular content is closely correlated within each subject and between schools. This revision was made necessary due to the adoption of an innovative attendance schedule. The Equal Quarterly Plan divides the school year into four quarters and a student chooses any three quarters in which to attend. In the past, one teacher taught the same class for the duration of the school year, but under the new program the same class is taught in three separate courses, and it is unlikely that a student will have the same teacher for each section. In addition, new courses are being added each year and old ones deleted. The Jefferson County Board of Education employs a curriculum director who, among other things, "...initiates and coordinates curriculum development" for all grades. Innovations are also frequently implemented in the school program. The Associate Superintendent for Instruction publishes each year a list of the innovations that are being tried in the school system. In the August 1971 publication, 25 innovations were

described as being in operation in the various schools in that district.

In Spencer County the curriculum has been very much the same from one year to the next. The only significant changes noted in recent years were the sending of students to the vocational school and the introduction of an advanced mathematics course. The small student enrollment and the lack of financial resources are pointed to as being the principal reasons why innovations are not encouraged in that school district.

Extra-curricular. In both school districts activities are available for students which are conducted after school hours and on a voluntary basis. These extra curricular activities are of two types: athletic or competitive sports and student organizations. The athletic program is conducted by physical education instructors, and the student organizations are primarily conducted by the students with the assistance of a faculty advisor.

In Table XVI, beginning on page 62, the extra-curricular activities available for students in the two schools are contrasted. The most obvious differences can be listed:

1. With the exception of football, Spencer County has all of the competitive team sports listed for the Jefferson County school. The notable difference between them is that Spencer County has only one of the individual sports and offers none of the sports activities for girls.

2. Jefferson County students are organized on the school level into what is termed the Student Council. In this democratically run organization, prospective student officers campaign for four leadership

positions and are elected by the entire student body to represent its interests. Approximately 125 class officers join with the four elected officers to comprise the school's student council. For the 1971-72 school year the Student Council in that school sponsored such activities as a rock music concert, food baskets for needy families at Christmas time, a school information booklet for new students, and a Christmas dance. In Spencer County there is no school-wide student government organization, but the various classes elect their class officers, who plan class activities.

3. Ten of the differences with regard to student organizations can be explained in terms of the differences in curricular offerings in the two schools. In other words, there is no Spanish Club in the Spencer school because Spanish is not offered as a subject, and there is no art club because of the same reason.

4. Students in the Jefferson County school communicate with each other through a newspaper published monthly by 29 students. This newspaper contains information about school activities and serves as an avenue through which students may publish their creative works. There is no such means of communication among students in the Spencer County school.

5. The two most important extra-curricular activities in Spencer County are the Future Farmers of America and the Future Homemakers of America organizations. Both enjoy widespread student participation and are the most active student organizations in the school. During the

1971-72 school year 58 percent of the secondary school students participated in one of these organizations.

The Future Farmers of America chapter is currently recognized as being the best chapter in its Federation consisting of 13 counties and is recognized as one of the better chapters State-wide. The Future Homemakers of America likewise is recognized as having an outstanding chapter in its own federation.

The Future Homemakers of America chapter in the Jefferson County school has fewer than 30 members and does not enjoy the regional recognition as is the case with the Taylorsville chapter. There is no Future Farmers of America organization in all of Jefferson County.

TABLE XV

COMPARISON OF CURRICULAR OFFERINGS

<u>Subject</u>	<u>Jefferson Co. School</u>	<u>Spencer Co. School</u>
1. English	Intro. to Basic Composition Skills	English I
	Developing Effective Composition Skills	English II
	Linguistic Review of English Grammar	English III
	Insuring Success Using Study Skills	English IV
	Acquiring Reading Skills in English	
	Exploring Life Through Literature	
	Probing Life Through Literature	
	Experiencing Life Through Literature	
	Vocational English	
	A Literary Experience Through Types: Short Story and Novel	
	Drama and Poetry	
	A Literary Experience through the Mass Media	
	Folk Tales and Legends	
	Developing Advanced Vocabulary Skills	
	Occupational Experiences in English	
	Communication in Print (Journalism)	
	Communication in Film	
	Communication in Radio and Television	
	Introduction to Drama	
	Developmental Reading	
	Minority Voices (Ethnic Literature)	
	The Short Story	
	Our American Heritage	
	Contemporary American Literature	
	The American Novel	
	Introduction to Science Fiction	
	Introduction to Poetry	
	Writing Seminar	
	Contemporary Composition (Research Techniques)	
	Creative Composition	
	Theatre Arts	
Modern World Literature		
Self-discovery through Great Books		
Modern English Literature		
Our English Heritage		

(Table XV continued)

<u>Subject</u>	<u>Jefferson Co. School</u>	<u>Spencer Co. School</u>
(English continued)	The Pen of Shakespeare Three Cities Classical Themes in Western Culture & Thought Judeo-Christian Heritage The Modern Epoch	
2. Foreign Language	<u>French</u> Elementary Vocabulary & Speech Patterns Development of Vocabulary & Speech Patterns Vocabulary and Speech Patterns Basic Skills I (Listening, Speaking, Reading & Writing) Basic Skills II Basic Skills III Conversation and Composition Tour de France Reading for Pleasure Advanced Grammar Survey of French Literature from Chanson de Roland through 17th Century Survey of French Literature 18th Through 20th Century France Across the Centuries	French I French II
	<u>Spanish</u> Fundamental Conversational Skills Conversational Skills Elementary Vocabulary & Speech Patterns Development of Vocabulary & Speech Patterns Vocabulary and Speech Patterns Basic Skills I, II, and III (Listening, Speaking, Reading & Writing) Latin American Literature and History 15th through 18th Century 19th Century Latin American Literature and History	None Available

(Table XV continued)

<u>Subject</u>	<u>Jefferson Co. School</u>	<u>Spencer Co. School</u>
(Foreign Language Continued)		
	20th Century Latin American Literature & History The Aztecs, Mayas and Incas Early Spanish Literature The Golden Age of Spain 19th and 20th Century Spanish Literature and History Survey of Spanish Art	
	<u>German</u> Basic Aural-oral German Development of Vocabulary & Speech Patterns Basic Skills I, II, III, (Reading, Understanding, Speaking and Writing) Cultural History to 1700 Cultural History from 1700-1940 German Conversation and Vocabulary Intro. to German Literature German Literature Grammar, Composition & Vocabulary	None available
	<u>Latin</u> Language Patterns I Patterns and Reading Roman Culture Language Patterns II History of Latin Literature The Gallic Wars The Roman Historians Roman Comedy Ovid Vergil I Vergil II Cicero I Cicero II Independent Study	None available
	<u>Russian</u> Fundamentals of Russian I, II, and III	None available

(Table XV continued)

<u>Subject</u>	<u>Jefferson Co. School</u>	<u>Spencer Co. School</u>
(Foreign Language continued)		
	Basic Skills I, II, III (Reading, Understanding, and Writing) Conversation and Composition Contemporary Literature' Contemporary Literature, Conversation and Composition Advance Contemporary Literature, Composition II and III	
3. Science	Intro. to Physical Science Electromagnetic Energy, Forces and Motion Simple Mechanics Wave Motion and Energy Intro. to Biology Intro. to Plants Intro. to Animals Ecology and Man as a Consumer Intro. to Chemistry Intro. to Physics Earth and Space Science Science in Industry Foundations of Chemistry Chemical Dynamics Chemistry of Important non-Metallic Elements Modern Concepts and Applications of Chemistry Semimicro Qualitative Analysis Intro. to Mechanics Heat and Nuclear Physics Wave Motion and Optics Electricity and Electrical Effects Field Biology and Ecology Biochemical Processes and Functions Microbiology - Genetics and Lab Techniques	General Science Biology Chemistry Physics
4. Mathematics	General Math I & II Fundamentals of Math	General Math I & II Algebra I & II

(Table XV continued)

<u>Subject</u>	<u>Jefferson Co. School</u>	<u>Spencer Co. School</u>
(Mathematics continued)	Pre-Algebra Elementary Algebra Intermediate Algebra Practical Mathematics Geometry Analytic Geometry Trigonometry Probability & Statistics Elementary Functions Calculus	Geometry Advanced Math
5. Social Studies	Youth and the Law Social Issues Intro. to Geography Anthropology European Area Studies Nature of Revolutions 10th Century Conflict Rise of Western Europe Biography and History Democracy in Motion Development of American Foreign Relations Changing Patterns of American Society Social Problems Social Institutions Black Studies Political Behavior Political Structures Intro. to Psychology Personality and Behavior Comparative Economic Systems Russian History Latin American Studies Asian Studies Personal Economics Comparative Political Systems	Civics World History American History American Government Sociology/Economics
6. Business	Intro. to Business Typing I Business Math Economics of Distribution	General Business Bookkeeping Typing Shorthand

(Table XV continued)

<u>Subject</u>	<u>Jefferson Co. School</u>	<u>Spencer Co. School</u>
(Business continued)		
	Typing II	
	Business Law	
	Adding & Calculating Machines	
	Duplicating	
	Advanced Office Machines	
	Machine Transcription	
	Accounting I	
	Office Production	
	Shorthand I	
	Principles of Business Organization and Management	
	Retail Merchandising	
	Accounting II	
	Shorthand II	
	Business Communication	
	Office Production II	
	Records Management	
	Office Procedures	
	Specialized Office Typing	
	Comparative Office Practice	
	Distributive Education Cooperative	
7. Industrial Arts		
	Introductory Industrial Arts I	None available
	Introductory Industrial Arts II	
	Power Mechanics	
	General Metals I	
	General Metals II	
	Electricity	
	Electricity/Electronics	
	General Drafting I	
	General Drafting II	
	Architectural Drafting	
8. Home Economics		
	Today's Teens	Home Economics I
	Teenage Consumers	Home Economics II
	Beginning Clothing	Home Economics III
	Basic Food Preparation	Home Economics IV
	Understanding & Guiding Children	
	Creative Interiors	
	Intermediate Clothing	
	Means for Moderns	
	Looking Toward Successful Marriage	

(Table XV continued)

<u>Subject</u>	<u>Jefferson Co. School</u>	<u>Spencer Co. School</u>
(Home Economics continued)		
	Decorative Textiles Gourmet Foods Preparation for Parenthood Consumer Education Housing - Today and Tomorrow Advanced Clothing Basic Food Preparation for Family Living	
9. Physical Education	Required Health & P.E. for Boys and Girls Advanced Physical Education for Boys and Girls Anatomy & Physiology I Anatomy & Physiology II Anatomy & Physiology III	Required Health & P.E. for Boys and Girls
10. Instrumental Music	Mixed Instruments Techniques Beginning Band Beginning Strings Junior Band Marching Band Marching Band - Brass Marching Band - Reeds Advanced String or Full Orchestra I, II, and III.	None presently available
11. Vocal Music	Beginning Girls Chorus Beginning Mixed Chorus Experienced Mixed Chorus Advanced Girls Chorus Advanced Mixed Chorus Male Chorus I, II Theory I, II Music History & Appreciation	Advanced Chorus
12. Art	Discovering Design Express Yourself in Drawing and Painting Finding Form in Space Creative Crafts	None Presently Available

(Table XV continued)

<u>Subject</u>	<u>Jefferson Co. School</u>	<u>Spencer Co. School</u>
(Art continued)	Becoming a Printmaker Design for You Involvement in Art Drawing & Painting Experiences Ideas into Shape Printing Techniques You and Art Perception and the Line Drawing Concepts of Color-Painting Experiments with Form Extention in Art - Printmaking Developing Art Images - Drawing & Printmaking or Photography Communication with Color-Painting Exploration of Form - Sculpture Involvement with Ceramics Advanced Drawing Advanced Printmaking Advanced Painting Advanced Sculpture Advanced Ceramics Honors Drawing Honors Painting Honors Printmaking Honors Sculpture Honors Ceramics Involving Crafts	
13. Driver Education	Driver Education	Driver Education
14. Special Education	Special Classes for Grades 9, 10, 11, and 12 Reading Social Learnings Conservation and use of money and materials Occupational Competency Academic Competency Home and Family Responsibilities	None available
15. Marine Corps Junior	Reserve Officer Training Corps Leadership Leadership Educ. I, II, III, IV	None Available

(Table XV continued)

<u>Subject</u>	<u>Jefferson Co.School</u>	<u>Spencer Co. School</u>
16. Vocational*	Commerical Foods	Agriculture I
	Graphic Arts Printing	Agriculture II
	Welding	Agriculture III
	Masonry	Agriculture IV
	Horticulture	
	Health Occupations	
	Refrigeration & Air Conditioning	
	Machine Shop	
	Auto Mechanics	
	Auto Body Repair	
	Mechanical Drafting	
	Architectural Drafting	
	Radio and Television Repair	
	Office Machines Repair	
	Business Data Processing	
	Agricultural Machinery	

Vocational courses are available to any qualified student in the Jefferson County school. The student spends a portion of the day in regular classes and the other portion at the Jeffersontown Area Vocational School.

*Approximately 20 students from the Spencer County school may attend the same school and enroll in any of the above mentioned courses. Transportation is provided to and from the school each day.

TABLE XVI

COMPARISON OF EXTRA-CURRICULAR ACTIVITIES

<u>Activity</u>	Jefferson Co. School		<u>Type</u>	Spencer Co. School	
	<u>Present</u>	<u>Absent</u>		<u>Present</u>	<u>Absent</u>
1. Athletics					
Varsity Football	X		Team		X
Jr. Varsity Football	X		Team		X
Baseball	X		Team	X	
Varsity Basketball	X		Team	X	
Jr. Varsity Basketball	X		Team	X	
Cross Country	X		Indiv.	X	
Junior Varsity Cheerleaders	X			X	
Varsity Cheerleaders	X			X	
Girls Track	X		Indiv.		X
Boys Track	X		Indiv.		X
Wrestling	X		Indiv.		X
Golf	X		Indiv.		X
Tennis	X		Indiv		X
Gymnastics	X		Indiv.		X
Intramurals Boys	X		Team & Indiv.		X
Intramurals Girls	X		Team & Indiv		X
Jr. Varsity Baseball	X		Team		X

(Table XVI continued)

<u>Activity</u>	<u>Jefferson Co. School Present</u>	<u>School Absent</u>	<u>Spencer Co. School Present</u>	<u>School Absent</u>
2. Organizations				
Student Council	X			X
Beta Club	X		X	
Student Newspaper	X			X
Pep Club	X		X	
Girls Drill Team	X			X
Yearbook	X		X	
Drama Club	X		X	
Debate Club	X			X
Chess Team	X			X
Art Club	X			X
Future Homemakers of America	X		X	
Future Farmers of America		X	X	
Future Teachers of America	X			X
Future Business Leaders of America	X			X
French Club	X		X	
German Club	X			X
Latin Club	X			X
Spanish Club	X			X

(Table XVI continued)

<u>Activity</u>	<u>Jefferson Co. School Present</u>	<u>School Absent</u>	<u>Spencer Co. School Present</u>	<u>School Absent</u>
Marching Band	X			X
Concert Band	X			X
Stage Band	X			X
Key Club	X			X
Russian Club	X			X
Library Club	X		X	
Garden Club	X			X
Distributive Educ. Club of America	X			X
Jr. Red Cross	X			X
Respect for America Club	X			X
Y-Teens	X			X
Good News Club	X			X

Institutional Linkages

In the foregoing description of the two school districts linkages between the school and other institutions have been mentioned. The school district, for example, is legally and financially linked with the federal, the state and the county governmental institutions. The state governmental institution, to an extent already described, legally regulates the financial resources, the employing of personnel, the curricular activities, and the structure and organization of school districts in Kentucky. Federal and county governmental institutions are also financially linked to the school districts as was described.

As a public institution, however, the school is accountable to its constituents on the district level and the manner in which it accounts for its activities varies between the two school districts being compared. Some of these differences can be briefly described.

