



League of Women Voters of Minnesota Records

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The State Owes Equal Opportunity to All Its Children

What Many Rural Children Receive

"The Little Red School House"

Bad lighting
Bad sanitation
Meagre equipment

Six months—or 120 days—of school per year
Absent on the average 20 days
Compulsory attendance law defied

Teachers—young, untrained, with barely a high school education
Practically no supervision—one or two visits a year from county superintendent.
No helpers

Physical education neglected
Physical defects uncorrected

Few books
No library facilities

What Most City Children Receive

A modern school building
Good lighting
Good sanitation
Adequate equipment

Nine months—180 to 200 days—of school per year
Absent on the average five days or less
Compulsory attendance law enforced.

Teachers—high school graduates with two years of professional training
Supervision by school principals, superintendent, and grade supervisors
Many helpers

Regular physical training
Defects corrected under school nurses and doctors

Many books
Trained librarians see that children become intelligent readers

WHAT IS THE REMEDY ?

An enlightened public opinion, more co-operation with school officials, and also changes in the school laws of the state providing more state aid for schools in the poorer districts, an eight months minimum school term, teacher helpers in rural districts, state aid for physical education, better machinery for enforcing compulsory attendance laws.

Vote for Legislators Who Will Vote Right on This Issue

THE MINNESOTA LEAGUE OF WOMEN VOTERS
313 Meyers Arcade, Minneapolis



A Thousand Dollar School for Five Hundred Dollars

STUDY THIS BUDGET

\$1,070.00

Take this home to study.

Minnesota League of Women Voters
1639 Hennepin Ave., Minneapolis

Minnesota League of Women Voters
1689 Hennepin Ave., Minneapolis

SCHOOL SURVEY CALLS FOR PUBLIC ACTION

Action Calls for Understanding

During 1942 a group of experts appointed by Governor Stassen made a survey of the Minneapolis public schools.

WHY WAS THIS SURVEY MADE? Over a period of years public dissatisfaction with Board of Education action, as well as with failure of the Board to take certain necessary steps, has greatly increased. In the winter of 1941-42 a strike was threatened by the public schools' janitor-engineer personnel. After failure by the Board of Education and the employees to reach a settlement, Governor Stassen was asked to intervene. As a part of his agreement with these employees the Governor ordered a survey of our schools, appointed the staff, and appropriated state funds to finance the survey.

WHO MADE THE SURVEY? A group of nationally known educators with a wide background of experience. The staff included Dr. George Works, chairman, director of similar surveys in New York, Texas and Georgia; Dr. T. C. Holy and Dr. E. W. Anderson of Ohio State University, Dr. N. B. Henry of the University of Chicago, and qualified consultants.

WHAT ARE THE CONTENTS OF THE SURVEY REPORT? It consists of six chapters: (1) The City of Minneapolis and the Public Schools; (2) The Board of Education; (3) Internal Organization and Administration; (4) The School Plant; (5) Teaching Personnel; (6) Financing the Schools.

Information in this "broadside" is taken from Chapter 2 in which a recommendation to the citizens of Minneapolis is made based on the findings of the survey staff.

WHAT IS THIS RECOMMENDATION? To abolish present Board and create a new Board.

WHY IS SUCH A DRASTIC PROPOSAL MADE? Because "no community should be expected to tolerate for a considerable period of time such a school situation as has marked Minneapolis in recent years and especially during the past year."

WHAT SPECIFIC FINDINGS LISTED IN THE REPORT LED TO THIS CONCLUSION?

1. "The Board of Education of Minneapolis has had, and undoubtedly now has, some able members. It is evident, however, from the reactions of individual citizens, community organizations, and the press that the Board as a whole does not enjoy the degree of confidence on the part of the citizenry essential for the development and maintenance of the best school system."

EDITORIALS FROM MINNEAPOLIS PAPERS:

"The report substantiates the judgment which the Daily Times has made on more than one occasion—that the Board by its dilatory tactics, its indecisions, its preoccupation with special blocs and its interference in administrative details of the school system forfeited the confidence of the people of Minneapolis."

—*Minneapolis Daily Times*, January 20, 1943.

"The defeat of the school tax amendment by a clear majority . . . makes it plain that, as the Star Journal said August 6th, the Board of Education has got to show more initiative than it has shown yet in attacking the schools' financial problems before it can hope to get the support it has got to have from the city and state to achieve a real solution."—*Minneapolis Star Journal*, September 10, 1942.

"That the school management and direction badly needs many changes, by this time should be pretty generally admitted. . . . Perhaps the most vital feature of good schools is good morale among school employees. The majority of school employees have no confidence in the way the majority of the School Board are handling affairs."

—*Minneapolis Labor Review*, February 4, 1943.

2. The Board lacks an "appreciation of the responsibilities of a Board of Education to the community it serves and to the staff of the schools."

EXAMPLE: In June, 1942 "without a dissenting voice, the Board voted to pay the expenses incurred by any member attending the meeting of National Education Ass'n. held in Denver."

Action of this kind by Boards of Education is not unusual but the circumstances under which this action was taken as unusual:

- 1) "At the time that the action was taken the state had made a grant of money to the Board" to pay scheduled salaries of the janitorial force because there was not sufficient money in the school treasury to meet this obligation.
- 2) May 26, 1942 (approximately one week before the final week of school) the Board voted to notify "the teachers that they would not receive their anticipated pay for one week."
- 3) "During the period from January to December 1941 teachers and employees, except those in the minimum salary group, had taken a cut of 15% of their scheduled salaries."

(over)

"These incidents, combined with other events of the preceding few months, left not only the staff but the entire community 'on edge' regarding the financial conditions of the schools."

3. "The Board should not hold more than a fraction of the meetings now held and they should be devoted to major issues involved in giving the best possible school system with the resources available." "There are numerous meetings of special committees and the minutes are replete with special consideration of details that should have been handled by the Superintendent and his assistants, instead of coming to the Board."
4. "An excellent illustration of the erroneous conception of a number of members of the Board, concerning their relation to the schools and to the community is furnished by their efforts to secure salaries for their services as members of the Board."
5. "One of the largest opportunities the Board has had during recent years to serve the schools of Minneapolis came when Superintendent Reed resigned. . . . In a period of only ten days a decision was reached on one of the most fundamental questions with which the Board has had to deal in years. The minutes of the Board are replete with examples of much more prolonged consideration of minor problems than was given this major issue." "The action of the Board to 'limit the choice to local educators, employees of the Minneapolis school system' is particularly open to criticism."
6. "One of the pernicious practices that has developed in the Minneapolis school system is the use of the influence of individual Board members by persons desiring positions or seeking advancement in the system. Evidence is found in letters and in conferences that it is a fairly common practice. When allowance is made for the amount of this kind of thing that is done through direct conference and over the telephone, so that no written records are available, the seriousness of the situation is apparent."
7. "Failure to pay scheduled salaries and wages has been a great strain on the teachers and the employees, but perhaps an even more potent factor in destroying morale has been the frequent practice of making cuts or designating payless weeks with little or no warning. This condition in the opinion of the Survey staff is largely due to the ineptness of the Board in handling its financial affairs."
8. "Several times during the progress of the Survey, the attention of members of the Staff has been directed to the collection of funds from teachers and principals of the school system by a member of the Board. These funds were not sought for a national organization like the Red Cross, or a local organization such as the Community Chest, but for some venture in which the member had a special interest. The Survey staff believes that it is undesirable for Board members to seek funds from persons working in the schools, even for a worthy national or local cause. Much less should they solicit funds to support special projects in which they are interested."
9. "Ineptness of the Board in handling many of its problems is well illustrated by its procedure in dealing with closing of school buildings which were no longer needed." "The Board failed to deal in a comprehensive manner with the question of closing schools not needed. It preferred to do, as it has done so frequently, a 'piecemeal' job. As a result, it left the closing of several schools until shortly before the opening of the school year. This procrastination greatly handicapped the professional staff in carrying out the necessary adjustment and left many parents in the dark until the last moment as to where their children were to go to school."

WHAT GUIDANCE DOES THE SURVEY GIVE AS TO HOW LONG BOARD MEMBERS SHOULD SERVE?

The length of term of Board members should be long enough to insure a Board member "sufficient time to understand the problems of the school and to render effective service." "It should not be too long as it is desirable to have new blood infused into the Board from time to time." The seven members of the present Board will have served by July 1st, 1943: Helen Bauman, 12 years; Henry Bessessen, 12 years; Owen Cunningham, 5 years; Charles Drake, 10 years; Walter Johnson, 15 years; Lynn Thompson, 20 years; Roy Wier, 4 years.

HOW CAN THE SURVEY RECOMMENDATION BE CARRIED OUT?

1. By adopting a new charter for the City of Minneapolis
2. By amending the present City Charter
3. By an act of the State Legislature

WHOSE RESPONSIBILITY IS IT TO PROVIDE THE NEEDED CHANGES IN OUR PRESENT SCHOOL SITUATION?

It is the responsibility of the citizens of Minneapolis. They can exercise and protect their Home Rule privileges and solve this problem by adopting a new charter.

Copies of the Survey Staff Report Are Available

MINNEAPOLIS LEAGUE OF WOMEN VOTERS

914 Marquette Avenue



Minneapolis

Minnesota League of Women Voters
1639 Hennepin Avenue, Minneapolis
November, 1926

COUNTY BOARD OF EDUCATION

The proposal for a county board of education is not new. A commission on education appointed as far back as the legislature of 1913 made recommendations for desirable legislation including a provision for a county board of education. Bills calling for the appointment (instead of election) of the county superintendent of schools were drafted during the 1923 session of the legislature but did not get a hearing.