Jefferson County. The Jefferson County Board of Education is accountable on the county level to a large heterogeneous population. As has been noted each board member represents approximately 139,000 persons. Because of this, the Board is frequently called on to account for its financial, legal, and other school-related actions. Numerous interest groups such as the Kentucky Civil Liberties Union, the news media, the national and local teachers' associations, the Parent Teachers Association, citizens' committees, and other parental groups with special interests such as mental retardation and the gifted

child, approach the Board of Education and school officials with matters which pertain to their particular interests. The Jefferson County school system is, in other words, accountable to a wide variety of interest groups and is frequently pressed to justify its actions.

Formal linkages have been created to deal with such interest groups, some of which will be listed at this point.

1. A Department of Information operates out of the central office and was established to assist individuals and institutional representatives who have questions regarding any aspect of the school program. In addition to its information providing service, this Department functions to link the individual with other administrative departments in the school system if adequate answers to questions cannot be supplied.

2. A Director of School-Community Relations is employed who works with county and local PTA's, Citizen's Committees and other community institutions to promote better school-community understanding. He also serves as a liaison with the news media, supervises the development and production of reports, information booklets, and leaflets designed to provide information about the operation of the school program, arranges and conducts tours of the main Education Center and the school system, and exchanges information with other school systems.

3. In addition to the publication of the above mentioned booklets and leaflets, a newspaper is published quarterly and is sent to parents which contains information regarding the financial condition of the school as well as information about its innovative programs and normal activities.

The Report Card is published by an independent publisher; yet it is the official publication of the Jefferson County Board of Education.

4. A Department of Research plans, develops, and coordinates a variety of research projects, the results of which are made available to the public. One such publication coming from this Department is the Annual Statistical Report which reports on such topics as the organization of the school system, salaries, teacher and pupil characteristics, school activities, and finances. The School District is also compared with other school districts on the State and National levels in selected categories.

5. Particular schools publish their own newsletter explaining school programs and advising parents of coming events. In the comparative school, a newsletter is published monthly by one of the several parent organizations associated with the school. The Parent Teacher Association, the Band Parents' Club, and the Booster Club are all parent organizations that work for the 'betterment' of the school and serve as linkages between the school and the parents. In addition to filtering information about the school to parents, these institutions are involved in raising money for special projects associated with the school and in sponsoring activities on the school level which lend support to the overall school program.

6. Due to the demand for accountability, the Board of Education has formalized its relationship with constituents who desire to express complaints directed at the school program. Individuals or institutions

with such complaints are encouraged to resolve their problem first with school administrators, but if unable to do so are asked to file a written request to be placed on the Board meeting agenda well in advance of meeting dates. If persons desire to speak at board meetings on issues which do not require statistical background or research information, they are asked to complete a form requesting an appearance, giving a summary of the subject they wish to speak about. Only in this way may a citizen formally address the Board of Education.

Spencer County. In Spencer County the linkage between the school and the community is somewhat different. This is so, partly because of the comparatively small population it has to contend with, but more importantly because of the few interest groups or institutions in the county that demand accountability of the school. The only county institution which currently deals directly with the school is the Parent Teacher Association, and its influence in the community is presently minimal. Its meetings are sparsely attended and its activities focus on such projects as assisting with student health records and sponsoring an annual open-house night at the school.

This is not to say that the community is homogeneous and is in complete support of the school program. On the contrary, there are many and varied complaints coming from a wide spectrum of the community, but presently there are no county institutions that wield influence on decisions made regarding the school program.

Because of this absence of interest groups, there are no formal linkages established between the school and the community and little

is done to communicate the school program to the public. What communication that does exist comes either by messages being carried to parents by students or by an occasional article in the local newspaper announcing approaching events or reporting on the school's financial status.

Persons who desire to approach the Board of Education with a question or complaint simply show up at the Board meeting and are given a chance to speak at the beginning of the meeting. Board meetings are held in a small conference room adjacent to the superintendent's office which restricts the number of outsiders who can be in attendance. In fact, only rarely does a citizen attend a Board meeting in Spencer County unless he has a particular problem or question, and on such occasions he presents his petition to the Board and is dismissed following the dissolution of his item of business. There are no formal barriers to attendance of Board meetings by the public since they, by law, are required to be open, but informally barriers such as the size of the meeting room and the manner in which complaints are handled are erected.

In summary, there are few formal linkages between the school and the community in Spencer County, and few county residents ever engage in a formal relationship with school administrators or the Board of Education. Presently the Board and its administrative staff are able to manage individual complaints by dealing directly with individuals on a personal basis outside the formal institutional setting.

IV PERCEPTIONS OF THE PURPOSES OF PUBLIC EDUCATION: THE CUSTOMARY CHARTER

In this section of the report the preceding description will be related with perceptions people share regarding the purposes of formal schooling in the two school districts. The model being used to compare school districts includes the customary charter which refers to shared ideas which define the common aims and which also determine the personnel and the norms of conduct for the institution. The shared perceptions, therefore, determine in a large part the program of education implemented in a given school district. Yet in the description it was found that school districts in Kentucky are not autonomous. The influence and control originating on the State level establishes a clearly defined legal framework within which they must operate; but it was also found that school districts are given considerable latitude in implementing programs of education within this legal framework and do, in fact, have quite different programs. The perceived purposes of public education operant in the two school districts can be utilized in explaining some of the differences in the educational programs that were described.

Jefferson County

It is recalled that Jefferson County is the most densely populated and fastest growing urban center in Kentucky. One fifth of its population is comprised of non-native Kentuckians, and nearly one third has lived less than twenty years in the county. The heterogeneous, constantly changing society is oriented to an industrial economy and its multifarious

economic and service institutions. Shared desirable elements in the society focus on the economy and its material amenities as well as on the individual's achievement and social adjustment to a highly impersonal urban life style.

Public education in Jefferson County reflects the network of values which characterize urban society, and the Board of Education has made explicit the purposes of public education which serve as a general guideline for conducting its educational program. In this 'philosophy of education' are contained value statements which are indicative of values shared in the wider urban society, not the least being that underlying purposes should be made explicit in response to the public demand for institutional accountability. The Jefferson County 'philosophy of education' reads as follows:

"We believe...

That every person is of worth, is endowed with human dignity, is unique and has a right to the opportunity to realize his own potential. That the freedoms guaranteed by the Constitution and the "Bill of Rights" are essential to the perpetuation of a democratic society, and that all persons need to understand the privileges and responsibilities of a citizen.

That self-realization, human relationships, economic efficiency and civic responsibility are essential to the full development of the individual. That since we believe in a rapidly changing world, all persons should be prepared to accept change and to meet unknown challenges by developing a firm foundation upon which intelligent judgment might be based. That since change is inevitable, our philosophy must constantly be re-evaluated."

In this statement emphasis is placed on the individual and his uniqueness, potential and rights as correlated with the privileges and

responsibilities of being a member of the larger urban society. Essential to the development of the individual is self-realization, economic efficiency, an acceptance of change, intelligent judgment and civic responsibility, all conceptions of the desirable which are perceived as prerequisites in adapting to the largely impersonal urban society, all of which are interrelated.

The manifest purpose of public education is to formally assist the individual in making the transition from the social world of the family to the economic and social world of urban society. Abstracting from the explicit philosophy and from the description already provided of the school district, it is hypothesized that three interrelated purposes serve as the foundation on which the educational program is implemented. The characteristics and achievements desired for the individual cluster around these purposes: 1) economic efficiency; 2) self-realization; and 3) civic responsibility.

Economic Efficiency. The most explicit purpose of the school in Jefferson County is to prepare students to enter the urban economy by training them for specific vocations or by assisting them in making the transition from secondary school to college. The emphasis placed on vocational training is obvious in the curriculum. Twenty-four courses are offered in business including such specifics as business law, office production, and records management. Ten courses are offered in industrial arts, seventeen occupations are taught including such specific skills as graphic arts and masonry, and the vocationally inclined student may enroll in subjects such as vocational English, photography, communication

in radio and television and in other content areas which are designed to prepare the student for employment on leaving school. Also, special programs are provided the mentally retarded and the physically handicapped students with the purpose of preparing them for becoming economically productive members of the urban society.

The emphasis on vocational preparation has increased considerably in the past ten years not only in Jefferson County but in the nation as well. It is recognized by school officials and students that income in the skilled trades are frequently as high as or higher than the income a college graduate earns and that not every student has the ability nor the proclivity to attend college. During the past ten years the Jefferson County School District has developed a broad vocational program to meet the needs of students who will enter the work world on leaving school.

There continues, however, to be an emphasis placed on attending college. The fact that 47 percent of the high school graduates enter college attests this emphasis. The curriculum includes numerous courses designed to motivate students to develop special interests that will be beneficial when attending college. Advanced courses in English, mathematics, foreign languages and social studies are offered with college preparation as an objective. A student may be introduced to subjects such as probability and statistics, research techniques, chemical dynamics, semimicro qualitative analysis, social problems, anatomy and physiology and early Spanish literature before he begins college. Additionally, the curriculum is structured in such a way that by the time the student enters college he is already familiar with "registering for courses" and

attending classes for "quarters" instead of the traditional nine month period.

The vocational and college oriented curriculum is supplemented by a variety of supportive services designed to assist the student in making the transition from school to the vocations or to college. Guidance counselors assist the student in deciding for himself which he prefers -- the vocations or higher education -- and the student's program of instruction is oriented to the choice he makes. If he chooses the vocation route, he is directed into a particular trade in which he has both an interest and an ability. If, on the other hand, he chooses college, he is encouraged to enroll in specific courses that will best prepare him for academic success. In either case, the student has access to "information centers" which function to assist him in securing a particular job or in selecting a college to attend.

Self-Realization. Economic efficiency, though very important, is not perceived as being sufficient for successful participation in an urban society. In Jefferson County it is ideally perceived that each individual is "unique and has a right to the opportunity to realize his own potential" not only in terms of economic efficiency but also in terms of the individual's "self-realization." This emphasis is also manifest in the curricular and extra-curricular activities provided the student. The variety of music and art courses offered as well as the individual sports and student organizations made available are directed to developing the individual's creative and physical resources. The values manifest in these activities are oriented to personal achievement

and individual resourcefulness, perceived prerequisites for successful participation in urban society.

The orientation toward developing the individual's potential is supplemented by the manifest belief in the 'dignity' of the individual and his constitutional rights. Individual differences are permitted and in some cases are even encouraged. The absence of an explicit dress code is a manifestation of this tolerance for individual differences although extreme divergence from general societal standards is not permitted. Individual differences are more encouraged in academic and vocational areas as manifest in the particularistic courses offered and in the grouping of students on the basis of academic achievement.

Civic Responsibility. The individual is also perceived as being a member of the larger urban society which entails responsibilities that supplement the privileges. Such concepts as "the rights of others" and "democracy" are stressed in the Jefferson County School District. The explicit rules and regulations governing social interaction while in school serve as a basic behavioral framework within which the student is expected to conform. Infractions of these standards for conduct result, more or less, in impersonal sanctions being applied. The logical consequence of breaking the rule is an associated sanction that rarely includes corporal punishment which, if administered, would result in an inconsistency with the "human dignity" value.

Democratic principles are introduced to students through participation in such activities as the student council, the student newspaper,

and the variety of extra-curricular activities which stress leadership and cooperation. The student council most obviously patterns the democratic process. In this activity students campaign for leadership positions and are elected by the student body to represent its interests. In a majority of the organizations made available, students fill leadership positions and ideally cooperate with the interest of the group in mind. Moreover, activities such as the Junior Red Cross, the Future Business Leaders of America, and the Future Teachers of America are perceived as preparatory for responsible participation in an urban society.

Manifestation of Associated Urban Values. In many ways the urban school program is a microcosm of the society that surrounds it. As described, it is a large, bureaucratic institution that is formally organized with explicit job descriptions defining rights, obligations and expected standards for behavior associated with the many positions. Lines of authority are clearly drawn and the impersonal character of the institution reaches particular schools where large student enrollments prohibit a closeness in interpersonal relationships. In the larger schools it is difficult for a principal to learn the names of his staff much less the names of students.

The positive attitude toward change in the institution is manifest in a number of ways. The adoption of the quarterly scheduling innovation and the subsequent revision of the curriculum are the two most notable examples. Several years of study prepared the way for the introduction of the Equal Quarterly Plan, which is unique in Kentucky.

In addition, teachers are expected to accept innovations and are required to return to school periodically to "keep up" with the latest innovations in pedagogy until the Master's degree is earned.

The twenty-five innovations currently being implemented in the school district is an associated indicator of the positive attitude toward change in the urban school district. These innovations no doubt influence the student's and the teacher's receptivity to change since they are more often than not the target for change. Change and flexibility are normative in the urban school district, and the student is frequently required to cognitively modify his patterns for behavior which functions to prepare him for participation in a rapidly changing urban society.

The Jefferson County Board of Education and its administrative staff is able to implement its program of education because county residents provide the necessary financial resources. The level of county support for education in this school district is the second highest of any county school district in Kentucky. The "leeway" money produced locally in addition to State requirements is essential for the development of an educational program consistent with the philosophy of education which guides the educational program. At the same time, the Board of Education must be responsive to a heterogeneous population which frequently demands accountability of its activities. Through the establishment of formal linkages with the community the Board is able to interpret its activities to the public.

Spencer County

Spencer County's economy has been based on agriculture since its formation in 1824. In the past the only occupational alternative to farming or farm-related work was to work in Taylorsville, and until recently the farming community has been by far the most predominant segment of Spencer's population. The life style associated with farming has permeated the county and because of its dominance basic social and cultural characteristics need first be defined as a background for understanding the dominant purposes of education which are operant in the county.

The Farming Community. In brief, being a farmer in Spencer County is a valued and respected occupation, and prestige is given to the individual who is able to wisely utilize the available technology and land resources to produce goods which provide "adequately" for his family, regardless of the number of acres owned.

The immediate and extended family is the basic social organizing institution in the county. Associated with this institution is a community level of social organization based on friendliness and cooperation and the mutual exchange of favors these imply. This is not to say that status distinctions are not made in the county and that conflict is not present. Both are present and are quite distinct, but these values crosscut many status distinctions and serve as a general standard for conduct for participation in the community. Interpersonal relationships

are based on these values, even in business. In this connection, the associated value of conformity to the accepted standards for behavior is present. Deviance in personal appearance or conduct is quickly recognized and verbally disapproved.

In previous years the prerequisites for being a successful farmer and an accepted member of the community were met primarily by informal means. Young children were given farm and household tasks to perform at an early age and were given increasingly difficult tasks as they matured. On occasions formal instruction was required as when a boy was introduced to the technology and techniques of farming or when a girl was taught specific household skills. Instruction normally originated from within the extended family, but neighbors and church friends cooperated with this endeavor both formally and informally.

Prior to World War II socialization into the occupational world took place predominately outside the realm of the school. Young boys learned to raise tobacco, to drive a tractor, to manage a dairy herd, to slaughter swine, and to maintain farm equipment by observation first and later by active participation. Girls learned to sew, to cook, to can vegetables, and to maintain the household in the same manner, and both learned societal standards for behavior by participating in community activities.

The school has occupied an important position in the community in years past, and few people have questioned its implicit objectives. Consequently, there has not been an explicit 'philosophy of education'

underlying public education in Spencer County. Instead an implicit philosophy of education in the rural school district has focused on assisting the family and the community in preparing the youth to enter the agricultural economy and its associated rural life style. Although receiving a high school diploma has not been stressed, a certain amount of formal schooling has been perceived as desirable, and reliance on the school to assist in the socialization of the youth has been increasing in recent years. This reliance on the school to achieve the overall purpose has focused in three major areas: 1) to impart basic skills; 2) to impart knowledge of the wider world; and 3) to reinforce traditional values.

To Impart Basic Skills. Since World War II agricultural practices have dramatically changed in Spencer County as they have elsewhere. To be a successful farmer today requires that one be knowledgeable about the technological and economic changes that continually affect his life. Managing today's farm requires a particular expertise in economics. The national farm market must be closely watched, and careful planning is required to make the farm economically productive. One low-yield milk cow, for example, can eat away at an already small margin of profit, so that meticulous records must be kept and profits and losses carefully evaluated. Unlike in years past, farming today is closely linked with the national economy and requires a high level of expertise. Previously a son could learn all that was necessary to be a farmer from his father,

but this is no longer possible. Farm journals must be read to "keep up" with the latest technological innovations and the farm must be "scientifically" operated. To do this requires skills that parents perceive can best be transmitted by those especially trained to do so. The school is perceived as the place where basic skills of reading, writing, and manipulating numbers may be acquired and is accorded a most important purpose of formal schooling.

To Impart Knowledge of the Wider World. Associated with the increased economic linkage between the farmer and the national economy has come a greater awareness of State and national affairs by the farming community. High level political decisions affect the price of tobacco, the level of crop subsidy and the purchasing power of the dollar. In addition, the farmer is affectively linked with his country. He "believes in America," has fought in its wars and is concerned with social as well as economic nation-wide trends. Consequently, he believes that his children should be knowledgeable about America's history, its political system as well as its geography, and should have an awareness of other countries, especially as they relate to their own. Very often this knowledge is not possessed by the farmer, and even if it is, he perceives that it can best be acquired in the formal setting of the school.

To Reinforce Traditional Values. The farmer lives in a world of economic and technological change to which he must adapt, yet the traditional life style is preferred. This life style includes two related aspects. First, agricultural related occupations are seen as

respectable and desirable, and in the past young people have been encouraged to enter this preferred vocation. Until recently it was expected that a son would enter farming either on his own or in partnership with his father and that a daughter would return to the farm as a farmer's wife. The school was perceived as being responsible for encouraging this preferred cycle. Secondly, the traditional life-style has emphasized conformity to the accepted standards for behavior. Deviance in dress patterns and personal appearance is disapproved and negatively sanctioned. Cooperation is highly desirable and overt conflict and non-cooperation disapproved. Living in a rural setting has demanded a high level of cooperation. A variety of farm tasks has necessitated farmers helping each other as, for example, when planting and harvesting crops. The cooperation theme has functioned as a social protective device against natural elements and against "outsiders." In addition, there is a consistent striving for harmony in interpersonal relations, and individuals who fail to cooperate by persisting in disagreeing with the standards of behavior are not accepted in social interaction networks. Overtly one should agree with the majority point of view although there might be obvious disagreement. Individuals who persist in criticizing the "way things are done" in Spencer County are marginals and are to be looked on with suspicion. A perceived purpose of the school has therefore been to encourage conformity to these accepted standards of behavior.

The educational program in Spencer County largely reflects the

farming community's perception of the purposes of formal schooling. Compared with Jefferson County, the curricular activities provided students are basic and represent the minimum as required by the State. The student has few choices to make regarding subjects to take, and emphasis within the school is placed on teaching students the basic skills of reading, writing, and arithmetic. Teachers are frequently reminded that this is their most important task. Each year achievement tests are administered in the elementary grades to determine student progress with these skills, and teachers are informally evaluated on the basis of how well their students perform on these standardized tests.

Curricular activities which go beyond the basic requirements are perceived as "frills," Music, art, physical education, vocational education, special education and the like are either absent in the curriculum or are de-emphasized for fear they might supercede in importance the fundamental purposes of imparting basic skills and knowledge of the wider world. Innovations in teaching methods are discouraged. Teachers are expected to arrange students in rows facing the blackboard with the teacher in front of the class, and deviance from this traditional class arrangement is discouraged. The teacher is also informally expected not to become involved in administrative matters nor to organize with the intent of initiating change in the school program. "Modern" teaching methods and ideas about formal education which are taught in colleges of education are perceived as barriers to the expected standards of behavior. Teaching is viewed as a service occupation requiring dedication and a motivation to help children, and the teacher is expected

to willingly cooperate with the existing school program and its underlying purposes.

Teachers and students alike are expected to conform with the traditional standards of behavior manifest in the wider community which stress minimizing individual differences in appearance and conduct. The explicit dress code, implemented in response to urban influences which were beginning to be reflected in the appearance of some students and teachers, was designed to curb deviance in appearance. Teachers, moreover, are frequently admonished in formal and informal meetings to discipline non-conforming students within the classroom, in the halls, and on the school grounds.

Academic and status differences are also minimized. Students of varying abilities and interests are combined in the same classes with the intent of obviating the potential influence of socio-economic backgrounds that students bring with them to school. In other words, an attempt is made to minimize the differential treatment of students on the basis of status distinctions recognized in the wider community and on the basis of individual academic ability.

It is expected that students will conform with the established rules and regulations governing behavior and will recognize that the purpose for being in school is to learn basic skills and particular subject matter content. As already indicated, extra-curricular activities are viewed as peripheral and non-consistent with the primary purpose of schooling. The absence of a school-wide student government organization

is a manifestation of this perception. It is believed that students will have time to practice democratic principles once they leave school.

The most popular curricular and extra-curricular activities in the Taylorsville school are Vocational Agriculture, Home Economics and the related Future Farmers of America (FFA) and the Future Homemakers of America (FHA) organizations. From a survey conducted of 96 percent of the secondary school students, 87 percent of the girls and 53 percent of the boys indicated they had participated in one or the other of these activities. These activities are a reflection of the value in the wider community associated with the preferred agricultural related occupations and are recognized both within the school and in the wider community as being an important aspect of the school program. Each year the FFA and the FHA chapters sponsor award banquets which are a highlight of the school year. Parents and influential members of the community are invited to attend, and aside from the graduation exercises and the Junior-Senior Prom, the banquets are the most formal activities sponsored by the school.

The FFA organization emphasizes the value of farming as an occupation and encourages boys to enter agricultural related fields. Its creed exemplifies the rural values to which boys are introduced. In part it reads: "I believe in rural America...in the future of farming (and that) to live and work on a good farm, or to be engaged in other agricultural pursuit, is pleasant as well as challenging..." Boys who participate in the Vocational Agriculture program and in the FFA chapter

learn farming techniques both in theory and in practice. Each boy develops his own agricultural program in conjunction with his father and the agriculture teacher, and keeps records of expenditures and profits realized from his farming activity.

The school also cooperates with the farming community by permitting boys to be absent from school during critical work periods on the farm. Absentee rates are particularly high at the beginning of school when tobacco is being harvested and toward the end of school when it is being planted. Normally, absentees due to farm related tasks are excused.

As in Jefferson County, the Spencer County school program is, in many ways, a reflection of the dominant shared values present in the wider community. The organization of administrators, teachers, and supportive personnel is informal as manifest by the absence of explicit job descriptions. Each staff member is expected to cooperate with the school program by performing tasks as the need arises and not according to a contractual arrangement. Interpersonal relationships within the school are based on the values of friendliness and cooperation and the recognition of status differentials. Overt disagreement is disapproved. The comparatively small student enrollment and teaching staff result in a closeness in interpersonal relations not found in the urban school. Students, teachers, and administrators know each other by name and through long-standing friendship and kinship ties.

As noted, there are few formal linkages between the school and the community. Such linkages are not perceived as necessary by the majority

of county residents and school officials. So long as the school is implementing a program of education that is responsive to the felt needs of the community and that is operated in a fiscally responsible manner, county residents do not interfere with its activities. The fact that the Parent Teacher Association has been able to interest only a small percentage of the total number of parents, and that there are no other interest groups which are concerned with the school are indicators of this lack of a perceived need for institutional linkages. Parents who approach the Board of Education with complaints generally do so on the basis of a perceived mistreatment of their children, and not to criticize the overall school program.

The farming community in Spencer County generally perceives that public education is being conducted in a manner consistent with its perception of what it should be doing. The majority attended public school in this county and are largely unaware of approaches taken to formal schooling in other school districts. They prefer that their children be exposed to an educational setting similar to the one they were exposed to. The traditional approach to public education is preferred, and the present school program generally satisfies the felt needs of the majority of its residents who come from the farming segment of the community.

The Commuting Community. The number of persons engaged in non-agricultural occupations has rapidly increased in the past twenty years. Prior to World War II, farmers in Spencer County were maintaining farms that provided for basic needs. In fact, without mechanized farm

equipment, the size of these family farms was generally as large as the family could properly maintain. Toward the end and immediately following World War II, mechanized farm equipment and intensive agricultural practices were introduced which expanded the number of acres a farmer could properly maintain and greatly increased crop yields. The impact of this change was such that it became more difficult to make the small-acreage farm economically productive, and farmers were faced with the decision to either expand farm size and mechanize, or turn elsewhere for gainful employment.

Beginning in the early 1950's an alternative to farming was made available for Spencer countians. At that time several large industries, including the General Electric and the Ford Motor companies, constructed assembly plants in Jefferson County requiring large numbers of employees. Due to the relatively easy access to these industrial sites, Spencer countians could commute daily to work. The acceptance of this alternative meant that cash could be earned while at the same time the small farm, with mechanized equipment and cooperative work patterns, could continue to be maintained. The popularity of this alternative is manifest in that today approximately 500 Spencer countians commute to other counties daily for gainful employment. In fact, students in the Spencer County High School report that 47 percent of their fathers are employed outside Spencer County and commute daily to work.

Opposition to the school program coming from the commuter segment of the community is directed primarily at the perceived failure of the school to prepare students for entrance into urban occupations.

Although part-time farming continues to be widely practiced and valued, it is recognized that as a full-time occupation the small farm does not produce adequate incomes, and commuters perceive that the school should be more oriented to vocational preparation which would enable their children to secure more desirable urban occupations. There is little disagreement regarding other aspects of the educational program that are currently implemented in the county, because the majority of the commuters were reared in the farming community and share the traditional perceptions of the purposes of public education.

The Professional Community. In Spencer County conflict over the perceptions of the purposes of formal schooling has been most pronounced between those persons in the farming community and those persons employed in professional occupations in Taylorsville. The number of those persons not sharing the traditional view of purposes of public education was sufficiently large 30 to 40 years ago that it was perceived as desirable to splinter Taylorsville for election purposes so as to negate its potential for electing a school board member. The gerrymandering of educational sub-districts in Spencer County insured that the Board of Education remained in the hands of the farming community. Opposition to the present program of education in the county has become more vocal in recent years primarily because of an increase in the number of native and non-native Spencer countians who have tended to accept urban values, including many of the perceptions regarding the purposes of education described for the urban school district. These persons are generally employed in 'white collar' occupations, i.e., professional, administrative

and managerial occupations, either in Taylorsville or in urban centers. They represent a small but vocal minority of the total population. The level of formal education achieved by this segment of the population is higher than that of the farming community or of the commuting community. Their acceptance of urban values is manifest by the frequent trips they make to Louisville for shopping and for entertainment purposes. In a general sense, they are "progress" and change oriented and are the ones who have encouraged and supported the Taylorsville Reservoir project.

Opposition to the school from this segment of the community centers on differing perceptions of the purposes of public education. They perceive that the school should do more to prepare students for higher education. They criticize practices and perceived conditions in the school such as the non-grouping of students according to academic achievement; the restricted curriculum that is not oriented to college preparation; the absence of guidance counselors to help students in selecting colleges to attend; the traditional teaching methods used; the conservative utilization of financial resources; the unwillingness of school officials to accept and make changes in the school program; the restricted and poorly kept facilities; the lack of special programs for the handicapped; the poorly organized and limited extra-curricular activity program; the absence of art and music programs; and the repression of individualism manifest by the restrictive dress code and by the frequent use of corporal punishment. It is apparent that the perceived faults of the Spencer County school program by the professional segment of the community are focused primarily

on the differences between the urban and the rural school districts that were previously described.

Attempts have been made in the past to organize this segment of the population to actively oppose the school, but these attempts have failed due to the predominance of the farming community and its control of the Board of Education and decisions pertaining to public education. More importantly, the dependence of the professional segment of the population on the farming community is such that overt conflict with the farmer is likely to lead to a decline in business. Economic dependence of Taylorsville businesses on the farming segment of the community has tended to prevent the professional dissidents from organizing with the intent of making radical changes in the education program.

V. POTENTIAL RESERVOIR IMPACT ON THE SCHOOL

In estimating the potential impact of the proposed Taylorsville Reservoir on the Spencer County school, attention will be focused on social and cultural factors which are likely to influence the perception of purposes regarding public education presently operant in the county. There are additional impact factors, however, which need to be mentioned although a detailed analysis is beyond the scope and intent of this report. These factors center on the immediate economic consequence of land acquisition for reservoir construction and the long-range impact of increased student enrollment on the school.

Land Acquisition for Reservoir Construction. The removal of nearly 1/5 of Spencer County land from property tax rolls for reservoir purposes will decrease the already limited availability of local revenue for public education. Corps of Engineer officials predict that this loss in revenue will be offset following reservoir completion by increasing tax revenue stimulated by economic and residential development surrounding the reservoir; however, this possibility is largely dependent on the type of economic development that does occur and on who chooses to establish residence in Spencer County in response to the reservoir stimulus. It is not expected, for example, that industrial development will follow, primarily because of the lack of adequate transportation routes in the county and because of the close proximity of metropolitan Louisville, a center of planned industrial development.

Anticipated economic development is more likely to be recreation-related since one of the principal purposes for constructing the reservoir is to provide a recreational outlet for metropolitan Louisville residents.

The tax revenue derived from residential development will largely depend on the dollar valuation of homes constructed by immigrants. The strict enforcement of zoning laws could have the effect of minimizing the construction of poor quality homes and the development of trailer parks, but this is no guarantee. School enrollment in neighboring Bullitt County, for example, has more than doubled in the past ten years resulting from the urban expansion of metropolitan Louisville, creating a financial strain on its school district rather than boosting its revenue. This is due to the fact that recent immigrants to that county have constructed inexpensive homes and have migrated there to escape paying higher taxes in Jefferson County. Because of this, a tax increase is not perceived as possible to offset rising costs. In either event, economic and residential development following reservoir completion will no doubt proceed slowly, and in the meantime Spencer County school officials will be faced with the need to secure additional revenue in order to maintain its present level of local funding.

Increased Student Enrollment. A significant increase in student enrollment following reservoir construction and immigration of urban residents would obviously create a syndrome of consequences that school officials would be forced to contend with. Additional facilities would need to be planned; teachers, administrators and supportive

personnel would need to be employed; and the organization of school personnel would need to be formalized so as to manage the increasing numbers of students and larger operating budgets. Changes such as these are dependent on the rate of immigration which, of course, is unknown. Considering the factors previously given, i.e., the close proximity of Spencer County to Louisville, the feasibility of commuting, etc., it is possible that the reservoir could attract large numbers of immigrants. Population growth following reservoir completion will need to be carefully monitored to allow for school-related adjustments (See Appendix I).

The major focus of this anthropological study is to estimate the impact of the proposed Taylorsville Reservoir on the shared ideas people hold regarding the purposes of public education and on how these ideas may influence the Spencer County school. Problems of revenue, facilities, and personnel are structural and organizational problems which can be solved without minimizing the conflict between the differences in perceived purposes of schooling. It is hypothesized that the ideological impact of the proposed reservoir has the potential for stimulating the greatest degree of conflict regarding public education to which the Spencer County Board of Education will be required to respond.

Impact on the Farming and Commuting Communities. In discussing the trend to commuting as an alternative to full time farming, it was noted that factors such as the perceived scarcity and high cost of farm land as well as the dollar investment required to initiate a modern farming operation are factors which restrict the number of full-time

farmers in Spencer County. The result has been that an increasing number of residents have chosen commuting as an acceptable alternative. The proposed reservoir has the potential for accelerating this trend in altering the ratio between the farming and the commuting communities. Two principal reasons are provided in support for this conclusion.

In the first place, the acquisition of 17,000 of Spencer's 122,000 acres for the construction of the Taylorsville Reservoir and the proposed State park will create a demand for land by the approximately 200 families who are to be displaced, many no doubt who will desire replacement farms in other parts of the county. This new demand for farm land coupled with the already limited supply will lead to further increases in land price. It is likely that many of the displaced farmers will not be able to secure replacement farms, and will therefore be forced to seek employment elsewhere.

A second factor stimulating an increase in land price is an alteration in the perceptions of land use based on factors other than farming. Speculative land purchasing presently related to the reservoir is based on potential recreational and residential use and is perceived as selling for prices higher than one is able to pay for its farming use. It is anticipated that the proposed reservoir will continue to have an impact on land price and land use patterns in Spencer County.