A bill providing for a county board of education of five members, to take over educational matters at present handled by the board of county commissioners and with power to appoint the county superintendent of schools was introduced in the 1925 legislature but failed to reach a vote. It was prepared by the association of county superintendents in the state and was supported by the Minnesota Education Association and the Minnesota League of Women Voters. A similar measure will be introduced into the 1926 legislature with the same groups supporting it.

Statement by Miss Isabel Lawrence, Chairman Committee on Education, Minnesota League of Women Voters

The proposal of a county board of education must be approved by everybody who wishes country children to have opportunities more nearly equal with those of city children. One of the most important requisites for getting all these children cared for well, is a county superintendent who will work efficiently all the time to ensure good teachers and good schools everywhere in the county. A county superintendent chosen by a county board is far more likely to be the right kind of worker than one elected at the polls. The elected official must deal too much with politics and spend too much time in getting elected. A county superintendent, too, needs the advice and help of a county board in doing things worthwhile in the schools.

Progressive states, over thirty of them, have adopted the plan of a county board of education which appoints the county superintendent of schools. Election to that office by popular vote is a relic of the past. No other school officer in the United States is so elected. The question has been asked what sort of president we would secure for the state University, or what kinds of heads of our normal schools, if we required those officers to seek election.

The election of the county superintendent of schools is undesirable on many counts:

1. It is difficult for the voters to examine the qualifications or the records of those who run for the office.
2. Able professional educators will not subject themselves to a long expensive campaign to get themselves elected or re-elected. This results in sometimes restricting the choice of the voters to two equally unfit candidates. (Many of our best Minnesota county superintendents are constantly resigning to accept more dignified and stable positions. Men and women whose experience is invaluable to the state and county would stay if they had the opportunity to do distinguished work, without the necessity of political entanglements.)
3. The best plans for bettering schools take some years to show results. No efficient county superintendent likes to find himself out of office before his plans mature. Neither does he relish taking time that belongs to the children to do political canvassing.

Points in favor of the proposed measure:

1. The position of county superintendent of schools will be raised professionally to the level of the city superintendent's office and permanency in office secured,
2. The loss of time, money and dignity incident to a campaign for election or re-election is eliminated.
3. The restriction of residence in the county will be removed. (The state has lost the services of some of its most valuable county superintendents because, by our present law, if not elected in their own county, they cannot give any other county the benefit of their expert services.)
4. The county board of education through experience will become wise in understanding of the school needs of the county and its advice will assist every district in solving local problems.
5. The county board will entail little expense and can contribute to elimination of waste in the conduct of the schools.

Statement by W.H. Detamore, County Superintendent of Schools, Blue Earth County
Legislative Chairman, Minnesota Education Association
(Published in the Minnesota Education Association Journal for October 1926)

The call for legislation providing for a county board of education is based upon the belief that rural education is the most basic factor in our agricultural problem and that there is urgent need for trained leadership in rural life. It is felt that such a measure would strike at the very root of the issue by placing the office of county superintendent of schools on a professional basis analogous to that of city superintendents rather than upon the political basis as at present.

The bill introduced in the last legislature provided for a board of five members. The chief function of this board would be the appointment of a county superintendent of schools who would act as the executive secretary of the board. It provided for the very obviously needed requirement of educational qualifications for the office of county superintendent of schools. Such a requirement is impossible under the present system and the selection of a suitable person for the work is left entirely to the hazards of election with no restrictions whatever.

It is further urged that the work of rural supervision is a peculiar field of education requiring special training, and that, with the uncertainty of the elective system and the present restriction of candidates to residents of the county in which the service is to be rendered, there is no incentive to train for this work. The proposed bill removes the restriction to the county and permits of the selection of a well-trained person from any source just as city superintendents are now chosen.

It is likely that the bill presented at the last legislature or one similar in principle will be urged at the coming session of the legislature. Never before have county superintendents been more nearly united upon the issue. Leaders in other branches of education are also taking a decided stand for this basic change in rural education. Other organizations, interested in equal educational opportunity as opposed to a double standard, are accepting this change as fundamental.

Note: Two different methods have been proposed for electing the members of the county board of education: 1) by district school officers assembled in annual convention; 2) by voters at the general election. It is not yet known which method will be included in the bill to be introduced into the 1926 legislature.

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Each member of the board shall be a resident of the commissioner district from which elected.

At the first election after the passage of the bill, two members shall be elected for two years, two for four years and one for six years. Thereafter the election shall be for six years as the terms expire.

The board would have the powers and duties now assigned to and performed by the board of county commissioners and in addition would be empowered to appoint the county superintendent of schools.

Members of the board would serve without pay, a per diem of \$5.00 and mileage for necessary travel being allowed, the per diem being limited to \$30 annually for each member.

This method of election is desirable because:

It is democratic. Every voter can have a voice in the selection of the county board member in his commissioner district.

It takes nothing away from the powers of the local school board.

It provides for a group that, through an experience of six years of work together, will become wise in the understanding of school needs of the county.

It entails little expense.

Minnesota League of Women Voters
1639 Hennepin Avenue, Minneapolis
November, 1926

TEACHER TENURE

Efforts to secure teacher tenure legislation have been made in several past legislative sessions by groups of teachers in the larger cities. In the 1925 legislature a teacher tenure bill limited to the three first-class cities of the state was introduced. It passed the house after a stormy session, by a vote of 83 to 32, but failed of passage in the Senate. A similar bill will be introduced in the coming session of the legislature.

The Minnesota League of Women Voters has, for the first time, included a teacher tenure measure in its legislative program for 1927, basing its action upon the conviction that a teacher tenure law will result in "essential protection, not for teachers only, but for the schools and the school children".

"The movement for teacher tenure legislation in the United States has grown, in some measure, out of a number of flagrant cases of political dismissal which have attained wide notoriety", such as those occurring in Denver (1915), Portland (1913), San Diego (1918), Oklahoma (1922). "In many of these cases gross injustice was done to individual teachers, principals, or superintendents. In almost all of them severe injury has been inflicted upon the schools immediately concerned; and in all of them the hazards of the teaching profession have been emphasized, the work of the teacher discounted, and fine, high-minded youth discouraged from entering it."

State teacher tenure laws have now been enacted in California, Colorado, Illinois, Louisiana, Massachusetts, Maryland, Montana, New York, New Jersey, Oregon and Wisconsin. Six of these laws are state-wide in application; five of them are so framed as to be applicable only to one or more of the larger cities of the state.

The National Education Association in 1923 appointed a Committee of One Hundred to study the problem of teacher tenure. The committee states that teacher turnover in the public schools of the several states is excessively large. Thousands of teachers leave the profession each year. Additional thousands change from one position to another annually. The average tenure in the public schools of the United States is four years, while the average tenure in rural schools is but two years. The tenure of school superintendents in the United States is but three years, and the Bureau of Education states that of 510 superintendents reporting in a survey made in 1922, 263 were elected annually.

This large teacher turnover is one of the weakest spots in our educational system. "The manufacturer is able to estimate the financial loss to his business due to labor turnover because his output is a tangible product. The school's product is changes in the lives of boys and girls - a more intangible product which it is difficult to measure. There is no question, however, but that there is an inestimable loss in school efficiency each year due to teacher turnover. The first requisite in teaching is that the teachers shall really know the pupil. He cannot do this and change schools every year or two. In rapid teacher turnover it is the child who suffers. When teaching is a procession rather than a profession, the developing ideas, ideals, and attitudes of children are trampled underfoot." A transient teacher contributes less to a community than one who remains and enters into the life of the community.

Teachers in the educational systems of the European countries, where a high degree of school development has taken place, are much more completely protected by tenure than are the teachers in the United States. No such policy as the "hire-and-fire" practice, common in our states, exists. Neither is there such a thing as a "yearly contract" plan of election for teachers.

Ellwood P. Cubberley in the publication entitled Public School Administration says: "Compared with employees in other lines of work, the school teacher, under the annual-election plan, is not accorded the tenure of position given to street or steam railway employees, general business employees, policemen, firemen, or government clerks. None of these have to apply over and over for positions which they have been filling acceptably, nor run the chance of annual election with its attendant accidents and surprises. So long as these persons render efficient service they retain their places, and when they cease to do so they are first

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warned, and then perhaps transferred to a less important position, and finally dropped."

"No valid argument has yet been proposed for the system of annual election of teachers. Far from serving as a stimulus for efficiency and improvement, it must and does inevitably mean anxiety for the teacher who stands for reappointment. It must act as a drain on the nervous energy of the teachers and is economically wasteful. The practice of annual elections militates against the promotion of sound professional standards, and with the reservations in their minds that an incompetent teacher can always be removed after a year's trial, there is not the same pressure on selecting committees to exercise the greatest care in making appointments." (I. L. Kandel in the Teachers' College Record for October 1924)

J. W. Crabtree, the secretary of the National Education Association, says in the Foreward to the special bulletin issued by the association on the problem of teacher tenure: "Injury is inflicted on both pupils and teachers when the latter are regarded as hirelings with no guarantee of remaining in office over a year and with the uncertainties of an annual election constantly facing them. Because this condition means a loss to the children, to the nation, as well as to the teaching body, the National Education Association has long stood for the principle of teacher tenure."

Educators are convinced that state-wide tenure legislation would do much in all the states to stabilize the teaching profession and make it effective. Where tenure is in force, teacher turnover due to political dismissals is reduced.

Dean M. E. Haggerty of the College of Education, University of Minnesota has said: "Continuous service for capable, trained and experienced teachers is fundamental to the well-being of American education at every level."

The standards for teacher tenure legislation that are agreed upon as a means of solving the tenure problem are:

1. Minimum training for entrance to the teaching profession, four years of high school and at least two years of professional training.
2. A probation period of two or three years.

This makes tenure a reward for faithful and efficient service, rather than a guaranteed legislative right for all. During the probationary period unsuccessful and incompetent teachers may be "weeded out".

3. Causes for dismissal clearly stated in writing.

The efficient teacher must be protected and the inefficient teacher eliminated.

4. The right of dismissal in the hands of the appointing power.
5. Due notice given the teacher in case of dismissal.
6. Teachers granted right of hearing, counsel, and appeal.
7. In the case of permanent tenure, a system devised to insure improvement of the teaching staff.

This means that following the probationary period each teacher's services should be re-valuated every 5 or 6 years. Teacher tenure should insure protection to both the teacher and the community. The community has a right to be protected against teachers who do not keep themselves intellectually alive and who do not carry on the duties of their office with an ever-increasing efficiency.

Note: The Research Bulletin of the National Education Association, November 1924 and the report of the Committee of One Hundred of the N. E. A. on Teacher Tenure in the United States, published in July 1926, are the chief sources for the foregoing statement. Quotation marks are used, without specific references, to identify extracts from these reports.

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1639 Hennepin Avenue, Minneapolis
December, 1926

STATE AID TO SCHOOLS

The beginning of our present system of state aid to public schools in Minnesota occurred in 1881 when an appropriation of 20 thousand dollars was made by the legislature under a law enacted in 1878 providing for a grant of \$400 to any school district maintaining an acceptable high school. The state share in public school support has increased steadily since then with the purpose of providing, as equitably as may be, the same educational opportunity for all the state's children.

State aid to public schools is justified upon the assumption that "public education is of such vital concern to the state as a whole that it is just to place a uniform tax upon all the wealth of the state for its support."

Supplemental Aid

In the list of more than twenty-five different forms of state aid for specific purposes to schools in this state, supplemental aid is recognized as the form of aid that now reaches the school districts most in need of it. "It is without question the most fair and equitable form of state aid" because it embodies the principle on which state support of education is based - "from every district according to its ability and to every district according to its needs".

The principle of giving assistance to districts whose tax levies indicate a heavy burden of school maintenance was first embodied in our laws in 1915. The supplemental aid law has been amended a number of times, each change representing improvement in the method of distribution of this aid. The amendment adopted by the 1923 legislature marked an epoch in school aid distribution. Before this, state aid had persistently flowed to the richer parts of the state. That amendment provided that when a local tax rate of 20 mills does not produce an income of \$40 per pupil, then the state will make up the difference, basing its grant of supplemental aid upon the number of pupils in attendance at least 40 days during the school year.

A provision included at the eleventh hour in the appropriation bill of the 1923 legislature seriously handicapped the original purpose of this amendment. It provided that if funds appropriated for educational purposes should be insufficient to pay all claims, then all fixed aids should be paid in full first and supplemental aid should be prorated from the remainder of the funds available. This resulted in cutting down the supplemental aid to 59 $\frac{1}{2}$ cents on the dollar and caused great hardship to poorer school districts where, relying upon the aid promised, definite improvements had been put into operation.

The legislature of 1925 provided by appropriation for funds to pay supplemental aid not only for the 1925-27 biennium but also made a deficiency appropriation covering the shortage in supplemental aid for 1923-25 resulting from the action of the 1923 legislature. This latter appropriation, however, was vetoed by the governor.

Proposed Amendment to Supplemental Aid Law

Great progress has been made in the development of rural school standards through the system of supplemental aid. Further amendment to increase the equitable operation of the supplemental aid law is desirable. An amendment increasing the amount of aid per pupil from \$40 to \$45 will be proposed to the 1927 legislature. At the same time an effort will be made, in the administration of the law, to scrutinize more carefully than ever before facts establishing the eligibility of school districts to receive supplemental aid as provided under this law.

Emphasis must be placed upon the necessity of guarding against a deficiency in the appropriation for supplemental aid in future since the resulting hardship and embarrassment to school districts that have complied with the letter and spirit of the law in meeting higher standards in their schools than could be provided for from local funds, is particularly acute in this form of aid.

11 Dec, 27, M. League of Women Voters, S.

Lengthening the School Term

"One of the outstanding inequalities between the rural and urban school is the length of the school term." The standard school term in city schools is nine months. In certain country schools it falls much below this standard. The rural child with a school open only 140 days, instead of the 180 or 190 days for city schools, must attend school ten years to finish eight school grades.

An interesting example of the use of state aid to stimulate local communities to provide better school opportunities for their children lies in the semi-annual payment, from the state endowment or apportionment fund, to schools meeting a certain requirement as to the length of the school term.

Previous to 1923, six months was the term prescribed to entitle school districts to receive the benefits of this fund. The term was increased to seven months by the 1923 legislature through adoption of an amendment proposed with the support of the League of Women Voters. At present 76 per cent of the school children of the state are in schools with a nine months' term, 20.3 per cent have an eight months' term and 3.6 per cent have a seven months' term. This latter group includes some 20,000 children.

To encourage the extension of the term in all schools to eight months, the following amendment will be proposed to the 1927 legislature.

"That for each ungraded elementary school with a school year of at least eight months, the state shall pay a school district \$150 for each first grade teacher employed, provided that the total of such aid for an ungraded elementary school shall in no case exceed three hundred dollars."

Statements made by county superintendents of schools in favor of lengthening the school term are represented by the following quotations.

"If communities could appreciate the desirability of lengthening the term and giving the children the opportunity to attend, they would not be 16 to 17 years old before they completed the 8th grade, or become discouraged and leave school at 16, having finished only the 5th or 6th grade."

"I am very much in favor of a bill raising the minimum school term to eight months. There is no reason why one-fourth of a child's time should be taken from him and he be compelled to go to school from one to three years longer in order to cover the same ground as his more fortunate brother in districts having longer terms."

"If it is the business of the state to insist on the adequate preparation of its future voters for an intelligent discharge of their duties as citizens, then surely the state should see that none of these growing voters are sadly handicapped in their preparation because, through no fault of their own, they live in a district that supports a six or seven months' school. Do you know any reason why a child living in the country should not have the same educational advantages as one living in town?"

Note: Statements or articles valuable as reference material are contained in the Journals of the National Education Association (Nov. 1923 and Feb. 1925) and of the Minnesota Education Association (May and October 1926). A brief article by Mrs. F. W. Wittich on Financing Education in Minnesota occurs in the Minnesota Woman Voter for May 1926. Other sources used in the preparation of this statement are a reprint of the address by E. M. Phillips of the State Department of Education on State Support of Public Schools in Minnesota (February 1925); Report of the State Board of Education on Revision of State Aid (1920) and the Report of the Interim Committee on Education (appointed by the 1921 legislature).

Minnesota League of Women Voters
1639 Hennepin Avenue, Minneapolis

4:30 P.M. - Tuesday, February 15, 1927

RADIO DIALOGUE - *Copy also
1927 Radio file
and state
chairman's folder*

THE FARMER AND HIS SCHOOLS
Prepared by Miss Isabel Lawrence,
Chairman, Committee on Education

Read by

Time - The Present

Characters - Mrs. James - Chairman, Committee on Education, League of Women Voters.
Mr. Mattson - a prosperous and influential farmer.
Mrs. Reeves - The newly elected county superintendent of schools
in his county.

(Conference at the home of Mr. Mattson. Concrete cases mentioned
have actually occurred and statistics given are correct.)

Mr. Mattson: I think Prof. Coulter is dead right about the farmers' troubles. It isn't the war! It isn't the tariff! It's drudgery with backs and arms and legs, just as farming was carried on in the year one. The farmer must have the skill and brains to use labor-saving machinery and know how to take good care of it. He needs to be as keen and capable as the manager of a city corporation. Unless he can match the city man in hustle and in wits, he may as well get used to being a peasant.

Mrs. James: The editor of the magazine, the World's Work, lays poverty in any part of our country to lack of brains. He says, "Brains can borrow capital, pay interest on it, and keep the profits. But any section of the country that can't furnish its own brains will pay both interest and profit to someone else. Industrially, it will be a conquered province and no law and no agitation can prevent it."

Mr. Mattson: That's the stuff, and if the farming section can't furnish its own trained brains, it will be a conquered province agriculturally, "and no law and no agitation can prevent it." But here's the rub. The managing farmer can't do it alone. He must be able to hire help with brains - help that can be trained to do up-to-date work. There's where the city manager wins out. He can get such help. City boys

and girls all have a good grade education at least. The farmer often finds his help too ignorant to be trained. They can only dig. They can't be taught to run machinery. Even his own children can't get such an education as every child in the city gets. Boys around here have a hard time at schools of agriculture, because they have had such miserable preparation in our rural schools. So the city beats us. I don't think it is fair, do you?

Chairman: No I don't think it is fair. I wish all farmers could see that their troubles would diminish if there were more equal opportunity for education all over the state. I don't believe that it is because you're not spending enough for education in the farmer's schools, though of course that is sometimes true.

I looked up your local district school tax, Mr. Mattsón, before I came up here. I had to use the year 1924 for a fair comparison.

Mr. Mattson: I remember 1924, our local district school tax was 43.6 mills. We've lessened it since, but that year, some of us began to investigate what we were getting for our school money.

Chairman: I wish more farmers would do that, and give the legislature the benefit of what they find.