These two factors could have the consequence of accelerating the previously mentioned decrease in the size of the farming community and increase in the size of the commuting community. The Board of Education,

therefore, can anticipate that the predominance of the farming community in Spencer County will be replaced by the commuting community following reservoir construction and that this segment of the population will exert a greater influence on public education in the future. As has been noted, the major point of difference between the commuting community and the school program is directed toward the perceived need for vocational preparation, but there is evidence to support the finding that other changes in the perceptions of the purposes of schooling emerge the longer the individual has contact with urban society and culture by virtue of the job he holds. Community pressure for educational change from the commuters can be expected to rise following reservoir completion.

Impact on the Professional Community. An expected long-range impact of the proposed reservoir is that urbanities will perceive as desirable migration to Spencer County in order to be near the recreation resource. The rate of migration cannot be predicted, but one important factor can be considered which will have an impact on the Spencer County School District. That is, urban migrants to Spencer County will be accustomed to a different approach to public education and will share many of the purposes described for the urban school district. The differences between the migrants and the professional segment of the present Spencer County population regarding the perceived purposes of public education will be minor, and the fact that migrants will not be economically dependent on the farming community has the potential for stimulating a greater degree of overt

opposition of the present educational program. In conducting research for this report it was found that non-native professionals who are not economically dependent on the farming community and who do not have long-standing friendship and kinship ties in the county are more inclined to verbalize their opposition to the current school program.

Although a small minority of the total population, non-native professionals are the most critical and the most vocal opponents of certain aspects of formal schooling in this county. The basic reason for opposition is that they were exposed to a significantly different approach to public education before moving to Spencer County and their perceptions as to what the school should be doing is in sharp contrast with what they observe. The initial reaction to the school is often one of shock due to the gap between the ideal and the behavioral. A number of the perceived differences were noted before and will not be reiterated, but these specific criticisms can be explained in terms of the differing perceptions described for the two school districts. Native and non-native professionals perceive that the school should be oriented toward preparing students for higher education or for the work world; that it should allow for and even encourage individual differences; that it should emphasize individual creativity; and that it should prepare students to live in a rapidly changing society. The specific criticisms are manifestations of the differing underlying perceptions of the purposes of public education.

It was found that this segment of the population does not have a significant influence in effecting change in the school program at

the present time. Generally, this group is viewed by a majority in the community as a marginal, radical segment of the population, and its ideas are rejected as being fiscally irresponsible and impractical to implement. Consequently, the individuals who comprise this segment of the population often informally band together to criticize the school program.

It should be noted that the extreme conflict that is being discussed normally occurs soon after the non-native professional establishes residence in the county, and that the intensity of feelings is tempered following the realization that changes of the desired magnitude will not be forthcoming. However, this segment of the population has the greatest potential for creating intense conflict with the current educational program in Spencer County in the future. Presently their numbers are small and societal pressures muffle their outcries, but if immigrants to Spencer County come in significant numbers following reservoir completion it can be expected that the present professional segment will join with them in organized attempts to effect change. It is therefore predicted that the Taylorsville Reservoir will be the stimulus for an increase in the size of the professional community in Spencer County and this group will actively pressure the school to change its educational program. It is with this estimated impact that alternative programs are offered to the Spencer County Board of Education.

VI. ANALYSIS OF DIFFERENCES BETWEEN SCHOOL DISTRICTS AND RECOMMENDATIONS

Procedure and Rationale for Making Recommendations

The institutional model was used to define dominant social and cultural factors which influence public education in each school district and to compare the two. In this section of the report specific social and cultural differences between school districts will be analyzed, the impact of the Taylorsville Reservoir on the Spencer County School District will be estimated, alternative ideas and programs which would minimize the differences will be offered, and the likelihood of the recommendations being accepted by certified school personnel in the county will be assessed. Each stage will be briefly discussed before turning to specific recommendations.

Differences Between School Districts. The more notable differences between school districts can be analyzed as being either social or cultural. Social differences refer to the relationships between individuals and the organization of individuals who interact over time within the school milieu. Analysis of the descriptive data pointed to four general social differences between school districts which are in the following areas: 1) the administrative organization of the school district; 2) the relationship between administrators and teachers; 3) the relationship between administrators/teachers and students, and; 4) the relationship between the school and the community. Specific social differences between school districts are juxtaposed in Table XVII on page 104).

Cultural differences do not refer to interacting people, but rather to the ideas which people share that serve as a general framework from which to act or as a blueprint by which individuals pattern their lives. The description of the 'charter' in the preceding section is an example of the cultural foundations of the school districts and serves as a backdrop for making comparisons. In addition to the charter, inferences were made from the behavioral characteristics described for the school districts to define three fundamental cultural differences which focus on: 1) the purpose(s) of public education; 2) the attitude toward exceptional students, and 3) the attitude toward change. These cultural differences between school districts are summarized in Table XVIII on page 119.

The social and cultural differences which represent the behavioral characteristics and the dominant ideas which shape the educational programs in the two school districts. This is not to imply that there is agreement within a district over the current program of education. In Jefferson County, for example, it was noted that numerous interest groups oppose various aspects of the school program. A discussion of minority viewpoints in that county, however, was considered to be peripheral to this study, but this is not the case in Spencer County where it was found that economic changes which began in the 1950's are beginning to have a significant impact on the school in terms of altering the composition of groups which have an influence on the school.

Estimated Reservoir Impact. Following the description of social

and cultural differences between school districts will be an estimate of how the Taylorsville Reservoir will probably affect the Spencer County School District in those specific areas. Consideration here is given to the anticipated direction of change. Referring to the assumptions made in Chapter I, it is estimated that the reservoir will attract urbanites in terms of permanent migration to Spencer County, that they will be sending their children to the Spencer County school, and that immigrants will more likely share the dominant ideas about public education described for the urban school district. The result will be increasing conflict over the present educational program which could eventually prove to be dysfunctional for the school.

Recommendations. Recommendations will be made with the objective of minimizing the social and cultural differences that presently exist between school districts. The rationale for making recommendations is straightforward. If the differences and potential areas of conflict between the two school districts can be defined, then alternative action can be taken to minimize the difference, thereby reducing the possibility that a severe conflict situation will develop when the two districts are brought closer together as a consequence of the residential growth stimulated by the Taylorsville Reservoir.

The recommendations are to be viewed by the Board and its administrators strictly as alternative programs and policies that would lessen the existing social and cultural differences between school districts. It should be made clear that the author is not advocating that the Board of Education take any particular course of action. The

recommendations are merely the author's conception, based on his findings, of what conceivably could be done if the Board chooses to take an accommodating position regarding the potential reservoir impact. It should also be made clear that in making recommendations the author is not implying that either educational program is good or bad. Hopefully it has been demonstrated that rural and urban school districts differ in their approach to public education and that there are logical reasons why they do so. Professionally, therefore, the author takes a neutral position regarding their relative merits.

Implementation. If the Spencer County Board of Education accepts the recommendations as desirable changes, there will follow the need to initiate change programs in the school system. A central factor in effecting genuine change is the cognitive acceptance of the innovation by the target which in this case would be the certified school personnel in the county, i.e., administrators and teachers, who are charged with the day-to-day operation of the school. Their beliefs or attitudes toward the proposed change will be a central factor in the successful implementation of recommendations. If, for example, certified personnel in the Spencer County school desire certain changes and feel a need for change, this will obviously facilitate the diffusion and acceptance of innovations initiated by the Board. Therefore, following the listing of specific recommendations a brief discussion of teacher and administrator beliefs which pertain to the recommendations, as well as an assessment of how the innovation will be cognitively received, will be presented.

A questionnaire was administered to teachers and administrators

in the two study units to determine the shared beliefs related to school affairs. This questionnaire is discussed and the results analyzed in Appendix II. The predicted reaction to the implementation of recommendations is made on the basis of how administrators and teachers responded as a group to the questionnaire and also on the basis of data gathered using other research techniques, i.e., formal and informal interviews and participant observation. For comparative purposes, the response from a sample of teachers and administrators in Jefferson County will also be included. Forty-seven teachers and administrators from the Jeffersontown Junior and Senior High School (here after referred to as "J-Town") responded to the questionnaire, and in Spencer County 48 persons, or 92 percent, of the certified personnel completed questionnaires.

TABLE XVII

SOCIAL DIFFERENCES BETWEEN SCHOOL DISTRICTS

	<u>Spencer County</u>	<u>Jefferson County</u>
A. Organization of the School	<ol style="list-style-type: none"> 1. Informal 2. Few administrative positions 3. Authority centralized 	<ol style="list-style-type: none"> 1. Formal 2. Many administrative positions 3. Authority diffused
B. Interpersonal Relationships		
1. Between Teachers and administrators	<ol style="list-style-type: none"> 1. Teachers loosely organized 2. Teachers not involved in school decision making 	<ol style="list-style-type: none"> 1. Teachers highly organized 2. Teachers actively engaged in school decision making
2. Between Administrators/ Teachers and Students	<ol style="list-style-type: none"> 1. Dominant-subordinate relationship promoted 2. External disciplinary measures frequently used 	<ol style="list-style-type: none"> 1. Equality in relationships promoted 2. Internal discipline (responsibility) emphasized
C. Linkages Between School and Community	<ol style="list-style-type: none"> 1. Parents loosely organized 2. Informal linkages between school and community 	<ol style="list-style-type: none"> 1. Parents highly organized 2. Formal linkages between school and community

Social Differences

A. Organization of the School

Jefferson County. The urban school district is characterized by a formal bureaucratic organization where authority is diffused and where explicit rights and obligations are attached to the variety of positions comprising the social structure of the school. Personnel policies are explicit and are made available to all employees.

Spencer County. Authority is centralized, and the organization of the school is informal as manifest by the absence of explicit job descriptions and a lack of clearly defined rights and obligations for the institution's personnel, especially for the two primary administrative positions. Personnel policies are vague and are not in written form easily accessible to school employees.

Estimated Reservoir Impact. An increase in student enrollment resulting from immigration will necessitate the employment of additional teachers and administrators. An increase in the number of employees will require a more formal organization of the school where authority is diffused so as to effectively coordinate the greater number of positions and personnel.

Recommendation #1:

a. That job descriptions be written and distributed to employees for the administrative and teacher positions, clearly defining major rights and responsibilities as the particular positions relate to the total social structure of the school;

b. That personnel policies be made explicit and distributed to all school employees.

Implementation. Questionnaire Response:

The minimum expectations of teachers and other school personnel need to be in written form so that each person will know his job and will know whom to call on when assistance is needed.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=41)	85%	15%
J-Town (N=47)	74%	26%

The Spencer County response clearly indicates a perceived need for a more formal organization of the school. A common theme which emerged during interviews with certified school personnel was that the current informal administrative arrangement is confusing to teachers. Frequently they do not know to whom they are responsible and to whom to approach when requiring administrative assistance. This is particularly confusing to the comparatively new teachers who sometimes become distressed over the lack of clearly defined responsibilities for administrators. The tenured faculty members have learned from experience the informal administrative arrangement, but new faculty members are at a distinct disadvantage in the outset. The effective implementation of explicit job descriptions would minimize the existing confusion and would be viewed with favor by a large majority of the certified school personnel.

B. Interpersonal Relationships

1. Between Teachers and Administrators

Jefferson County. Teachers are highly organized and frequently press for educational and policy changes on both the district and State levels. Administrators utilize teachers in conducting curriculum reforms and in planning for the implementation of innovations.

Spencer County. Teachers are loosely organized and are not involved in making educational or policy decisions on the district level. Their participation in such matters is not encouraged by the administration.

Estimated Reservoir Impact. An increase in the number of teachers in response to larger student enrollments following reservoir completion will likely lead to greater demands by teachers to be involved in decision making which affects their interests. Because of the shortage of native teachers, "outsiders" will be employed who are likely to be recent college graduates with urban orientations to education, including an interest in teacher organization and an active concern for protecting teacher rights.

Recommendation #2:

That the Board of Education establish a formal linkage between itself and teachers. Such a linkage could take the form of teacher advisory committees to study and make recommendations to the Board on matters such as curricular and extra curricular development, teacher material needs in the classroom, the rights and obligations of teachers, current theory and practice in education, and the like. This, of course,

is not to say that the Board and its administrators need to hand over decision making to teachers. On the contrary, by creating such committees the Board will be able to utilize the teachers' knowledge of formal education and awareness of student problems in making decisions which reflect a broader range of interests.

Implementation. Questionnaire Response:

Teachers should concern themselves only with their classrooms and stay clear of administrative matters.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=44)	14%	86%
J-Town (N=46)	26%	74%

Since teachers are the ones who have the most contact with students and their problems, they should have a greater voice in the establishment of school policy regarding students and education in general.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=42)	90.5%	9.5%
J-Town (N=47)	85%	15%

Teachers should be more organized so as to present a unified front in protecting teacher rights and in making fundamental changes in the education program.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=43)	86%	14%
J-Town (N=40)	77.5%	22.5%

The Spencer County response to the above statements indicates a desire by teachers to be involved in making educational and policy decisions. Interviews with teachers during the data gathering period reinforced this finding. Teachers persistently expressed displeasure

with policy decisions being made without their consideration, and expressed a desire to be a party in decision making rather than merely being the target and implementers of decisions that affect them. Implementation of the above recommendation would be facilitated by this felt need for change on their part and could be effected with a minimum of opposition.

(That Jefferson County teachers are highly organized and are actively involved in making certain educational decisions probably accounts for the difference in response to the above statements between the two counties. The fact that 77.5 percent of the already highly organized teachers in the Jefferson County sample agree that they should be more organized in protecting their rights and in making educational decisions is indicative of the direction of change Spencer County can expect.)

2. Between Administrators/Teachers and Students

Jefferson County. The relationship between adults and students in the school is manifestly characterized by equality. The student government organization in the comparative school is frequently involved in making school-related decisions and in planning school-wide activities. Internal discipline and individual responsibility are emphasized as manifest by the absence of an explicit dress code and by the discouragement of the use of corporal punishment as a disciplinary measure.

Spencer County. Importance is placed on a dominant-subordinate relationship between adults and students in the school as manifest by

the enforcement of a specific dress code, the absence of a student government organization which would involve students in making school-related decisions, and the focus on student discipline in faculty meetings and elsewhere in the school. Emphasis is placed on external disciplinary measures to insure that students conform with the established behavioral standards.

By way of explanation, it should be noted that the opposite relationships indicated in the above orientations between school districts are ideal types and neither school patterns one or the other. From the data, however, it is concluded that the Spencer County school more closely patterns the authoritarian, external discipline approach, and the Jefferson County School District more closely patterns the equality, internal discipline approach.

Estimated Reservoir Impact. Parents and children who migrate to Spencer County in response to the reservoir will be accustomed to a more egalitarian relationship between adults and students. Administrators in the comparative school emphasized that student "rights" are a dominant concern and that students are increasingly becoming interested in managing their own affairs in the school. The administrative problem there seems to be one of balancing the rights of students with their responsibilities. Conflict in the school following immigration has the potential for being particularly acute if immigrants perceive that basic freedoms such as participatory democracy and the "rights" of individuals are taken away.

Recommendation #3:

a. That a committee of teachers and students be appointed to work out details for implementing a student government organization on the Junior High and High School levels. This committee should draw from the experiences of student government organizations in other school districts in defining goals and in establishing guidelines. Central to the success of minimizing conflict and in improving communication will be the allocation of responsibilities to the organization which insure that students perceive they are permitted to make meaningful decisions pertaining to their interests.

b. That the specific dress code be replaced with a generalized statement of expectations pertaining to student appearance and conduct. The present inconsistency in enforcement of the code and the manifest opposition by students and some parents to its adoption creates unnecessary barriers between people, restricting communication. The minority of students who continued to violate appearance standards could be dealt with on a one-to-one basis without the continued attempt to enforce the present code. Student and teacher participation in drafting the generalized appearance statement would tend to promote its adherence by them.

c. That a committee of teachers be appointed to study the question of student discipline with the objective of defining the sources of discipline problems and investigating alternative solutions to problems. A teacher workshop focused on student discipline directed by a specialist

from a school of education in Kentucky could serve as a springboard for establishing a needed school policy on the rights and responsibilities of students.