But to go on with my comparison - These figures are for money spent for maintenance only, not for buildings, or land. You paid the highest tax in the county as a local district school tax for maintenance of an ungraded school in 1924. 43.6 mills. The largest city in your county paid the same year a tax levy of 24.2 mills for the maintenance of excellent graded schools and a fine high school. Minneapolis that same year, paid a local school tax of 19.6 mills for the maintenance only of one of the best school systems in the U.S.

The trouble with the farmer's schools is not because he does not pay enough for them. Do you suppose that it's because rural schools cannot provide a good education, Mrs. Reeves?

Mrs. Reeves: No! I know that brains can be trained in rural schools. They have their handicaps, but they also have distinct advantages. Anybody would rather teach children that have all out-of-doors for a playground. County children have nature to study and quiet in which to grow sound nerves. They have home work for real projects where if they don't get them right, they have to use their thinking powers to devise means to correct them, for the real results show up. Play projects in city schools pale into insignificance beside this home training. The children can work for farm clubs, they can experiment and learn science - just the kind of education needed to develop boys and girls into brainy workers able to acquire the technical education needed to fit them for their life work anywhere. Mind you. I don't say that this is done in rural schools. I say it can be done.

Chairman: Splendid! Is this the kind of superintendent your county elected last November?

Mr. Mattson: It is, and we made a ten-strike. She has done more in her first month here than our other superintendents did in ten years.

Mrs. Reeves: It is too early to make remarks of that kind, Mr. Mattson. Don't!

Mr. Mattson: All right! but let me tell our chairman how it happened that we farmers were stirred up enough to get rid of the county superintendent we had.

Some of us got talking in the store about our miserable schools and what they failed to do for the farmer's children. We were the set that believed that if we could get help that had had a decent education, it would do more for the farmer, than could any law passed by Congress. I said, "I'm going to look up the county superintendent of schools. He is the boss. He ought to be doing something." I went to the county seat. I found the county superintendent carrying on a flourishing insurance business of his own.

Chairman: There are a few who do that, or study law or run a law office. One has a grocery.

Mr. Mattson: This one had visited the schools of the county once in a whole year. He had to, according to the law. I heard about his visit at our school. He spent his time filling out records, made a silly speech, joked the teacher and departed without seeing her teach, and, believe me, it was all she could do to keep the children in the room, let alone teaching them anything.

I was mad. I went to see the county commissioners. They paid his salary. They said I ought to be thankful that he didn't visit the schools oftener. The county had to pay his expenses, and he traveled comfortably. I think that was the word they used. They thought the more time he spent on his insurance business, the better for the county funds.

One commissioner told me the following story about the county superintendent who preceded the insurance man. He said, "You know the elected superintendent resigned that year. We had to appoint his successor. We arranged with the new man that if he would keep down his expense fund by not visiting the schools but once a year, we'd give him a little higher salary. He agreed, and we wrote the arrangement into the contract. He took the contract to St. Paul to be signed and state attorney Hilton refused to sign it, calling it illegal, and the State Department of Education made no end of a row. They said it was the duty of the county superintendent to visit the schools as often as he could, and help the teachers, and his expenses must be paid according to state law. So we've made a verbal contract with this man. He gets a little higher salary and more time for insurance. We save the county money.

Mrs. Reeves: Horrors! Now I can well believe the stories the children tell me of what happened in these schools last year. I am so sorry for the children and for the bright little inexperienced city girls who came here to do their first work in teaching last year. I hear that many

fell into all kinds of pitfalls both in schools and out. Such teachers begin with enthusiasm and can be made into worthwhile teachers if the county superintendent knows how to teach and is willing to do hard work to give them the right help. City superintendents and principals work night and day to keep their teachers inspired and progressive. City schools would be just as poor as rural schools and much more dangerous if left without oversight.

Chairman: There are probably a few cases like the one you describe. Mr. Mattson These men have no professional standing. One is not even a member of the Minnesota Education Association. They couldn't train teachers if they tried. They are active just before election. They buy out county fairs and become very popular with the farmers.

Mr. Mattson: Yes, they are hard to beat at the polls. Their professional training is in politics.

Chairman: But they are by no means a sample of the Minnesota county superintendents who as a body are excellent experienced rural workers. But mark what happened last November! 26 supt. of counties, nearly 1/3 of the entire number in the state, either resigned or were beaten at the polls. Some of the most experienced and skillful were defeated - one of them by a woman who had no certificate. She, 20 years ago, held a second! As the state department of education is eliminating second grade certificates for teachers, think of the tragedy of it, and the fate of the rural schools in that county for the next four years!

Many excellent county superintendents resigned. It is difficult to retain trained men and women in an office which is not on a professional basis and which is subject to the hazards of a political election, one where success gives no chance for promotion.

No other educational office in the U.S. is subject to a general election. What kind of city superintendent would you get by it? Imagine selecting the President of the University in this way. Mrs.

Reeves, you have had special training for rural supervision. You hold a college degree and an advanced normal college diploma. You have taught in rural and city schools. By how many votes did you win out at that polls last November?

Mrs. Reeves: Ten!

Chairman: Ten votes! Think of the risk you ran, Mr. Mattson of getting your insurance man again. Isn't the whole trouble in Minnesota the way we elect county superintendents? You blamed your county commissioners. I don't. They seem to be good practical officials, attending to their business of running their county economically. They have never pretended to be interested in education!

Mr. Mattson: What do you propose for the way out?

Chairman: Get the legislature to pass the bill for a county Board of Education to elect county superintendents with qualifications.

Mr. Mattson: We have had enough trouble with boards. I don't want another one in this county. Why not have qualifications specified for the county superintendent and then have the State Department of Education keep them at their business?

Chairman: It can't be done. It's against the state Constitution to have qualifications prescribed for an elective office. The State Department of Education has done most excellent work in rural inspection and help, but it cannot do the work which belongs to the local county. You'll have to take care of your own superintendent and you need to have a county board of education to help. It's an up-to-date business method which every city uses.

Mrs. Reeves: We do need a county board of education. Minnesota has the most antiquated way of electing county superintendents in the whole nation. Over 30 states have some kind of county education board. They're all planned to meet the varying educational conditions of the state; so it's no use for us to copy any one of their laws. Your own St. Louis

-7-

County has a county system which won't fit us. I think the bill for a county board of education presented by the Minnesota Education Association and supported by the League of Women Voters is admirable. It is simple enough to unite the interests of all the counties of the state, those where little one-room schools must exist for some time to come, and the more thickly populated counties where schools may be consolidated.

Chairman: The county superintendents are pushing this bill strongly. They want their office to be placed on a professional basis of dignity and permanence. They want it made worthwhile for county superintendents to seek the special training which is now being offered at universities - a broad course in rural school supervision and the welfare of the farmer community. You farmers are the ones to push this movement.

Mr. Mattson: I'd like to know more about the bill. Are qualifications stated in it?

Chairman: Certainly. They are the main issue! "The county superintendent shall hold the advanced diploma of a Teachers' College or a state certificate of equal or higher rank, and in addition, he shall have had four years of teaching experience in public schools."

Mr. Mattson: How are the members of the board chosen and for what term of office?

Chairman: One member is to be elected from each commissioned district at the general election. There are five members of the board. The term of office is six years. The term of office of not more than two members will expire at the same time, so the board will be a continuous body.

Mr. Mattson: What are their duties:

Chairman: The chief one is to elect the county superintendent.

Mr. Mattson: How do you know that they will get any better ones than the whole county is able to do?

Chairman: They have great advantages over all the voters of a county.

1. Because of the Qualifications demanded of the candidate.

2. They will have time to examine all the applications and look up the references given. This is impossible for all the voters of a county to do.
3. There will be many more applicants to choose from, and they will be better qualified because there will be no restriction as to residence.

Better fitted men and women will apply when the necessity of a political campaign is withdrawn, and the position is made permanent with promotion possible in case of signal success.

Mr. Mattson: That is an advantage. One year, this county had but two men to vote upon and they were so worthless that many of the farmers refused to vote for either. I am a humble member of the local district school board with some power of voting for or against improvements, etc. We fix the local tax levy. Are you going to abolish me and my privileges, with your county board.

Chairman: You are perfectly safe. The County Board of Education interferes in no way with the powers of the District School Board.

Mr. Mattson: Is it going to ruin us with high salaries?

Chairman: The County Board is not salaried. Its compensation for service will be \$5.00 per day of actual attendance and necessary traveling expenses for meetings, the meetings not to exceed six, in any one year. Tell me honestly now if you ever heard of anything so useful that cost so little.

Mr. Mattson: Never! I am getting quite attached to your County Board of Education. What can I do for it?

Mrs. Reeves: I know. Get the legislators you know to understand and vote for it. When we get it, if we ever do, work to get the right men in the county placed on it.

Be a candidate for it yourself.

THE COUNTY UNIT SYSTEM OF PUBLIC SCHOOL ADMINISTRATION

Changing Conditions Produce Need for Larger Units of School Administration

The increasing cost of education, accompanied by glaring inequalities of opportunity, are the underlying reasons why changes in school administration units are being demanded and, to a considerable extent, being effected today.

In the report of the National Advisory Committee on Education, appointed by President Hoover, we read: "A considerable number of important changes in our educational organization have been made; more changes are under way. To a considerable degree they are typical readjustments to our changing social conception of education and to economic changes which condition effective school financing."

The attempt to give every child a fairly equal opportunity in education has shown that our units of school operation are in many cases, particularly in rural areas, too small to provide the number of children needed for the economical operation of a modern school as we today conceive it. States are fostering consolidated schools and enlarged school districts under state sanction and with local consent. Our modern methods of transportation and communication favor an enlarged school unit.