Implementation. Questionnaire Response:

We need to listen more to students and find out what is on their minds. We should then utilize their interests in planning instructional programs.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=46)	93.5%	6.5%
J-Town (N=47)	83%	17%

How students dress when they come to school and how they keep their hair should be the responsibility of school officials and not the parents.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=42)	29%	71%
J-Town (N=46)	11%	89%

Some form of student government should be a part of schooling because it teaches democratic principles and gives the students an avenue whereby their ideas may be expressed.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=47)	96%	4%

(Statement inadvertently omitted on the J-Town questionnaire)

All forms of corporal punishment (paddling, etc.) should be abolished in school systems.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=45)	2%	98%
J-Town (N=45)	9%	91%

We spend too much time talking about discipline and not enough time talking about how we can be more efficient teachers.

	<u>Agree</u>	<u>Disagree</u>	<u>A/D</u>
Spencer Co. (N=46)	80%	20%	
J-Town (N=46)	48%	50%	2%

On the basis of the response to the above statements, it is estimated that the implementation of recommendations 3a and 3b could be achieved with a minimum of difficulty within the school. Respondents in Spencer County overwhelmingly agree that student interests should be considered more and that a student government organization could effectively serve as one avenue whereby student views could be expressed. There is less agreement over who should regulate student appearance, but the fact that 71 percent disagreed with the statement that school officials should regulate student appearance leads to the conclusion that an even greater percentage would agree that a generalized statement pertaining to dress would be preferable to the current dress code.

The implementation of recommendation 3c might be more difficult; however, 80 percent of the respondents agreed that too much time is spent talking about discipline, which indicates a problem in the school centering on the absence of clearly defined expectations for students and clearly defined consequences for failing to meet up to expectations. The disciplining of students is viewed by teachers as a personal matter, but on the basis of interviews with teachers, it is estimated that the majority would look with favor on an in-service training program focusing

on this topic.

C. Linkage Between School and Community

Jefferson County. Parents are interested in the school and are organized to work for its betterment. Among other things, such parent organizations have been responsible for contributing financial support for school activities which are not included in the general operating budget. School officials cooperate with the many existing parent organizations and have implemented a variety of programs which function to communicate the overall school program to the community. (See page 66 for a description of programs.)

Spencer County. Parents are not organized in attempting to influence school decisions or in working for its betterment. They are generally content to permit the elected and appointed school officials to make the necessary educational decisions. This characteristic is manifest by the limited participation of parents in the Parent Teacher Association and its consequent ineffectiveness in implementing school-related programs, as well as in the absence of formal linkages between the school and community to explain the educational program. Organized parental interest in the school is not encouraged primarily because previous attempts at organization have been change oriented, which has been negatively viewed by the administration.

Estimated Reservoir Impact. Parents who move to Spencer County following reservoir completion can be expected to take an interest in the school by organizing to bring about change, especially if their

expectations of the school and the current school program are as divergent as anticipated.

Recommendation #4:

a. That the Board of Education actively encourage the establishment and development of parent organizations designed to support various aspects of the school program. Existing parental interest in the athletic program, the forthcoming band and art programs, and the special needs of students such as health and learning problems, could be used as a base for effecting parent organizations. The responsibility for coordinating the activities of parent organizations with the needs of the school should be written into the job description of one of the administrative positions;

b. That the Board of Education publish a monthly or quarterly newsletter or newspaper to describe and explain current school programs to parents and to the general public. Included in the publication could be statements of the financial condition of the school, descriptions of current school activities and programs, the introduction of teachers and administrators to the community, and a variety of other news notes which would serve to inform the community of the overall educational programs in the county. Articles from educational journals pertaining to issues relevant to parents could also be included to inform the community of current trends and thought in public education. Responsibility for organizing the proposed publication could be delegated to teachers and students with a background and/or interest in journalism. The publication,

however, should be an official publication of the Board of Education and should reflect the objective of informing the community about the educational program in this school district;

c. That the Board of Education encourage county residents to attend its meetings and to express their views openly. Moving the Board meeting place from the small office where it now meets to a larger room (the new band room, for example) would be a signal to the community that Board affairs will be conducted in an open manner;

d. That the Board of Education implement the necessary procedures for re-drawing the school district boundaries according to the population distribution in the county. In so doing, the current confusion over the precise location of school district boundaries would be eliminated and individuals will have no doubt as to the identity of their Board member representative.

Implementation. Questionnaire Response:

Parents generally are not concerned with what transpires in this school system.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=44)	45.5%	54.5%
J-Town (N=47)	34%	66%

It would be beneficial if more parents would take a greater interest in their child's academic and social achievement.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=47)	96%	4%
J-Town (N=45)	100%	-0-

The PTA is a worthless organization and should be abolished.

	<u>Agree</u>	<u>Disagree</u>	<u>A/D</u>
Spencer Co. (N=43)	14%	86%	
J-Town (N=45)	11%	87%	2%

From the response to the last two statements, it is seen that school personnel in Spencer County agree that a formal linkage between school and community (the PTA in particular) should be maintained, and that it would be desirable if parents would involve themselves more in school affairs. The difference between study units is most pronounced in the first statement where 11 percent more of the respondents from the urban district disagree that parents are not concerned with school affairs. From this response, as well as from the analysis previously made, it can be hypothesized that parents in the urban school district are not as willing as parents in the rural school district to hand over carte blanche public education to the professionals. In the rural district where interpersonal relations are personal and where public education to some extent remains in the sacred realm, parents are not as inclined to become actively engaged in school affairs other than to manage the problems they have with their own children.

The recommendations for effecting a closer relationship between the school and the community are based on the assumption that improving the communication between the school and the community will minimize overt and covert opposition to the school program and will enable the Board of Education to more effectively manage the publicly supported

school program. The recommendations offered could be implemented by the Board with the involvement of only a few teachers and students, and on the basis of the questionnaire response and interviews with teachers, they could be implemented with approval by the certified personnel in the school.

TABLE XVIII

CULTURAL DIFFERENCES BETWEEN SCHOOL DISTRICTS

	<u>Spencer County</u>	<u>Jefferson County</u>
A. Purpose of Public Education	<ol style="list-style-type: none"> 1. Implicit purposes focusing on the transfer of subject matter and skills. 2. Limited emphasis on preparation for higher education or the vocations. 3. No supportive specialist available to aid students in making transition from school to occupations or higher education. 	<ol style="list-style-type: none"> 1. Explicit purposes emphasizing individual needs, interests and the understanding of concepts. 2. Curriculum oriented to higher education and the vocations. 3. Supportive specialists available to aid students in making transition from school to occupations or higher education.
B. Attitude Toward Exceptional Students	<ol style="list-style-type: none"> 1. Little attention paid to students with learning difficulties, physical handicaps or emotional problems. 2. No specialists available to diagnose student problems and recommend corrective action. 3. No special programs available for the academically motivated student. 	<ol style="list-style-type: none"> 1. Variety of special programs available for students with special handicaps or difficulties. 2. Specialists available to diagnose student problems and plan programs. 3. Special courses and programs available for the academically motivated student.
C. Attitude Toward Change	<ol style="list-style-type: none"> 1. Traditional approach to education favored. 2. Teachers not encouraged to keep abreast with educational innovations. No requirements for continuing formal education. 	<ol style="list-style-type: none"> 1. Innovations in education encouraged and implemented. 2. Teachers expected to keep abreast with educational innovations and required to earn college credits until the master's degree is earned.

Cultural Differences

A. Purpose of Public Education

Jefferson County. An explicit "philosophy of education" serves as an ideological foundation on which the educational program is based.

The dominant shared ideas emphasize the interests and needs of individual students as well as their understanding of concepts. The relationship between the individual's rights and his social responsibility is considered. The educational program is explicitly oriented to preparing students for particular vocations or for higher education. The diversified curricular and extra curricular offerings, the variety of avenues whereby individual creativity may be expressed, and the availability of counseling specialists to provide assistance to students are manifestations of the orientation to the individual in the school district.

Spencer County. The transfer of basic skills and subject matter to students is the dominant purposes of the school. The curriculum is restricted to basic courses, partly because of economic factors, but more importantly because of the ideological orientation to student conformity in acquiring skills and subject matter content. There are few opportunities available for the expression of individual creativity, and little emphasis is placed on specific preparation for the occupational world or for higher education. There are no counseling specialists available to assist students in making decisions.

Estimated Reservoir Impact. As the immigrant population increases in Spencer County, the Board of Education can expect increasing demands

to be made on the school to expand the curriculum to include a greater emphasis on vocational preparation, college preparation and individual "cultural" development. "Outsiders" not accustomed with the Spencer County educational program will likely desire to be informed of the explicit principles guiding public education and will desire to participate in the establishment and implementation of goals.

Recommendation #5:

a. That the Board of Education appoint a committee of teachers, administrators, parents and any others it deems desirable, to draft a statement of purposes for public education in Spencer County. In considering purposes, the committee should give thought to specific contributions that public education in this county can contribute to the personal and social development of the individual. When adopted, the generalized statement of purposes would serve as the ideological corner stone on which the educational program in the county would be based and school policies and programs would be evaluated in terms of how they contribute to the achievement of purposes. In this sense it would be the most important document in the school in that it would explain to the public what public education is all about in this county.

A correlated recommendation is that administrators and teachers together project the particular academic and social goals for students as they progress through each grade while in school. In this regard, particular attention should be directed to the establishment of goals which are suitable for evaluation. For example, the desired achievements

for the first grade student should be stated in such terms that at the end of the school year the teacher can objectively evaluate the likelihood of that child being able to achieve success with the goals established for the second grade;

b. That a greater emphasis be placed on preparing students for vocations and for higher education. This could be achieved by seeking ways to effect a closer relationship with State supported vocational schools and by sending more students to such schools as well as by expanding the business curriculum in the high school. Consideration should be given to permitting interested ninth and tenth graders to begin formal vocational preparation.

As the high school student enrollment increases, attention should be given to expanding the curriculum to prepare the academically inclined student for college. The present comparatively small high school student enrollment prohibits the offering of students a diversity of courses from which to choose, but thought could be given to the introduction of students with a proclivity for college to the different life-styles and demands college will bring. To achieve this objective, a special course for the college bound students could be implemented to assist them in making an easier transition. Among other things, the course could include such activities as visits to college campuses, completing applications for college entrance, and the development of study habits and skills;

c. That the Board investigate the possibility of employing a guidance counselor to aid students in selecting vocations, in choosing

subjects of study for college and in assisting students in entering specific occupations or in selecting colleges to attend. If financial resources cannot be secured for the employment of a full-time counselor, the Board could investigate the possibility of establishing a formal linkage with the new Region Eight Mental Health Center now located in Taylorsville to provide such services. It would be desirable, however, for the school to engage a full-time counselor to serve these and yet to be mentioned needs of the 1300 students in the school district;

d. That the extracurricular and physical education program be expanded to include more activities oriented to individual interests. Because of the small student enrollment, the absence of facilities and the shortage of funds, it is unrealistic for Spencer County to have a football team, but activities such as golf, archery, wrestling, tumbling, weight lifting, badminton, tennis, and the like could be integrated in the school program with a minimum of financial outlay. The physical education/recreation specialist employed by the Board could be charged with the responsibility of developing a program of activities responsive to a variety of interests in the school that could be implemented with ease.

Implementation. Questionnaire Response:

No subject is more important than the personalities of the pupils.

	<u>Agree</u>	<u>Disagree</u>	<u>A/D</u>
Spencer Co. (N=44)	86%	14%	
J-Town (N=44)	61%	36%	2%

How a student interacts socially with his peers is just as important to the teacher as how well he performs academically.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=46)	87%	13%
J-Town (N=47)	72%	28%

The goals of education should be dictated by children's interests and needs as well as by the larger demands of society.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=45)	98%	2%
J-Town (N=47)	87%	13%

We need basic changes in our curriculum to make it more relevant to students and to teachers.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=41)	83%	17%
J-Town (N=47)	47%	53%

Vocational education should be given greater emphasis in Kentucky Schools.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=47)	96%	4%
J-Town (N=47)	94%	6%

Guidance counselors provide a valuable service both to the student and to the teacher.

	<u>Agree</u>	<u>Disagree</u>	<u>A/D</u>
Spencer Co. (N=43)	84%	16%	
J-Town (N=45)	78%	20%	2%

A strong extra-curricular activity program is an incentive for students to stay in school, thus reducing the drop-out rate.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=48)	94%	6%
J-Town (N=47)	83%	17%

The obvious interest in the importance of social relationships, the personalities, and the needs and interests of children as reflected in the response to the above statements is an indication that the Spencer County respondents would be favorable to expanding the scope of formal education in this school district to include a greater emphasis on factors in addition to the acquiring of basic skills and subject content. The 83 percent agreement that basic curricular changes are needed is another indicator of how widespread these beliefs are shared among school personnel.

The adoption of the proposed "statement of purposes" for the Spencer County school would be a significant step for the school district to make. If it reflected the social and cultural changes that are now occurring and that are likely to occur because of the reservoir, as well as the widely shared values in the community, it would function as a general frame of reference for developing the educational environment and for explaining the program to interested persons.

The current widespread interest in the vocational preparation purpose of formal schooling is clearly reflected in the above response from the two study units. Students are particularly interested in

vocational training as indicated by their desire to enter the skilled trades (See Table XIV page 43). The high percentage of girls (41 percent) who aspire to enter clerical occupations is a clear indication that an expansion of the business curriculum would be responsive to their interests. The development of the vocational program in the school, in other words, would receive broad support from school personnel and from the wider community.

Due to the small student enrollment, it will be difficult to expand the curricular offerings in the Taylorsville school for some time to come, but the introduction of a special course for students interested in attending college could be added at little expense and could fulfill a need expressed by students and parents for assistance in, among other things, selecting and enrolling in a college.

On the basis of the questionnaire response, Spencer County school personnel agree that a counselor could make a valuable contribution to the school, and implementation of this recommendation would be met with little resistance and much support. Respondents also agree that the extra-curricular and physical education programs are a necessary and beneficial aspect of the school program. The recommendation to expand the number of individual activities would be met with approval by a majority of the school's certified personnel.

B. Attitude Toward Exceptional Students

Jefferson County. Programs are available which are responsive to the needs of students with special problems or special abilities. The inability of a student to achieve in the normal classroom

environment is viewed as the result of social, cultural, psychological and/or physical problems, and specialists are employed to diagnose difficulties and to refer students with problems to learning environments most suited to meet their needs. Special classes are also available for the student who academically achieves beyond expectations, and the grouping of students on the basis of academic achievement and interests is routinely carried out.

Spencer County. No special programs are available on a yearly basis to meet the needs of exceptional students with special problems or special abilities, nor is a specialist employed to diagnose problems and to work with students and teachers to begin solving difficulties. There is no grouping of students on the basis of academic achievement carried out in the school.

Estimated Reservoir Impact. Immigrants can be expected to place demands on the school to orient its program more to meet the needs of students with individual problems or special abilities.

Recommendation #6:

a. That the Board of Education initiate a program to assess the special problems of students in the school district and to seek ways to establish instructional programs to meet these needs once they have been defined, including the employment of persons trained to deal with such problems. Particular attention should be given to the problems of retardation, physical disabilities, and the slow learner;

b. That the counselor position mentioned under recommendation 5a

include with it the responsibility for assessing problems and for working with teachers to individualize instruction to meet student needs;

c. That special attention be given to the academically motivated student by providing learning environments that will continually challenge and stimulate their academic interest;

d. That elementary students with similar achievement levels and academic interests be placed in the same class following the first grade. Particular care should be taken to prevent labels such as "fast" and "slow" from being attached to these classes. With grouping, special programs could be planned and innovative techniques adopted to meet the particular needs of students.

Implementation. Questionnaire Response

Right from the very first grade, teachers must teach the child at his own level and not at the level of the grade he is in.

	<u>Agree</u>	<u>Disagree</u>	<u>A/D</u>
Spencer Co. (N=47)	94%	4%	2%
J-Town (N=44)	84%	14%	2%

Students with approximately the same ability or intelligence should be grouped in the same class so long as status distinctions are kept to a minimum.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=45)	76%	24%
J-Town (N=45)	73%	27%

Special education for the educable mentally retarded has the potential for accomplishing much with this segment of the school population.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=45)	96%	4%
J-Town (N=44)	98%	2%

Teachers in the Spencer County school frequently spoke of the difficulty they had with trying to teach a class which was extremely varied in terms of academic ability and/or achievement. The response to the above statements supports this finding.

Elementary teachers in Spencer County were requested on the questionnaire to evaluate their self-contained class to determine the number of students they taught who they believed would fall into the following categories: retarded or extremely slow; under achievers; average achievers; and above average or gifted. Twenty-eight elementary teachers responded to this question accounting for just over 75 percent of all elementary students in the school. The result as assessed by the teachers is as follows:

<u>Category</u>	<u>Number</u>
Retarded or extremely slow learners	97
Under Achievers	132
Average Achievers	412
Above Average or Gifted Students	155
	<hr/>
TOTAL	796

(Total number of students in elementary school: 1008)

Of the 28 teachers responding to the question, 22 stated that they had students in their class from all of the above categories, and it is this condition that is a source of frustration to teachers.

It is seen from the questionnaire response that teachers believe that the child should be taught at his own level, that academic grouping would be beneficial and that special education can make a contribution to meet the needs of the educable mentally retarded student. The extreme divergence in student abilities in the classroom is viewed by teachers as a severe handicap in providing meaningful instruction to all students. On the basis of these findings, it is anticipated that the present school personnel would be in favor and would cooperate with the implementation of the aforementioned recommendations.

C. Attitude Toward Change

Jefferson County. A positive attitude toward change is promoted by the school administration as exemplified by the frequent acceptance of innovations within the school program and by the encouragement of teachers to "...keep abreast of current trends in education" and to "...remain open-minded to innovations in the curriculum." Teachers, moreover, are required to continue their formal education until the master's degree is earned.

Spencer County. The traditional approach to education is preferred. The curriculum remains basically the same from year to year and teachers are not encouraged to innovate in the classroom or to keep up with "modern" trends in education.

Estimated Reservoir Impact. Urbanites will bring with them a positive attitude toward change. They will be accustomed to a "modern" educational program that is "flexible" to meet individual and societal needs in a changing world. If the differences between the two school districts remain as sharp as they presently are, the Board of Education can expect an active demand for change being made by immigrant urbanites. As their numbers increase, an organized attempt to effect change in the educational objectives and programs in Spencer County can be anticipated.

Recommendation #7:

All of the recommendations previously made have implied that it will be necessary for the Board of Education to accept certain changes if it chooses to minimize existing and predicted conflict over public education in Spencer County. This, of course, is recognized by the Board as demonstrated by its desire to have this study conducted. Besides, it would be a redundant to recommend that the Board accept the recommendations made and in so doing adopt a more positive attitude toward change.

In keeping with the previous format, the following recommendations are made which would stimulate the acceptance of new ideas within the Spencer County School District.

a. That administrators spend a 'significant' portion of their time visiting other school districts and evaluating administrative and educational innovations being tried elsewhere in terms of their applicability for implementation in the Spencer County school system;

b. That the Board of Education members make periodic visits to other school districts to review educational programs different from Spencer County's program, and that specialists from the State Department of Education and from schools of education be engaged as advisors on problems which now face or will likely face the school district such as finances, transportation, Federal assistance, taxation, and the implementation of recommendations mentioned before;

c. That in-service training programs for teachers be initiated focusing on teacher perceived problem areas such as discipline, reading, new math, and the like;

d. That teachers be utilized to search for instructional innovations which, if adopted, could benefit the school program. This could be achieved by encouraging teachers to keep up with the current literature in education and by encouraging them to return periodically to college for refresher courses in their areas of felt need;

e. That the Board increase the salary differential between the teacher with and without the master's degree as an incentive for teachers to continue their formal education by earning the higher degree.

Implementation. Questionnaire Response:

Education and educational institutions must be sources of social ideas; education must be a social program undergoing continual reconstruction.

	<u>Agree</u>	<u>Disagree</u>	<u>A/D</u>
Spencer Co. (N=40)	90%	10%	
J-Town (N=43)	79%	19%	2%

An in-service training program for teachers is needed so we can keep abreast with the latest innovations in education.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=48)	92%	8%
J-Town (N=46)	72%	28%

Teachers should meet at least one half day per month for the purpose of discussing problems and improving instruction.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=44)	89%	11%
J-Town (N=44)	64%	36%

Teachers should be required to return to college every two years for summer refresher courses (provided, of course, they are paid to do so.)

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=46)	76%	24%
J-Town (N=45)	53%	47%

The difference between school districts is most pronounced with regard to the perceived need for the school to be more responsive to current educational change. Teachers in Spencer County believe that change should be normative and from their response indicate a desire for and a willingness to participate in programs which would expose them to new ideas. If the Board of Education chooses to take a more open position toward educational change and desires to seek ways to improve its overall program, it can expect that a majority of its certified staff will endorse such an action (See Appendix II for additional support for this conclusion).

VII. CONCLUSIONS

The idea for this study originated with Spencer countians and the results will be returned to them via the county Board of Education. There are few precedents for this type of involvement in public education by anthropologists.

Anthropologists bring to public education a perspective that is broader than the perspective of the educational practitioner in that theories, concepts and research techniques which characterize the discipline of anthropology are utilized to scientifically describe, analyze, and explain human social behavior. In the present study these theories and techniques were used to assist a public institution in solving a problem. Very generally, rural-urban theory in anthropology served as a basis for the present study; and concepts such as society, culture, and institution, as well as research techniques such as a questionnaire and participant observation, were utilized to define the social and cultural differences between two school districts. On the basis of the defined differences and in anticipation of an immigrant population following reservoir construction, recommendations were made to the Spencer County Board of Education which, if implemented, would function to minimize the outstanding social and cultural differences that presently exist and that are likely to produce more intense conflict in the future.

The more obvious findings of this study can be summarized as

follows. There are distinct social and cultural differences that exist between public education in the rural county and in the urban county which were the focus of this study. Socially, the urban county is characterized by a large formally organized school district that is structurally linked in many ways with the highly impersonal, rapidly changing urban society it serves. Culturally, individual economic efficiency, self-realization and responsible citizenship are dominant values which underlie public education, and the present policies and programs in the school are manifestations of these values.

The rural school district, on the other hand, is informally organized and is loosely linked with the sparsely settled, agricultural community it serves. It was found that the farming community has historically controlled public education and that the primary purpose of the school has been to prepare the youth to participate in the tradition-oriented society. The school's particular purposes have been to impart basic skills and subject matter content as well as to reinforce the value of social conformity, a necessary ingredient of a highly personal society. The present educational program in the county manifest these purposes in many ways as was previously described. However, it was also found that the commuting and professional segments of the county's present population are growing in significance as they relate to public education, and that their perceived purposes for public education more closely resemble the purposes described for the urban county.

The impact from the proposed reservoir on the school is most likely to result from a migration of urbanites to Spencer County to establish residence near the water recreation resource. The fact that they will be sending their children to the Spencer County school denotes an immediate impact that the school district will have to respond to by expanding facilities and employing additional personnel. The fact that they will have been accustomed to a different public education system which they were exposed to in the urban county denotes that their ideas about public education will clash with the ideas and programs operant in Spencer County, leading to a conflict situation with varying ramifications. The most probable consequence will be that the professional segment of the Spencer County population, along with an increasing number of commuters, will join with the immigrants to effect major changes in the education program unless steps are taken to bridge the gap between the two school districts. The long range social and cultural consequence will likely be that the present Spencer County population will become a minority faction in immigrant controlled political and educational systems. Such a shift could conceivably occur within a few years when one considers the present small population and the accessibility of Spencer County to the urban center. When it is recalled that the population of Jefferson County has been increasing on the average of 10,000 persons per year for the past twenty years, it is easy to see that a sudden interest in Spencer County by urbanites in response to the reservoir could greatly alter the present composition of Spencer County's population within a brief time period.

With this possibility in mind as well as the specific social and cultural differences that were described, a number of recommendations were made which would minimize those differences and would thereby reduce the anticipated conflict. (At this point it should be noted that the recommendations were made as was initially agreed with the Board of Education before research for this report began. The recommendations, as was previously noted, are to be viewed as alternative action programs that, of course, can be accepted or rejected by the Board of Education as it deems desirable. In fact, the Board of Education has as another alternative the active opposition of immigrant influences rather than accommodation as has been proposed here. The data in this report indicate that the Board of Education and its administrators, if the direction of change is as indicated by the recommendations, then the Board can be advised that with the purpose of defending itself against the encroachment of urban influences in the certified school personnel in Spencer County will enforce the values. However, it was the author's understanding in the outset that recommendations that are offered in this study and will cooperate with the Board of Education recognized the potential reservoir impact on the school and desired to have the comparison of school districts made and by way of further explanation, three fundamental factors were considered when making recommendations. First was the direction of change and its potential for attitudinal conflict once the reservoir has been constituted and migration to Spencer County increases. It is estimated that the pressures for change in the Spencer County School District will be in the direction of weakening the traditional forces of one of the more interesting findings, or at least one of the more surprising ones, was that the certified school personnel in the rural county are more oriented to urban beliefs about education and schooling and responsible citizenship. In addition, pressures will be placed on them that are their counterparts in the urban county. (See Appendix II for

support for this conclusion). The implication of this condition is

tions with... The school personnel... Board of Education and the top level administrators... great extent... the ideas on which public education is based and the resultant educational programs and policies in a school district.

The teachers are the technicians who implement administrative produced programs... social and cultural change in public education in

Spencer County... the

change and its potential for stimulating conflict once the reservoir has been... migration to Spencer County increases. It is estimated that the pressures for change in the Spencer County School District will be in the direction of weakening the traditional forces that emphasize social conformity and the transfer to subject matter and skills and strengthening the forces of individualism, economic efficiency, and responsible citizenship. In addition, pressures will be placed on

the school to formalize its organization as the population increases.

Change in this direction has already begun in Spencer County as was described when discussing the impact of the rise in importance of the commuting and professional segments of the population on the school. In fact, even if the reservoir is not constructed and Spencer County does not experience a rapid population growth, school officials can expect an increasing public demand to alter its educational program in the above mentioned direction.

The second factor that was considered in making recommendations was the specific steps that could be taken by the Board of Education to reduce the existing social and cultural conflict between school districts. Particular attention was paid to proposing innovations that could be implemented with a minimum of difficulty and a maximum of return with regard to reducing and managing conflict. Also considered was how the innovation would fit within the present educational program. In most instances the proposed innovation would enter as an addition or as an alternative to be integrated within the current school program. The proposal for the creation of a counselor position is an example. In a few instances the proposed innovation would be a replacement of a current practice as, for example, the replacement of the present dress code with a more generalized statement about student rights and responsibilities.

The third factor considered in making recommendations was how school personnel and decision makers in Spencer County would view specific recommendations with reference to their own experiences and beliefs

toward education. In terms of implementation, the expected response from Spencer's certified school personnel as a group has been discussed. The Board of Education and its administrative personnel are, however, the key factors in developing a program of education to meet individual and societal needs in the future. It is hoped that this anthropological study will contribute a perspective that will be of value to the Board when it plans policies and programs for the future.

Finally, it must be emphasized once again that this study is not intended to be an evaluation of either school in terms of good or bad. Rather, what has been presented are the social and cultural differences between school districts and alternative policies and programs that would minimize these differences if implemented by the Board of Education.

APPENDIX I

ESTIMATING RESERVOIR IMPACT ON POPULATION GROWTH

One of the principal reasons cited by the Corps of Engineers for constructing man-made lakes is their recreational value. In order to compute the recreation dollar benefit from reservoirs, the Corps has devised a methodology for estimating initial reservoir recreation use. Such estimates are also used as a base for determining recreational development surrounding a project. The procedure used for making estimates is based on the "most similar project" concept. General descriptions, pertinent project information, and recreation-use data have been compiled for 52 existing Corps reservoir projects in the United States. The Corps selects two or three of the 52 projects which are comparable in size, operation, and anticipates recreation-use characteristics, and by relating recreation-use from an existing reservoir to a reservoir under study, initial recreation use estimates are made. It has already been mentioned that by using this technique the Corps estimates 2½ million person/days visits to the Taylorsville Reservoir the first year following its completion.

Reservoir projects also have the potential for attracting permanent residents who desire to reside near the recreation resource, especially if the projects are constructed within commuting distance to large metropolitan areas. The Corps of Engineers, however, does not estimate permanent population increase in areas where it constructs reservoirs, although informally it recognizes that its projects often have this impact. It is obvious that a significant population increase

has the potential for producing a syndrome of consequences which could be disruptive for local institutions where the project is constructed.

A methodology for predicting population increase stimulated by reservoir construction would include such factors as the proximity and access of the reservoir to urban centers, the available land resources for private development, the reservoir's recreation facilities, and the topography of the land adjacent to the reservoir. The development of a methodology for predicting population increase is obviously beyond the scope of this study. Nevertheless, in order to gain some idea of what conceivably could occur, three reservoir projects were selected from the before mentioned 52 projects the Corps uses for estimating recreation use to determine if the reservoirs have had an impact on population growth. The primary factor in selecting the three projects were their proximity to urban areas and the size of the reservoir's seasonal pool. Ideally the reservoirs the Corps selected in making its recreational-use estimates would have been used, but Corps officials were unable to provide this information.

In the following table basic characteristics of the three selected projects along with population characteristics are placed in juxtaposition with the Taylorsville project. It is noted that one project, the Center Hill Reservoir, has not experienced a population increase although visitation rates are high. Apparently the distance to Nashville (55 miles) is not within commuting range. In the other two comparable projects the construction of a reservoir has reversed a population

decrease trend. Both projects are situated 30 miles from metropolitan areas, approximately the same distance from the proposed Taylorsville Reservoir to the metropolitan Louisville area.

It is also noted that within the first five or six years following impoundment the population in the two comparable counties increased only slightly, but in the following ten years it increased sharply. When applied to Spencer County, the average population increase of 54 percent would mean that the county's population would be in the vicinity of 8,500 persons by 1990. This rough estimate is based entirely on the population changes in the two similar counties and does not include intervening social and cultural factors which could affect population movement. For example, in the time period involved for the comparable counties, the general nation-wide population trend was from rural to urban residence, but the 1970 census indicates that the population movement to cities is slowing down. This factor, along with others such as the four day work week, improved transportation routes, individual dissatisfaction with suburban living, forced school racial integration, and an increase value for outdoor recreation could stimulate a rapid population increase adjacent to reservoirs situated within commuting distance to urban centers. Considering these potential intervening factors, the projected 1990 population of Spencer County based on "similar projects" would be a minimum. Certainly a methodology for projecting population increase in areas where reservoirs are constructed is needed in order to equip the counties to be affected to plan for future development in a more practical and efficient manner. This is

an area in which the U. S. Army Corps of Engineers, with its huge potential data base from dams built and building, should make careful studies, to lessen deleterious effects on local communities of the impoundment of reservoirs by stream-control devices.

TABLE XIX

RESERVOIR IMPACT ON POPULATION GROWTH

Reservoir & Location	Distance to Urban Center	Seasonal Pool (Acres)	Attendance Rec.Days	County Population				Increase Decrease	%Increase/Decrease Between Census Period Prior to Impound. & 1970
				1940	1950	1960	1970		
1. Cheatam- Cheatam Co. Tennessee	30 miles to Nashville, Tennessee	10,797	1968: 1,120,000	9,928	9,167	* 9,428 1954	13,199	+4,032	+44%
2. Lavon- Collin Co. Texas	30 miles to Dallas	11,080	1968: 2,766,900	47,190	40,692	* 41,247 1953	66,920	+26,228	+ 64%
3. Center Hill-DeKalb Co. Tenn.	55 miles to Nashville	18,220	1968: 2,287,300	14,588	* 11,680 1948	10,774	11,151	-3,437	- 24%
4. Taylors- ville - Spencer Co. Ky.	30 miles to metro. Louisville	3,050	1st year estimate: 2,500,000	6,757	6,157	5,680	5,488	-1,269	

* Denotes data impoundment began.