The American people have always resented any tendency which might weaken local control of local schools but, on the other hand, there is today a widespread protest against educational taxation. For the first time in the history of the nation steps are being taken to curb education. "The people still believe in education but they are opposed to the duplication, friction, small scale operation, ineffective organization and tremendous waste of funds so common to the existing system of local school administration.

The five more or less distinct units of administration still largely in use today for local school government, the town or township, the district, the independent city and the county, have come down to us from pioneer days. The small units were suited to that period when larger units were impossible under the conditions. "Larger political units for school financing are certainly a necessity to the maintenance of good modern schools. Wealth and income are more unevenly distributed among geographical regions than was once the case, and the tendency toward uneven distribution seems to be accelerating. School financing is constantly improving to meet this modern fact. Counties and cities have been increasingly used in the collection of school monies and in their equalized distribution to the operating school districts, still leaving intact the spirit of local self government in school matters."

John M. Foote of the Louisiana State Department of Education says: "Educational opinion in this country agrees that the local unit of school government in most states is quite often a weak link in our system of schools. Reorganization of small units into larger ones is accepted as a pressing need. The problem arises out of the failure of the present types of organization to provide equal school facilities and services."

In the report of the Wisconsin Interim Committee on Education, appointed by the legislature, we read: "The county as the future administrative area was suggested by practically every educational administrator that came before the committee. In fact, there is not a book, a survey or a report that does not stress its importance."

What Constitutes a County Unit System

There seems to be no agreement as to the power that must be conferred upon county educational authorities before a state may be said to have the county unit system. It is a question of the degree of autonomy left to the local districts. The county unit system does not mean necessarily that there are no school authorities below those of the county. "Counties and states are now increasingly used to overcome weaknesses inherent in complete school management by the small school districts, the method with which we started. But states and counties assume only certain phases of educational management in a spirit of supplementation and reinforcement which avoids destroying local responsibility. Those phases touch not only financing and business operations but also the training and certification of teachers and professional supervision, which functions are, however, kept more stimulating and directive. The actual determination of educational policies and procedures, which directly and vitally affects the educative process itself has been, to a large extent, left where it has always been, in the hands of the local school board upon which local community opinion beats effectively."

Powers of county superintendents and boards vary. "In most of the states the county is a unit of school administration. County superintendents are found in thirty-nine states and county boards of education in thirty states. But in most cases, these have mainly powers of supervision over the local school authorities in towns, townships, or districts. In some states the county authorities have larger powers, and about a dozen states have a strong county unit system of school management. County boards have various powers in the different states, but more extensive ones in the strong county unit states. In these states they have general control and management of schools of the county."

City schools are with some exceptions outside the county school organization. In the strong county unit states of the South, the county authorities have been given some control over the city schools. In Maryland all cities and villages with the exception of Baltimore are included in the county unit organization. The usual practice is, however, to place schools in the larger cities outside the jurisdiction of county authorities and to provide a distinct form of organization and control for them.

States Which Have a County Unit System

Maryland adopted the county unit system in 1865, Louisiana in 1870, Florida in 1885, Georgia in 1887. But the plan has shown its greatest development in the twentieth century and by 1927, the county unit system of the strong type had been adopted in 11 states:

Alabama	Louisiana	Tennessee
Florida	Maryland	Utah
Georgia	New Mexico	Virginia
Kentucky	North Carolina	

The 8 states classed as having a weak county unit system are:

Arizona	Mississippi	Texas
Arkansas	Ohio	Washington
California	South Carolina	

New York has within a period of six years organized 38 central districts which are a modification of the same principle as the county system; namely, a larger unit of school administration.

The states of Iowa, Minnesota and Wisconsin have been referred to as having made feeble beginnings in county unit organization. Montana, Oregon and Nebraska have optional county unit laws. Up to 1927, only one county in Montana was organized under it, only three in Oregon and none in Nebraska.

Minnesota's County Unit Law

The 1929 legislature passed a law making it possible for any county having less than seven organized school districts to organize into a county educational unit with a county school board of five members elected "at the same time and in the same manner as school board members in a ten or more townships district." Lake, Koochiching and St. Louis counties were eligible under this permissive law to adopt the county unit system by a majority vote of their citizens at a general election. Lake county whose superintendent of schools, Mr. C. E. Campton, has done the state a real service in furthering the county unit plan, is the only Minnesota county that has adopted it.

County Unit Plan Recommended in Wisconsin

Following is an outline of the proposed county unit system recommended by the Interim Committee in Wisconsin. Its provisions are similar to those in operation elsewhere, with a few minor variations.

- 1) Election of members of a county board of education (5 or 7 members) from the county at large to serve five years each without salary. (The number of members and term vary in other county systems.)
- 2) Appointment by the board of a county superintendent of schools without restrictions as to his or her place of residence. The board also to fix his salary and term of office.
- 3) Levy of a tax by the county board of supervisors (commissioners) to meet the budget recommended by the county board; and all district, town, village and city taxes for schools to be abolished.

- 4) The county school board to be authorized to construct and finance all buildings, approve all educational policies, and in general have the same powers now given to the boards of education in cities of the first class.

Advantages Stressed by Advocates of the County Unit System

- 1) The county unit adjusts our school system to present day social and economic conditions.

- 2) Rural children under it have a broader and richer school curriculum with better teachers and more modern buildings. Junior high schools are possible as well as a larger number of senior high schools.

The curricula of rural schools should be as nourishing and inclusive as in city schools. But it is impossible to offer a variety of courses in a small high school with only two or three teachers, and there is no possibility of loading additional teaching responsibility on the one-room rural teacher. Special subjects such as drawing, music, commercial subjects and physical education have greatly enriched the educational offering of city schools. These subjects can best and most economically be taught by special teachers moving, if necessary, from school to school within the city. This is impossible under present conditions in rural communities, but it would be practicable under a county system.

Teachers, their training, selection, salaries and tenure are also important factors in obtaining a broader and richer curriculum. The quality of education depends more on the teacher than on any other single factor. It is a known fact that in rural schools we find the poorest trained, least experienced and lowest paid teachers in the system. The rural child is the object of experimentation while the urban child reaps the benefits. As soon as a teacher shows ability and has experience she qualifies for the more attractive positions in city schools. With the better schools possible under the county unit system, such teachers can be kept in the rural districts.

- 3) A third advantage in the county unit system is the possibility of equalizing the educational tax burden throughout the county. A wide variation exists in the tax rates of different communities, due to the variation in taxable wealth. A county system makes the support of schools a county obligation and equalizes the school tax rates throughout the county.

- 4) Consolidation of small schools eliminates waste. Under efficient administration large units of organization are more economically operated than small ones. It is true that the actual per capita cost is sometimes a little higher but it is nearly always because very much better educational facilities are provided.

- 5) Administration is placed on a scientific basis. Professional and business leadership is essential to any successful enterprise. We cannot ignore organization and management methods if we desire an improvement in the quality of our public school education. Under the district system the idea too often prevails that anyone will do for a school board member or trustee. With the greater responsibility and authority of the county board of education, it is possible to secure the more prominent and influential citizens for board service.

- 6) The position of county superintendent of schools will be on a professional basis. Under the county system the superintendent is appointed (as in the larger city schools) instead of elected and the county board of education is able to choose the best qualified man or woman available, regardless of residence.

In Minnesota, bills to provide for the appointment instead of election of county superintendents of schools were introduced into the 1923, 1925 and 1927 sessions of the state legislature. They were supported by the Minnesota Education Association and the League of Women Voters and had the approval of citizens interested in education all over the state. They proved, however, unpopular with legislators who are in general opposed to abolishing local elective offices. The pressure of public opinion must make itself felt before such a change can be effected by legislative action. The 1929 Minnesota county unit law already mentioned does not provide for the appointment of the county superintendent.

Note: This statement was prepared by Mrs. William Pearce of Faribault, chairman of the Education Committee. A list of references suggested by Mrs. Pearce will be mailed to those wishing to do further reading.

Action by the House in the 1933 Legislature
on the
COUNTY UNIT BILL FOR PUBLIC SCHOOL ADMINISTRATION

Deateated March 17, 1933 by a vote of 54 to ~~61~~ 61 Needed for passage - 66 votes.

61-

Speaking against the bill:

Crissey	(Stevens county)
Kettner	(Nicollet ")
Arvig	(Hubbard ")
Moore	(Traverse ")
Goetsch	(Mower ")
L. Eriksson	(Ottertail county)
O. K. Dahle	Houston ")
Retrum	Lac Qui Parle
Teigen	Kanabec, Mille Lacs
Stockwell	Sherburne
Friberg	Minneapolis
	Roseau

Speaking For the bill:

Wahlstrand (Kandiyohi county -- an author
Hitchcock (St. Louis " " "
Wier (Minneapolis - F. L. party and member Education commission
appointed by the Governor (or Taxation) ?
Hastings (Lake County)

Opposition arguments

Reduction in number of teachers will result in more teachers walking the streets.

Proposal to ~~xxx~~ eliminate teacher training departments in rural schools a part of this move to centralize schools away from local districts where children cannot be near home. You are educating children away from the farm, and away from their home and parents.

Little children having to get up at 6 o'clock and ride 6 or 8 miles morning and evening -- what does it do to their health? Better to keep them in schools near home.

These are same arguments as farmers heard for consolidated schools and the same sort of proposal. Those schools are standinf idle because taxes to support them cannot be paid. Don't want any more of them.

Also same sort of proposal as drainage ditches which have been ruinous to counties. (Mr. Hitchcock explained difference in vote by electorate etc.)