APPENDIX II

A COMPARATIVE DESCRIPTION OF CERTIFIED SCHOOL PERSONNEL AND THEIR BELIEFS PERTAINING TO PUBLIC EDUCATION

Early during the data gathering period for this report attention was directed to defining basic characteristics of certified school personnel, i.e., administrators and teachers, in the Spencer County School District and to determining their beliefs pertaining to a wide range of school and education topics. It was hypothesized in the outset that their beliefs would differ with the beliefs of their counterparts in the urban school district, and that the differences would be a central factor to consider when making recommendations to the Spencer County Board of Education since these persons would ultimately be charged with the implementation of recommendations. Of particular interest, therefore, were defining a variety of beliefs and determining how widespread these beliefs were shared among certified personnel in the study units.

Defining Beliefs

The range of beliefs used in a questionnaire administered in the study units were defined by interviewing administrators and teachers in the Spencer County School District. During these formal and informal interviews the general topics of education and schooling were discussed and statements made by informants were recorded and classified into a number of general categories ranging from philosophical to practical considerations. Added to these locally generated statements were twenty statements about education developed by Kerlinger (1958) to measure the individual's orientation to education in terms of "traditional" and

"progressive" postures. To complete the questionnaire, a series of personal characteristic questions were included.

Determining the Extent of Sharedness

Spencer County. The completed draft of the questionnaire was first shown to the superintendent of schools for his consideration. Several "sensitive" questions were deleted at his request and approval was granted for its distribution to teachers and administrators. Each certified employee was provided a questionnaire at the close of a regularly scheduled faculty meeting. At the end of one week visits were made to collect the instruments. In several instances as many as five and six trips were made to teachers who were finding it difficult to take the time to complete the questionnaire. Such persistence on the part of the researcher as well as the level of rapport established during the data gathering period produced a 92 percent return from all certified personnel in the Spencer County School District.

Jefferson County. Gaining approval for administering the questionnaire to certified personnel in Jefferson County proved to be more difficult. Basic factors leading to the procurement of a comparative 'sample' need to be outlined so that it will be clear to the reader whom the Spencer County respondents are being compared with.

An assistant superintendent in the urban school district, who is responsible for granting outsiders permission to visit particular schools, gave his approval for the author to meet with the principal of the Jeffersontown Junior and Senior High School, the school already referred

to in this study. This school was selected for comparative purposes because of its close proximity to Spencer County and because the assistant superintendent believed the principal would cooperate with the study.

The principal responded positively to the study and agreed to preview the questionnaire. After deleting one possibly offensive statement, he suggested that he personally distribute it to his 100 faculty members at their next meeting. By taking this approach he expected "at least" eighty completed questionnaires, and was disappointed when only 47 of the 100 faculty members returned completed forms.

It is this group of 47 Jeffersontown teachers and administrators that is being compared with the Spencer County respondents. Obviously a major problem in making comparisons between counties is concerned with how representative the 47 J-Town respondents are of the more than 3,000 teachers employed in Jefferson County. Since it was not possible to obtain a scientifically selected random sample of teachers in the Jefferson County School District, it will be problematical regarding the extent to which generalizations can be made from this sample to all teachers in the county. However, from a comparison made between all teachers in the county and the 47 respondents it can be seen that in selected categories they are similar (See Table XX on page 151). The more notable differences, i.e., 11 percent more males, 6.5 percent more with the master's degree, and an average age of 2.8 years younger than the other teachers in the county, can possibly be explained by noting

that the totals for the county include elementary teachers whereas the "sample" of 47 includes only teachers from the 7th through the 12th grades. It can be hypothesized that more high school teachers have the master's degree, that there are more male high school teachers, and that elementary teachers are older than secondary school teachers, but figures are not presently available to verify or reject this hypothesis. The J-Town respondents do appear to pattern certain characteristics of all teachers in the county and are likely to share certain beliefs.

Classification of Belief Statements and Analysis Procedure

The statements about education and schooling used in the questionnaire were classified as closely as possible following the social and cultural differences described between the rural and the urban school districts (See Table XVII page 104 and Table XVIII page 119). Since the questionnaire was constructed prior to making the analysis of differences, there are a few areas where corresponding belief statements are absent. Nevertheless, in most instances the belief statements can be grouped according to the social and cultural differences delineated in the above noted tables. The purpose of classifying the statements following this format is to determine the extent to which the respondents as a group agree or disagree with the dominant characteristics of education and schooling described for their respective school districts. It should be noted that administrators and teachers are combined in each study unit although previous research has noted they often disagree in many respects on matters pertaining to education and schooling (Gross 1958:113).

The purpose at this point, however, is to present a comparative profile of certified personnel in the study units and not to analyze and explain why individuals within school districts vary in their response.

At this stage of the analysis explanatory statistical procedures are avoided in favor of presenting a general descriptive comparison of the questionnaire results. The percentage is the descriptive statistic that was used in making the comparison which permits the reader to observe how certified school personnel in the rural and the urban school districts compare with each other. Future factor analysis will be directed toward establishing levels of significance, but for the purpose of this report only general comparisons will be made.

TABLE XX

COMPARISON OF J-TOWN RESPONDENTS WITH ALL JEFFERSON COUNTY
TEACHERS IN SELECTED CATEGORIES

<u>Category</u>	<u>Jefferson Co.</u>	<u>J-Town</u>	<u>Difference</u>
1. Percent teachers who are:			
Male	23.3	34.7	+11.4
Female	76.7	65.3	-11.4
2. Percent Teachers in Rank.			
Below Rank III:	.4	-0-	- .4
Rank II & Higher:	31.8	38.3	+ 6.5
3. Years Teaching Experience:			
0 - 3	39.6	40.4	+ .8
4 - 7	21.8	23.4	+ 1.6
8 - 11	12.1	21.3	+ 9.2
12 - 15	8.3	6.4	- 1.9
16 - 20	7.9	2.1	- 5.8
21 - 30	8.0	4.3	- 3.7
31 - 40	1.6	2.1	+ .5
Over 40 years	.5	-0-	- .5
4. Average Age - Male	34.1	31.9	- 2.2
Female	35.2	-1.9	- 3.3
5. Teacher College Affiliation Percent:			
In Kentucky	80.5	80.9	+ .4
Outside Kentucky	19.4	20.1	+ .7

Questionnaire Results

A. Personal Characteristics of Respondents

In Table XXI on page 153 comparisons are made between the 47 Jefferson County respondents with the 48 Spencer County respondents in a number of categories. The more significant differences between study units in terms of these personal characteristics can be narratively summarized as follows.

Respondents in the urban sample are on the average 12 years younger, have fewer years teaching experience, have resided in the county they are presently teaching for fewer years, are more likely to be born in states other than Kentucky and to have spent their youth in urban environments, than the respondents in the rural district. Spencer County respondents are oriented more to rural environments. In fact, 35 percent reported they were either born in or spent their youth in Spencer County while only 8 percent reported they lived in an urban environment during their youth. Respondents in both study units indicated an affiliation with and importance of religious institutions, but 25 percent more Spencer County respondents stated that religion is very important in their daily lives as opposed to being fairly important. The importance of close interpersonal relationships in the rural county is clearly indicated in variable 14 as Spencer County respondents perceive that working with people they feel personally close to is very important while the majority of the urban respondents said that this factor is fairly important to not very important.

The level of formal education attained by the urban respondents is higher than in the rural school district, and more reported that they were either continuing their education or intended to continue in the future. No doubt the requirement that Jefferson County teachers continue their education until the master's degree is earned or else have their salary frozen has a direct bearing on this difference between study units.

In terms of comparing demographic characteristics, therefore, Jefferson County respondents are younger, have more formal education and are about equally divided between being reared in urban and rural environments. Spencer County respondents, on the other hand, are older, have less formal education and were predominantly reared in rural environments. Religion and close interpersonal relations are more highly valued in the rural county as would be expected (See Loomis, 1960 for example).

TABLE XXI
COMPARISON OF QUESTIONNAIRE RESPONDENT CHARACTERISTICS

<u>Category</u>	<u>J-Town</u>	<u>Spencer</u>	<u>Difference</u>
1. Total number of respondents	47	48	
2. Mean age (in years)	31	43	12
3. Sex: Percent Male	35	29	6
Female	65	71	6
4. Percent: Born in Kentucky	70(1 missing)	96	26
Born Outside Kentucky	27	4	23

(Table XXI continued)

<u>Category</u>	<u>J-Town</u>	<u>Spencer Co.</u>	<u>Difference</u>
5. Residence During Youth (Up to the age of 16)			
Percent in a city	17	8(1 missing)	9
Percent in city suburb	30	-0-	30
Percent in rural community on in small town	53	89	36
6. Attended Elementary School:			
Percent: In Kentucky	70	98	28
Outside Kentucky	30	2	28
7. Attended Secondary School:			
Percent: In Kentucky	75	98	23
Outside Kentucky	25	2	23
8. Mean years residence in county now teaching	14	21	7
9. Mean years teaching experience	7	17	10
10. Years Teaching Experience			
Percent: Under 10 years	78	42	36
10 - 14 years	10	8	2
15 - 19 years	4	10	6
20 - 25 years	4	14	10
over 25 years	2	25	23
11. Presently continuing education:			
Percent: Yes	36	13	23
No	64	87	23

(Table XXI continued)

<u>Category</u>	<u>J-Town</u>	<u>Spencer</u>	<u>Difference</u>
12. Religious Affiliation			
Percent: Catholic	8	8	-0-
Protestant	87	91	4
Jewish	2	-0-	2
None	2	-0-	2
13. Importance of Religion to Daily Life			
Percent: Very Important	48	73	25
Fairly Important	37	14	23
Not Very Important	8	6	2
No response	6	6	
14. Importance of Working With People Feel Personally Close To:			
Percent: Very Important	25	71	46
Fairly Important	49	15	34
Not Very Important	21	13	9
Not At All Important	4	-0-	4

B. Beliefs Toward Education and Schooling

As noted before, the belief statements from the questionnaire are classified following the social and cultural differences previously outlined between school districts with the objective of determining how the certified school personnel respond to the dominant orientations described for their respective school districts. It was hypothesized that certified personnel in the two school districts would more closely agree with the behavioral characteristics and the ideological foundations described for their own school district and that differences in the response to the belief statements between school districts would be in this direction.

The procedure for presenting the questionnaire results will be as follows: First, the category to which the statements correspond will be defined and the relevant statements listed along with the statistical response between school districts. Second, the statistical results will be presented for the study units in the defined categories and the percent difference between study units will be indicated. Solely for the descriptive presentation of the questionnaire results, any difference under 10 percent will not be considered significant. (A 10 percent difference between study units represents a deviance of four persons.) Third, comments will be made in those instances where differences are distinct or are particularly noteworthy. Finally, the Kerlinger statements will be analyzed separately as an additional support or rejection of the hypothesis. Kerlinger statements will be indicated by an asterisk.

Cultural Characteristics

A. Purpose of Public Education

The following statements reflect a positive orientation to the transfer of subject matter -- a dominant characteristic described for the rural school district.

1. The true view of education is so arranging learning that the child gradually builds up a store-house of knowledge that he can use in the future.*

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=43)	79%	21%
J-Town (N=44)	77%	23%

2. Learning is essentially a process of increasing one's store of information about the various fields of knowledge.*

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=44)	73%	27%
J-Town (N=19)	74%	26%

3. The curriculum should be made up of an orderly sequence of subjects that teach to all students the best of our cultural heritage.*

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=40)	77.5%	22.5%
J-Town (N=43)	77%	23%

4. The backbone of the school curriculum is subject matter; activities are useful mainly to facilitate the learning of subject matter.*

	<u>Agree</u>	<u>Disagree</u>	<u>A/D</u>
Spencer Co. (N=43)	65%	35%	
J-Town (N=45)	70%	27%	2%

5. The curriculum consists of subject matter to be learned and skills to be acquired.*

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=41)	83%	17%
J-Town (N=44)	75%	25%

6. Schools of today are neglecting reading, writing, and arithmetic: the three R's.*

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=48)	42%	58%
J-Town (N=46)	37%	61%

The following statements reflect a positive orientation to the interests and needs of students and their understanding of concepts -- a dominant characteristic described for the Jefferson County School District.

7. The goals of education should be dictated by children's interests and needs as well as by the larger demands of society.*

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=45)	98%	2%
J-Town (N=47)	87%	13%

8. No subject is more important than the personalities of the pupils.*

	<u>Agree</u>	<u>Disagree</u>	<u>A/D</u>
Spencer Co. (N=44)	86%	14%	
J-Town (N=44)	61%	36%	2%

9. How a student interacts socially with his peers is just as important to the teacher as how well he performs academically.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=46)	87%	13%
J-Town (N=47)	72%	28%

10. Learning is experimental; the child should be taught to test alternatives before accepting any of them.*

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=37)	76%	24%
J-Town (N=43)	81%	19%

11. Teachers should encourage pupils to study and criticize our own and other economic systems and practices.*

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=43)	72%	28%
J-Town (N=46)	78%	22%

12. In a democracy, teachers should help students understand not only the meaning of democracy but also the meaning of the ideologies of other political systems.*

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=44)	98%	2%
J-Town (N=47)	100%	-0-

13. Right from the very first grade, teachers must teach the child at his own level and not at the level of the grade he is in.*

	<u>Agree</u>	<u>Disagree</u>	<u>A/D</u>
Spencer Co. (N=47)	94%	4%	2%
J-Town (N=44)	84%	14%	2%

14. Physical education classes with trained male and female instructors are an essential aspect of the education process.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=45)	91%	9%
J-Town (N=46)	96%	4%

15. Improving the athletic program would generate more interest and pride in the school on the part of students and the community.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=44)	80%	20%
J-Town (N=45)	64%	36%

The following statements reflect a positive orientation toward the vocational training purpose of public education and the contribution supportive personnel can make in the school -- dominant characteristics described for the urban school district.

16. Vocational education should be given a greater emphasis in Kentucky school.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=47)	96%	4%
J-Town (N=47)	94%	6%

17. Guidance counselors provide a valuable service both to the student and to the teacher.

	<u>Agree</u>	<u>Disagree</u>	<u>A/D</u>
Spencer Co. (N=43)	84%	16%	
J-Town (N=45)	78%	20%	2%

B. Attitude Toward Exceptional Students

The following statements reflect a positive orientation toward special programs for the exceptional student -- a dominant characteristic described for the urban school district.

18. Special education for the educable mentally retarded has the potential for accomplishing much with this segment of the school population.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=45)	96%	4%
J-Town (N=44)	98%	2%

19. A strong extra-curricular activity program is an incentive for students to stay in school; thus reducing the drop-out rate.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=48)	94%	6%
J-Town (N=47)	83%	17%

20. Students with approximately the same ability or intelligence should be grouped in the same class so long as status distinctions are kept to a minimum.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=45)	76%	24%
J-Town (N=45)	73%	27%

C. Attitude Toward Change

The following statements reflect a positive orientation toward educational change -- a dominant characteristic described for the urban school district.

21. Education and educational institutions must be sources of social ideas; education must be a social program undergoing continual reconstruction.*

	<u>Agree</u>	<u>Disagree</u>	<u>A/D</u>
Spencer Co. (N=40)	90%	10%	
J-Town (N=43)	79%	19%	2%

22. The traditional moral standards of our culture should not just be accepted; they should be examined and tested in solving the present problems of students.*

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=42)	90%	10%
J-Town (N=44)	73%	27%

23. We need basic changes in our curriculum to make it more relevant to students and to teachers.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=41)	83%	17%
J-Town (N=47)	47%	53%

The following statements reflect a positive orientation toward teacher training to keep up with educational innovations -- an indicator of a positive orientation toward change.

24. An in-service training program for teachers is needed so we can keep abreast with the latest innovations in education.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=48)	92%	8%
J-Town (N=46)	72%	28%

25. Teachers should meet at least one half day per month for the purpose of discussing problems and improving instruction.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=44)	89%	11%
J-Town (N=44)	64%	36%

26. Teachers should be required to return to college every two years for summer refresher courses, provided, of course, they are paid to do so.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=46)	76%	24%
J-Town (N=45)	53%	47%

Social Characteristics

A. Organization of the School

The following statement reflects a positive orientation toward the formal organization of the school district - a dominant characteristic described for the urban school district.

27. The minimum expectations of teachers and other school personnel need to be in written form so each person will know his job and will know who to call on when assistance is needed.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=41)	85%	15%
J-Town (N=47)	74%	26%

B. Interpersonal Relationships

1) Between Administrators and Teachers

The following statements reflect a positive orientation toward the formal organization of teachers and the need for teachers to protect their rights and to be involved in educational decision making.

28. Teachers should be more organized so as to present a unified front in protecting teacher rights and in making fundamental changes in the education process.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=43)	86%	14%
J-Town (N=40)	77.5%	22.5%

29. Since teachers are the ones who have the most contact with students and their problems, they should have a greater voice in the establishment of school policy regarding students and education in general.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=42)	90.5%	9.5%
J-Town (N=47)	85%	15%

30. Teachers, like university professors, should have academic freedom -- freedom to teach what they think is right and best.

	<u>Agree</u>	<u>Disagree</u>	<u>A/D</u>
Spencer Co. (N=45)	62%	36%	2%
J-Town (N=44)	43%	55%	2%

The following statements reflect a negative orientation toward teacher organization and involvement in administrative decision making.

31. Teachers should concern themselves only with their classrooms and stay clear of administrative matters.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=44)	14%	86%
J-Town (N=46)	26%	74%

32. Teachers should be motivated by a desire to serve children and the community and not be so concerned with salary raises.

	<u>Agree</u>	<u>Disagree</u>	<u>A/D</u>
Spencer Co. (N=44)	59%	39%	2%
J-Town (N=45)	42%	58%	

2) Between Administrators/Teachers and Students

The following statements reflect an orientation toward a dominant-subordinate relationship between adults and students as well as a concern for the discipline of students -- a dominant characteristic described for the rural school district.

33. The pupil-teacher relationship is the relationship between a child who needs direction, guidance and control and a teacher who is an expert supplying direction, guidance, and control.*

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=40)	52.5%	47.5%
J-Town (N=43)	60%	40%

34. Children need and should have more supervision and discipline than they usually get.*

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=45)	62%	38%
J-Town (N=45)	78%	22%

35. How students dress when they come to school and how they keep their hair should be the responsibility of school officials and not the parents.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=42)	29%	71%
J-Town (N=46)	11%	89%

36. Married students should not be allowed to participate in extra-curricular activities.

	<u>Agree</u>	<u>Disagree</u>	<u>A/D</u>
Spencer Co. (N=38)	34%	66%	
J-Town (N=47)	21%	77%	2%

37. One of the big difficulties with modern schools is that discipline is often sacrificed to the interest of children.*

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=40)	72.5%	27.5%
J-Town (N=46)	72%	28%

38. Discipline should be governed by long-range interests and well-established standards.*

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=41)	90%	10%
J-Town (N=42)	88%	12%

The following statements reflect a more egalitarian relationship between adults and students with a de-emphasis on external discipline -- a dominant characteristic described for the urban school district.

39. Children should be allowed more freedom than they usually get in the execution of learning activities.*

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=42)	69%	31%
J-Town (N=46)	43.5%	56.5%

40. We need to listen more to students and find out what is on their minds. We should then utilize their interests in planning instructional programs.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=47)	93.5%	6.5%
J-Town (N=47)	83%	17%

41. We spend too much time talking about discipline and not enough time talking about how we can be more efficient teachers.

	<u>Agree</u>	<u>Disagree</u>	<u>A/D</u>
Spencer Co. (N=46)	80%	20%	
J-Town (N=46)	48%	50%	2%

42. All forms of corporal punishment (paddling, etc.) should be abolished in school systems.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=45)	2%	98%
J-Town (N=45)	9%	91%

C. Linkage Between School and Community

The following statements refer to the involvement of parents in school affairs.

43. Parents generally are not concerned with what transpires in this school system.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=44)	45.5%	54.5%
J-Town (N=47)	34%	66%

44. It would be beneficial if more parents would take a greater interest in their child's academic and social achievement.

	<u>Agree</u>	<u>Disagree</u>
Spencer Co. (N=47)	96%	4%
J-Town (N=45)	100%	-0-

45. The PTA is a worthless organization and should be abolished.

	<u>Agree</u>	<u>Disagree</u>	<u>A/D</u>
Spencer Co. (N=43)	14%	86%	
J-Town (N=45)	11%	87%	2%

TABLE XXII

STATISTICAL COMPARISON OF QUESTIONNAIRE RESULTS

Cultural Characteristics

<u>Statement Number</u>	<u>Spencer Co. Percent Agree</u>	<u>J-Town Percent Agree</u>	<u>Percent Difference</u>
A. Purposes of Public Education			
1) Statements which reflect a positive orientation to the transfer of subject matter.			
1	79	77	+2
2	73	74	-1
3	77	77	0
4	65	70	-5
5	83	75	+8
6	42	37	+5
2) Statements which reflect a positive orientation to the interests and needs of students.			
7	98	87	+11
8	86	61	+25
9	87	72	+15
10	76	81	-5
11	72	78	-6
12	98	100	-2
13	94	84	+10
14	91	96	-5
15	80	64	+16
3) Statements which reflect a positive orientation to vocational training and supportive services.			
16	96	94	+2
17	84	78	+6
B. Attitude Toward Exceptional Students			
Statements which reflect a positive orientation toward special programs for the exceptional students.			
18	96	98	-2
19	94	83	+11
20	76	73	+3

<u>Statement Number</u>	<u>Spencer Co Percent Agree</u>	<u>J-Town Percent Agree</u>	<u>Percent Difference</u>
C. Attitude Toward Change Statements which reflect a positive orientation toward educational change.			
21	90	79	+11
22	90	73	+17
23	83	47	+36
24	92	72	+20
25	89	64	+25
26	76	53	+23

Social Characteristics

A. Organization of the school Statement which reflects a positive orientation toward the formal organization of the school district.			
27	85	74	+11
B. Interpersonal Relationships			
1) Between Administrators and Teachers Statements which reflect a positive orientation toward the formal organization of teachers and the need for teachers to protect their rights and to be involved in educational decision making.			
28	86	77.5	+8.5
29	90.5	85	+5.5
30	62	43	+19
Statements which reflect a negative orientation toward teacher organization and involvement in administrative decision making.			
31	14	26	-12
32	59	42	+17
2) Between Administrators/Teachers and Students Statements which reflect a dominant-subordinate relationship between adults and students and a concern for student discipline.			
33	52.5	60	-7.5
34	62	78	-16
35	29	11	+18
36	34	21	+13
37	72.5	72	+ .5
38	90	88	+2

<u>Statement Number</u>	<u>Spencer Co.</u> <u>Percent Agree</u>	<u>J-Town</u> <u>Percent Agree</u>	<u>Percent Difference</u>
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Statements which reflect an equality in relationships between adults and students and a de-emphasis on external discipline.

39	69	43.5	+25.5
40	93.5	83	+10.5
41	80	48	+32
42	2	9	-7

C. Linkage Between School and Community

Statements which refer to the involvement of parents in school affairs.

43	45.5	34	+11.5
44	96	100	-4
45	14	11	+3

CONCLUSIONS

Cultural Characteristics. The basic hypothesis stated that the respondents as a group in the study units would more likely agree with the behavioral characteristics and the ideological foundations described for their respective school districts. With particular reference to the Spencer County respondents, the questionnaire results indicate that this hypothesis is not supported. For example, following the arbitrarily selected significance level of 10 percent difference, there are no differences between study units regarding the importance attached to the transfer of subject matter purpose of public education. Moreover, it was initially surprising to find that the Spencer County school personnel indicate a greater concern for the interests and needs of students than do the J-Town personnel. In five of the nine statements in this category, Spencer countians differed significantly in the direction of placing a greater emphasis on student interests and needs, a dominant concern which was described for the urban school district.

There was widespread agreement between study units over the importance of vocational training, the need for supportive personnel, and the positive potential of special programs for meeting the needs of exceptional students.

Most surprising was the significant difference between study units regarding attitudes toward change as measured by the questionnaire. In all six statements which referred to change in the school and to the importance for teachers to keep up with educational innovations, Spencer

countians as a group were more positively oriented to change than the respondents in Jefferson County, the opposite to what was expected.

Social Characteristics. The pattern established in the previous category appears to hold constant in terms of the social characteristics of the school. That is, Spencer County respondents are more oriented to the social characteristics described for the urban school district than are the urban respondents. They agree, for example, with the need for formalizing the organization of the school and perceive that teachers should be more organized and involved in making school-related decisions. It is again interesting that the Spencer countians believe students should be given more freedom in learning and should be consulted before making policy and program changes. External discipline, however, is considered important in both study units as exemplified in statement #42.

The questionnaire results clearly indicate that the Spencer County school personnel are as oriented or more oriented to the behavioral and ideological characteristics described for the urban school district than are the urban school personnel. There are two possible explanations for this unanticipated finding.

First, as members of the same occupation, teachers share many characteristics and beliefs in common. They attended schools of education together, meet with each other at professional meetings, subscribe to State and National education journals, and frequently meet with each other informally in the school setting to discuss educational ideas and programs. Consequently, teachers tend to be more similar than different regarding certain educational and school beliefs.

Second, the obvious absence of programs and policies in the Spencer County School District that are present in the Jefferson County School District probably accounts for the fact that the certified personnel in the rural county are explicitly more oriented to the urban approach to education than are the urban respondents. In other words, Spencer County respondents feel deprived of what they believe are essential aspects of public education and more readily agree that changes should be made. This finding further supports the conclusion made earlier regarding the importance of the community, as represented by the Board of Education and its appointed administrators, in establishing policies, programs, and the direction of public education in a school district without the involvement of teachers.

Respondents in the study units were asked on the questionnaire to characterize themselves and their school's orientation as being traditional or progressive. No definitions for these concepts were provided. The results are as follows:

Question: Following educational jargon, how would you characterize yourself as a teacher?

	(N=46) <u>Spencer Co.</u>	(N=46) <u>J-Town</u>
Very Traditional	-0-	-0-
Traditional	28%	44%
Progressive	65%	46%
Very Progressive	4%	2%
Other	2%	9%

It is seen from this that Spencer County school personnel perceive

themselves to be less traditional and more progressive than the urban school personnel. A logical hypothesis to account for this unexpected finding would be that the respondents are comparing themselves philosophically with the school system in which they are employed. Spencer countians, for example, perceive themselves to be progressive in comparison with the current program of education that was described for the rural county. The respondents were also asked to assess the educational philosophy of their own school system.

Question: Again following educational jargon, how would you characterize the school system in which you are presently teaching?

	(N=43) <u>Spencer Co.</u>	(N=47) <u>J-Town</u>
Very Traditional	40%	4%
Traditional	42%	53%
Progressive	19%	36%
Very Progressive	-0-	2%
Other	-0-	4%

It is obvious from this that the Spencer County respondents who characterized themselves as being progressive rated their school system as being traditional, verifying the above hypothesis. Extending from this finding, it would be expected that with the discrepancy between the self philosophy of education and the assessed philosophy of the school system in Spencer County, respondents would be less satisfied with their present situation.

Question: How would you rate you degree of satisfaction teaching in this school system?

	(N=46) <u>Spencer Co.</u>	(N=45) <u>J-Town</u>
I am perfectly satisfied working in this school system	20%	49%
I am generally satisfied, but there are a few relatively minor changes I would like to see made.	67%	51%
I am generally dissatisfied and would like to see some major changes made.	11%	-0-
I am very dissatisfied and would like to see many changes made.	2%	-0-

The above results indicate that the Spencer County respondents are not as "satisfied" with their present school situation as are the J-Town respondents which supports the hypothesis. These tentative conclusions can be summarized as follows.

Spencer County respondents perceive themselves to be educationally progressive and support this self-assessment by the way they responded to the belief portion of the questionnaire. Moreover, they perceive that the school system in which they are employed is traditional to very traditional in its approach which conflicts with their own philosophy leading to a less than perfect satisfaction with their present school situation.

J-Town respondents, on the other hand, perceive themselves to be about equally divided between being traditional and progressive and perceive their school situation in a like manner. Consequently, they are generally satisfied to perfectly satisfied with their present school situation.

Kerlinger Scale. The questionnaire can be viewed from another perspective which more closely patterns the ideological differences between school districts which depicted the Spencer County educational program as being oriented to social conformity and the Jefferson County educational program as being oriented to the individual. Kerlinger's traditional-progressive statements manifest some of the characteristics already described as being associated with social conformity and individualism. Traditional characteristics, for example, are "restrictive" and emphasis is placed on the following: 1) a dominant-subordinate or superior-inferior quality in interpersonal relationships; 2) external discipline; 3) the transferal of subject matter; and 4) preservation of the status quo. In brief, these factors are more closely aligned with the rural school district.

Progressive attitudes toward education are "permissive" and are manifest in the following ways: 1) the problem approach to learning is emphasized; 2) the child's interests and needs are viewed as most important; 3) interpersonal relationships are egalitarian; 4) internal discipline is preferred, and; 5) educational change is viewed as normative (Kerlinger 1958: 111). These are general characteristics that were described for the urban school district.

Kerlinger's scale to measure an individual's attitude toward education consist of 10 statements which reflect the "traditional" orientation described above and 10 statements which reflect the "progressive" orientation. In the following tables the two school districts

are contrasted with regard to how they responded to these 20 statements. As with the prior analysis of the questionnaire, the group will be the referent and the percent will be the descriptive statistic used to depict contrasts and similarities. (See Table XXIII on page 179)

The conclusions drawn from the response to the Kerlinger scale are similar with the conclusions drawn before. That is, Spencer County school personnel are more "progressive" in beliefs than are the urban respondents. It is seen that the Spencer County sample is 1 percent less traditional and 10 percent more progressive than the urban sample. It is interesting that the percent difference between the J-Town traditional orientation and progressive orientation is only 2 percent whereas the differential in Spencer County is 14 percent. With the exception of one statement, there is no significant difference in the orientation to traditional attitudes between study units.

The counties are divergent when viewing the response to the progressive statements. The J-Town respondents are more "progressive" in three of the ten statements, but the difference between counties to these statements were not significant. The more significant difference between counties occurred with the seven "progressive" statements which the Spencer County sample responded more positively toward. In each of these statements, the Spencer County sample was significantly more "progressive" than the J-Town sample.

Finally, the mean percent response can serve as an indicator of the orientation to progressive and traditional approaches and ideas about

education by certified school personnel in the two school districts. Used in this way, Spencer Countians are 14 percent more progressive than they are traditional while J-Town respondents are 2 percent more traditional than they are progressive. Between study units, the rural county respondents are at once more progressive and less traditional than their urban counterparts.

TABLE XXIII

STATISTICAL COMPARISON OF STUDY UNITS TO KERLINGER'S
ATTITUDE TOWARD EDUCATION SCALE

A. Traditional Statements

<u>Statement Number</u> (From questionnaire)	<u>Spencer Co.</u> <u>Percent Agree</u>	<u>J-Town</u> <u>Percent Agree</u>	<u>Percent</u> <u>Difference</u>	
1	79	77	2	
2	73	74	1	
3	78	77	1	
4	65	70	5	
5	83	75	8	
6	42	37	5	
33	53	60	7	
34	62	78	16	
37	73	72	1	
38	90	88	2	
	Mean Percent	69.8	70.8	1

B. Progressive Statements

7	98	87	11	
8	86	61	25	
10	76	81	5	
11	72	78	6	
12	98	100	2	
13	94	84	10	
21	90	79	11	
22	90	73	17	
30	62	43	19	
39	69	44	25	
	Mean Percent	83.5	73.4	10.1

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