It is not an economy measure at all -- (reading aloud provision for building schools, issuing bonds etc.).

It is the most vicious bill in this legislature from point of view of rural districts. Farmers should all oppose (and did!).

See next VOTER (APRIL) for analysis of vote.

The famer against the town or city man issue emphacized in this discussion, Active prejudice stirred and expressed from rural members.

[1936]

STATE BOARD OF EDUCATION PROJECT

By

Chairmen of the Department of Government and Education

This study of State Boards of Education which was the project of this committee last year is complete and contains in concise form material which will help in our study of the subject and in the crystalization of our opinion.

As outlined below, points II and III are the ones on which we need to definitely decide before we can act on any specific bill in the legislature. Points I and IV will aid in the decision; therefore, I am attaching a questionnaire form to be filled out and returned to the state office when you and your League have decided on these points.

OUTLINE

- I. Forms of organization of state boards of education in states having state boards.
- II. Organization of an ideal state board of education.
 1. Type
 2. Members
 3. Functions
 4. Duties
- III. Rearrangement of present boards and commissions.
- IV. Personnel of present boards and commissions.

A STUDY OF
STATE BOARDS OF EDUCATION
BY THE
DEPARTMENT OF GOVERNMENT AND EDUCATION
OF THE
WISCONSIN LEAGUE OF WOMEN VOTERS

The study of Wisconsin's system of many educational state boards and commissions which take the place of a centralized plan of control has brought the Committee on Government and Education of the Wisconsin League of Women Voters to the point where it has felt the need for further study of the systems of other states and of the opinions of educators who have made a study of State Boards of Education and of our own Interim Committee's report of 1931.

The following pages are the result of this research by the various Education Committees of the League of Women Voters in Wisconsin which will help in crystallizing opinion on what is the best plan for our state.

Mrs. Henry G. Meigs, Chairman
Department of Government and
Education

February, 1936

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	E. Rearrangement of Wisconsin's present boards and commissions with reasons and charts	
		Mrs. T. L. Cobb, Green Bay
III.	Personnel of Present Boards and Commissions	
	Names and residence	Standard of selection
	How appointed	Term, number of meetings a year
	By whom appointed	
		Miss Mary Farley, Madison
		Mrs. John Wisc, Madison

UNIT 1

FORMS OF ORGANIZATION OF STATE BOARDS OF EDUCATION IN THE STATES HAVING STATE BOARDS

Administration is the machinery which keeps school systems in operation. When properly adjusted they will run efficiently and smoothly. When neglected through lack of adjustment and regular intelligent inspection, they may fail to do the work demanded of them.

School administration must meet very exacting demands. Its problems are far more comprehensive and universal and human than those of any other department of our government. It molds the thoughts and characters of the generation that will follow ours, and perpetuates all those heritages of culture that are so intangible and so necessary to a progressive education. And yet, while preserving all these, it must gage its vision to include those preparations necessary to meet the newer and more challenging problems of tomorrow.

Our problem was to study the various forms of organization of State Boards of Education in the United States and, if possible, to measure their degree of success or failure.

The following sources were used:

1. The Administration of American Education by Graves
2. State School Administration by Cubberly
3. Public School Administration by Cubberly
4. A Survey of the Organization and Functions of State Boards of Education by Plenzke, Doudna, Fowlkes, and Anderson of the Bureau of Research of the University of Wisconsin Department of Education
5. The report of the State School Code Commission of Kansas
6. School Administration in State Educational Survey Reports by W. S. Deffenbaugh
7. Wisconsin League of Women Voters Educational Kit by Bessie Meigs

Our findings summarize as follows:

I Organization

All State Boards of Education may be classified as follows:

1. Ex-officio
2. Appointive
3. Elective
4. Combination

This order of classification follows pretty closely the chronological sequence of the history of their development. The first outstanding State Board of Education was headed by Horace Mann of Massachusetts who held the position of secretary for a dozen years. A great many of the later boards were modeled after this one. Connecticut followed in 1839; Kentucky in 1838; Arkansas in 1843; Ohio in 1850; Indiana in 1852.

With the opening of the western frontiers a great many states made similar provisions in their state constitutions when they were taken into the Union. There was no general national plan, but gradually the function was changed from that of a purely advisory board to one with large and important responsibilities.

II Development

1. Ex-officio. These boards are usually made up of all or some of the constitutional officers of the state or heads of designated educational institutions. The following state boards are predominantly ex-officio:

Florida	8 members	North Carolina	7 members
Kansas	9 "	Oregon	3 "
Kentucky	3 "	South Carolina	9 "
Mississippi	3 "	Texas	3 "
Missouri	4 "	Washington	7 "
Nevada	3 "		

2. Elective: These boards are usually elected at the same time as judges to state supreme court, the hope being that party affiliation will not be a factor.

Elective boards function in Louisiana with 11 members, in Michigan with 4 members, in Rhode Island with 9 members.

3. Appointive: These boards are appointed by the governor.

Alabama	12 members	Massachusetts	6 members
Arizona	8 "	Minnesota	5 members
Arkansas	8 "	Montana	11 "
California	10 "	New Hampshire	5 "
Connecticut	11 "	New Jersey	? "
Delaware	4 "	New Mexico	7 "
Georgia	5 "	New York	12 "
Idaho	5 "	Pennsylvania	9 "
Iowa	9 "	Tennessee	11 "
Washington	9 "	West Virginia	7 "
Vermont	3 "	Wyoming	7 "

4. Combination: These boards are made of members who are ex-officio and appointed by either the senate, the rest of the board, or the governor: Indiana with 7 ex-officio members and 6 appointive; Virginia with 3 ex-officio members, 3 appointed by the senate and these 6 appoint the other 2. No data were found for Maryland or Oklahoma. South Dakota, Ohio, Colorado, Illinois, Maine, Nebraska, North Dakota, and Wisconsin have only small separate boards for vocational education, normal schools, university, etc.

III Summary

It was very difficult to determine which state boards might be considered successes and which failures. But as a general thing, the farther the membership of the state board was kept from political intrusion, the more effective it became. The ex-officio type is

unquestionably rudimentary. All members of necessity are busy, being occupied with positions to which reelection is desirable in a short time. Political favoritism could be kept out only in cases of extreme high characterized officials. The elective systems seem hampered by the disinterest or indifference of the electorate. If the best type of individual could always be depended upon to concern himself with public office, this method might be effective. It is still limited. The appointive system seems to be by far the most popular and workable to date. If the governor is interested in appointing capable, intelligent, interested board members, it is very efficient. The combination board should be the ideal system under a government where there was a close cooperation between the executive and legislative branches. All appointments should be made without reference to politics, creed, sex, occupation, or race. The ideal membership is accepted as 7 in size, made up preferably of level-headed laymen qualified to construct a state educational organization.

The state superintendent should be its agent, but not a member, and it should be qualified to hire expert advisors. The term of office should be long (8 years) with one member retiring each consecutive year. Necessary expenditures should be the only remuneration.

Prepared by:

Mrs. George Town
aukesha, Wisconsin

METHODS OF SELECTION AND COMPOSITION OF STATE BOARDS OF EDUCATION

By Ward W. Keesecker
Specialist in School Legislation

States	Members ex-officio			Members appointed or elected					Total number of members	Tenure of officials (years)
States	Governor	State School superintendent	Other public officials	Appointed by Governor	Elected by people	Professional connections				
						In educa- tional work	Not in educa- tional work	Not specified		
1	2	3	4	5	6	7	8	9	10	11
Alabama.....	1	1		10				6	12	6
Arizona.....	1	1	a3	3		3			8	
Arkansas.....					7			7	7	7
California.....				10			10		10	4
Colorado.....		1	b2						3	2
Connecticut....				9				9	9	6
Delaware.....				6				6	6	3
Florida.....	1	1	c3						5	4
Georgia.....	1	1		4					6	4
Idaho.....		1		5					6	5
Illinois*.....										
Indiana.....	1	1	d1	6		4			9	4
Iowa*.....										
Kansas.		1		8		e6	2		9	4
Kentucky.....		1		7					8	4
Louisiana.....				f3	f8				11	f8
Maine*.....										
Maryland.....				7				7	7	7
Massachusetts...				g6		1		5	6	3
Michigan.....		1			3			3	4	5
Minnesota.....				5				5	5	5
Mississippi.....		1	b2						3	4
Missouri.....	1	1	b2						4	4

*Federal Bureau of Education--Department of the Interior

	1	2	3	4	5	6	7	8	9	10	11
Montana.....	1	1	h1	i	--	--	--	8	11	4	
Nebraska*.....											
Nevada.....	1	1			5		5		7	4	
New Hampshire.....	1			j		j		5	8	5	
New Jersey.....				kl0				kl0	10	8	
New Mexico.....	1	1		5			3	2	7	4	
New York.....				L	L		12		12	12	
North Carolina.....	1	1	m 5						7	4	
North Dakota.....		1	W 1	3				3	5	6	
Ohio*.....											
Oklahoma.....		1		6		2		4	7	6	
Oregon.....	1	1	n 1						3	4	
Pennsylvania.....		1		9				9	10	6	
Rhode Island.....	1		d 1	L 7				7	9	6	
South Carolina.....	1	1		7				7	9	4	
South Dakota*.....											
Tennessee.....	1	1		o 9				9	11	6	
Texas.....				9				9	9	6	
Utah.....		1		p 2	p 7			6	10	7	
Vermont.....				5				5	5	10	
Virginia.....				7				7	7	4	
Washington.....		1	q 3	q 3		7			7	2	
West Virginia.....		1		6		3		3	7	6	
Wisconsin*.....											
Wyoming.....		1		r 6		2		4	7	6	

- a - The presidents of the State University and the two State Normal Schools.
b - The Secretary of State and the Attorney General.
c - The Secretary of State, Attorney General, and State Treasurer.
d - Lieutenant Governor.
e - One from faculty of University of Kansas or State College of Applied Science, one from among the faculty of the 3 State teachers colleges, one from the faculty of a privately endowed college, one county superintendent, one city superintendent, one high-school principal, and two citizens engaged in farming, business or profession.
f - Three appointed by the Governor for 4 years; 8 elected for 8 years--1 from each congressional district.
g - At least 2 shall be women.
h - The Attorney General.
i - Not more than 4 shall be of same political party.
j - Two members shall be from the board of trustees of the State University.
k - Not more than 5 from same political party; not less than 2 shall be women.
l - Elected by State Legislature.
m - Lieutenant Governor, Secretary of State, State Treasurer, Attorney General, and State Auditor.

- m - Commissioner of Agriculture and Labor.
 - n - The Secretary of State.
 - o - Three members from each of the 2 leading political parties.
 - p - Seven selected by regional school board conventions (one convention to be held annually in one of the 7 judicial districts), the remaining members (except the State Superintendent) appointed by the Governor.
 - q - Presidents of the State University and the State Agricultural College, ex-officio, and the president of one State Normal School elected by the presidents of the State Normal Schools; and 3 appointed by the Governor, 1 district superintendent, 1 county superintendent, and 1 high school principal.
 - r - Appointed by the State Superintendent with the approval of Governor; not more than 4 from the same political party.
- * - There are 7 states which have no State Boards of Education of a general type. These are: Illinois, Iowa, Maine, Nebraska, Ohio, South Dakota, and Wisconsin. All of these states, of course, have boards for vocational education for carrying out the provisions of the Federal vocational education acts. Some of these states also have special boards relating to education. For example, in Nebraska there is a state board of commissioners for educational lands and funds; Illinois has a State Board of State Normal Schools; and Iowa has a State Board of Education vested with control of higher institutions.

STATES CLASSIFIED ACCORDING TO METHODS OF SELECTION (OR COMPOSITION) AND TENURE OF OFFICE OF MEMBERS OF STATE BOARDS OF EDUCATION

State Board Members Appointed by the Governor

Twenty six States have State Boards of Education all or a majority of whose members are appointed by the Governor:

Alabama	Maine	Pennsylvania
California <u>1/</u>	Maryland <u>1/</u>	South Carolina
Connecticut <u>1/</u>	Massachusetts <u>1/</u>	Tennessee
Delaware <u>1/</u>	Minnesota <u>1/</u>	Texas <u>1/</u>
Georgia	Montana	Vermont <u>1/</u>
Idaho	New Hampshire	Virginia <u>1/</u>
Indiana	New Jersey <u>1/</u>	West Virginia
Kansas	New Mexico	Wyoming <u>2/</u>
Kentucky	North Dakota	

1/ All members appointed by the Governor.

2/ Appointed by the State Superintendent with approval of Governor.

Ex-Officio State Board Members

Eight States have State Boards of Education all or a majority of whose members are ex-officio:

Arizona	Florida <u>3/</u>	Missouri <u>3/</u>	Oregon <u>3/</u>
Colorado <u>3/</u>	Mississippi <u>3/</u>	North Carolina <u>3/</u>	Washington <u>4/</u>

3/ All members ex-officio.

4/ See Table.

Ex-Officio State Board Members - Cont'd

Twenty other States have one or more ex-officio members (but less than a majority) on their State Boards of Education:

Alabama	Kansas	North Dakota	Oklahoma	Tennessee
Georgia	Kentucky	Nevada	Pennsylvania	Utah
Idaho	Michigan	New Hampshire	Rhode Island	West Virginia
Indiana	Montana	New Mexico	South Carolina	Wyoming

State Board Members Selected by Popular Vote

Five States have State Boards of Education all or a majority of whose members are elected by popular vote:

Arkansas Louisiana Michigan Nevada Utah 1/
1/ Provided for in the future by 1935 Legislature.

State Board Members Selected by State Legislatures

Two States have State Boards of Education all or a majority of whose members are elected by the State Legislature:

New York and Rhode Island

Number of Members Comprising State Boards of Education 2/

10	States have	7	members
6	" "	100	"
5	" "	10	"
4	" "	6	"
4	" "	5	"
3	" "	8	"
3	" "	3	"
2	" "	12	"
2	" "	11	"
2	" "	4	"

2/ See Table for number of board members in any particular State.

Terms for Which State Board of Education Members are Appointed or Selected 3/

15	States provide	4-year	terms.
11	" "	6-year	"
3	" "	5-year	"
3	" "	7-year	"
2	" "	2-year	"
2	" "	3-year	"
2	" "	8-year	"
1	State provides	10-year	term.
1	" "	12-year	"
1	State law appears	silent on subject.	

3/ See Table for terms of appointment or selection in any particular State.

UNIT II A

The Type of an Ideal State Board of Education

In both personnel and method of appointment there is a great variability in the Boards of Education in the various states of the Union. In some states the development of state departments of education was achieved only after strenuous campaigns. In many states it is not a reality even now. New York was the first state to establish a board of Education. North Carolina was the second.

Paul Monroe in his Cyclopedia of Education has the following regarding State Boards of Education: "The earlier type of board was usually an ex-officio body composed of State officers: the Governor, Secretary of State, auditor, attorney general, treasurer, and superintendent of public instruction; all or a part of these officials were commonly the ex-officio members. This type of state board was created primarily to look after the school funds and the school lands, and it still persists in the states where the state boards have been entrusted with but few educational functions.

The early North Carolina board established in 1825 was of this type and was known as the "Presidents and Directors of the Literary Fund", consisting of the state treasurer, chief justice, and the speakers of the two houses of the Legislature.

In 1835 Missouri created a body with the name, "State Board of Education". Massachusetts did the same in 1837, Kentucky in 1838, and Connecticut in 1839. Connecticut's board was called the Board of Commissioners for Common Schools.

Another type of State Board of Education is the Appointive or Elective Board. Where this type exists the Superintendent of Public Instruction is usually an ex-officio member and the Governor is frequently an ex-officio member.

Another type is the ex-officio educational body with a few appointed members or state officials added.

The Wisconsin Interim Legislative Committee of 1931 on Education.

In Wisconsin with its many educational boards in the state government, and the appearance of overlapping and duplication in some of the activities carried on by the boards and departments, and with tax burdens for education becoming unbearable, it was not surprising that the 1929 Legislature passed a resolution creating an Interim Committee of Education to study the educational system of the state. This committee was appointed by the presiding officers of the Senate and the Assembly and was to report its findings to the 1931 Legislature at the opening of its sessions. This committee was constituted of three senators and four assemblymen and met for organization at Madison, October 11, 1929.

The committee sat in session eighty full days and held public hearings in nine of Wisconsin's principal cities. An eastern trip was made with conferences with state educational officials in many states, and after this extensive study made as to what in their opinion would be an ideal State Board of Education, the following report was given:

Report of the Wisconsin Interim Committee, 1931

"There should be one state educational board of fifteen members, with full authority over every known educational agency of the state. All other boards and commissions to be abolished. That the type of board should be an appointive board appointed by the Governor and subject to confirmation by the Senate."

Many contend that the appointive board will make the state system a fertile field for a political machine, but the Interim Committee believes that such a danger in Wisconsin has been well checked by providing that the Senate shall confirm all appointments of the Governor, and by giving board members six-year terms which will prevent any governor who has not been elected for two terms from obtaining control of the board, and that these regents should be laymen, representing all the people of the state rather than professional educators.

The Committee would have the law provide that at least two members should be farmers, two representing labor, and two manufacturers.

Mr. Ray Novotny, Assemblyman of Wisconsin, introduced a State Board of Education bill in the 1933 Legislature. His plans for a board were:

- a. Number. One member from each congressional district and two members-at-large.
- b. How selected. Appointed by the Governor with consent of the Senate.
- c. Personnel. At least three shall be women; three shall be farmers; three engaged in manual labor or trades; two employers; two professional men or women; and two educators.
- d. Term. Six years, after first appointment.
- e. Remuneration. Ten dollars per day spent in session, plus actual expenses.

Cubberley, State School Administration.

In Indiana in 1865 the ex-officio board of state officials was changed to an ex-officio type of school men: the Superintendent of Public Instruction, the Presidents of the University of Indiana and the State Normal School, the city Superintendents of Schools of the three largest cities, and the Governor. In 1875 the president of Purdue University was added, and in 1899 a county superintendent and two other persons engaged in educational work to be appointed by the Governor were added. In 1911 the Board was modified by the addition of three persons actively interested in vocational education, one an employer, one an employee. The theory of this type of ex-officio board is that educational matters are of such a technical nature that only those in the profession are competent to handle them.

The defect is the mistaken idea of the purpose of a State Board of Education as a policy forming body rather than an executive body. Also loyalty to their institutions and professional positions prevents this professional type of board from giving much time or fearless and disinterested service to the public schools.

An appointment of members of a State Board of Education has been favored in recent re-organization and survey reports. One argument in favor of this type, i. e. appointment by the governor, is the success of such other state boards, as the highway commission, railroad commission, etc. This is misleading because the aspect of the two boards is quite different. The State Board of Education is appointed as a lay body to select experts and decide larger policies of educational control, and a railroad commission is at work every day in investigations and hearings and in deciding cases. One is a lay legislative body (State Board of Education), and the other an expert administrative board (Railroad Commission).

If the election of the State Board of Education can take place at a state-wide school election, the argument for an elective board is very strong. One argument in favor of this type over the appointive type has been the action in recent years of the governor of Indiana, the appointive officer, to try to annex the state board and the department of education as a part of his political machine. When a board is elected this is unlikely.

Dr. Strayer of Teachers' College, Columbia University.

Dr. Strayer is a man who has participated in more surveys covering the administration of education than any other specialist in the country. He pointed out to the Wisconsin Interim Committee of 1931, at a hearing in New York City, the importance of lay control of education and technical administration. He said: "I always make the distinction, I think most men do who have studied educational administration, between lay control and professional administration. I think that we as a profession have wanted lay control at all times. We want laymen of the higher type in control of the school situation. That control can best be exercised in a state, it seems to me, by a state board of education. I know of no other substitute for it that has proved as satisfactory as a State Board of Education."

Notwithstanding the fact that many of the state boards of education are ex-officio, or partly ex-officio and partly appointive, practically all the state school survey commissions recommend that the members of such boards be appointed by the governor.

The Kansas Survey Commission would retain the appointive and ex-officio board.

The New Jersey Survey Commission recommends that the state commissioner be an ex-officio member of the Board and that the other members be appointed by the governor.

The Mississippi Survey Staff, commenting on the ex-officio board in that state, composed of the Superintendent of Public Instruction, the Secretary of State, and the Attorney General, says: "The entire scheme is subject to severe criticism. It is not in accord with the advanced educational thought of the day, nor does it compare in this respect with

the standards already established by those states in the Union which have the most progressive school systems."

Some of the objections to an ex-officio board as set forth by the Mississippi Survey staff are: "The State Superintendent of Education is chosen presumably on the ground of his fitness as an educational expert, while the Secretary of State and the Attorney General, as ex-officio members, are elected by the people on the basis of fitness for other state duties which are entirely foreign to the field of education. The duties involved in the offices to which they are elected are enough to require all of the time of the Attorney General and the Secretary of State; and hence, the duties required of the State Board of Education, being regarded as a "side line" are liable to be neglected. In fact, it is frequently difficult to get a meeting of the board for business purposes. A member of the State Board of Education should be selected on the basis of his peculiar fitness to serve in this capacity. The mere fact that a man is well qualified to serve as Secretary of State, Attorney General, or for any other public office for that matter, does not necessarily mean that he is fitted to serve on a board which has, or should have, control over the entire public school system of the State."

The Texas Survey Commission.

Texas had an ex-officio board at the time the survey was made, and the survey recommended that a "real" state board of education, appointed by the governor be created. The survey commission says that, while such boards had a place in the early history of American education they are now becoming obsolete; that the ex-officio board is not definitely responsible for educational policy; and that, made up of men elected by the people and responsible to them for other offices and duties, its members cannot afford to give much time or thought to education.

Virginia Survey Report.

In 1927 when the educational survey was made of the state of Virginia, there was an ex-officio State Board of Education. The survey staff made the following observations on that type of school board: Membership on the State Board of Education is incidental to other official duties as in the case of the Governor and Attorney General. As at present constituted the state board is likely to represent the dominant political party of the state and the institutional aspirations of its higher schools. It should represent the people of the entire commonwealth, and should therefore be a lay board rather than a professional board. An even number of members on such a board is undesirable because of the possible deadlock on important questions of educational policy. The state superintendent should not be a member of the board. It is a fundamental administrative principle that one who is to execute a policy should not be a member of the board which determines the policy."

Indiana Education Survey Commission.

A professional ex-officio state board of education does not meet with the approval of the survey commission, which says, regarding the composition of the ex-officio board of that state: "Despite the fact that the State Board of Education, as now constituted, includes in its membership some of the best educational talent of the state, it is not and cannot become an effective body.----- The professional members of the

board are increasingly subject to the board's authority; there is scarcely an action of the board in which some professional member does not have a personal interest." The professional board members in the opinion of the survey commission are not necessary and are likely to be a hindrance rather than a help.

Florida Education Survey Commission.

In Florida, according to the report of the educational survey commission, one of the limitations now operating to interfere with the development of a most efficient system of public education is found in the provisions of the constitution which creates a State Board of Education consisting of state officials whose primary obligation is to serve in some other capacity. The report continues: "It has long been the contention of students of educational administration based upon experience in a number of states, that a state board of education consisting of outstanding citizens appointed by the Governor and holding no other office could serve to best advantage the interests of the public school system of the state."

Missouri Survey Report.

According to the Missouri survey report, it is not possible to secure from an ex-officio board the same attention to the needs of the public school system of the state as might reasonably be expected from a board appointed for this purpose only. The survey staff believes that in the state of Missouri the cause of public education would be better served by the provision of a state board of education to be named by the Governor.

Utah Survey Report.

The merits of the method of appointment by the governor, as summarized in the Utah survey report, are: (I) "It centralizes full responsibility for all of the departments of public service, including the management of the schools, in the executive head of the state. This tends to unity and economy in administration. (II) It protects the board from undue political influence." The report states that election by the people is favored by many authorities on school administration because it places responsibility definitely in a group of persons elected to have general charge of the schools, and it represents a direct expression by the people of their wishes in the management of school affairs more nearly than appointment. Also, it follows the general custom of making those intrusted with legislative functions directly responsible to the people.

North Carolina Survey Report.

The North Carolina survey report reads as follows regarding ex-officio boards of education: "The fact that the board is ex-officio has probably prevented the General Assembly from giving it adequate and appropriate powers. Its members are without exception, state officers elected on a party platform. ----- With the specific duties of their respective offices to perform, it is difficult for them to give the needed time and thought to the solution of the intricate problems involved in the creation and management of a comprehensive state school system. The unstable character of an ex-officio board counts also against it."

In order to secure stability and continuity of policy the membership of a board of education should be liable to gradual change. The danger is always present that the membership of the present board, including the state superintendent, may change completely and abruptly at the end of each four years thus opening the way for passing political upheavals to influence or alter the educational policies of the state."

Prepared by:

Mrs. Frank Millon of Beloit

A study group of the Hartland League came to the following conclusion:
"A combination board would be the best, for instance, if the board consisted of fifteen members, five should be appointed and ten elected."

Prepared by:

Mrs. A. G. Erickson of Hartland

The Organization of an Ideal State Board of Education

Unit II B - Members

Administration is the machinery that enables state school systems to operate. The members making up the administrative unit is one of the important factors of an ideal board and authorities and practice have quite definitely decided certain principles in regard to membership.

First--The number of members on a State Board of Education.

All state survey reports recommend a small State Board of Education, usually 5, 7, or 9 members as the most efficient. Mr. Patzer in "Public Education in Wisconsin" says: "While theoretically such a State Board of Education should be a small board of 5 or 7 members a larger board would make possible the securing of more and different view points and would be more representative and hence democratic in character."

The Interim Committee Report of 1931 states: "The Interim Committee proposes as a solution to this organization problem, to create a single educational board of 15 members. This plan reduces the present number of 87 individuals who plan educational policies of the state to 15." Graves in "The Administration of American Education" says that 7 is at present the most common number although 5 or 9 would render efficient service. Cubberly in "State School Administration" says: "The Board should be neither too large or too small. Small boards are not infrequently one man affairs, while Boards too large do not secure efficient action. Best experience seems to indicate a board of 7 is best."

The Education Committee of the Madison League of Women Voters, after their study of State Boards of Education in 1934, recommended a State Board composed of 7 members.

Bill 198 S., Roethe, recommended a Board of 15.

Bill 848 A., Novotny, recommended a Board composed of one member from each congressional district and two members at large.

Second--The term of members on a State Board of Education.

The usual recommendation in the case of small boards is that the number of years a member should serve be the same as the number of members so that only one member may be appointed or elected each year.

The Interim Committee recommended a six year term.

The Education Committee of the Madison League recommended a seven year term.

Cubberly in "State and County Educational Organization" recommends a seven year term.

Graves in "The Administration of American Education" says: "The term should be relatively long, not more than one or two should go out of office at the same time if continuity of experience and policy are to be preserved. At present the medium term for the various states is six years."

Bill 198 S and 848 A both recommend a six year term.

Third--The standard of selection of personnel of a State Board of Education.

The general opinion is that this board should be a lay board. Dr. Strayer of Teachers College, Columbia University, has emphasized the importance of lay control of education and technical administration. He said: "I always make the distinction between lay control and professional administration. We want lay men of the higher type in control of the school situation."

The Interim Committee recommended, "These regents of the State Board of Education should be laymen representing all the people of the state rather than professional educators."

The Roethe bill, 198 S, recommended at least two farmers, two employers and two employees, which would make it possible to include the Vocational Board under the State Board.

Mr. Patzer said they should be free from political pressure and determined to deal with the schools from the standpoint of education only and not from the standpoint of the interests of an individual or of a locality.

Bill 848 A recommends that at least three shall be women, three shall be farmers, three engaged in manual labor or trades, two employees, two professional men or women and two educators.

Cubberly in "State School Administration" says: "All appointments should be made without reference to residence, party, religion, race, sex, or occupation."

Graves in "The Administration of American Education" recommends that the members be selected because of public spirit and interest in education. They should be laymen and should depend on the executives they appoint for professional advice.

Fourth--Qualifications.

None of the state survey reports set up specific educational qualifications for members of a State Board. Some reports recommend they be representative citizens, distinguished for their leadership and public service, well known for their spirit of high-minded policies. Graves suggests they should have an intimate knowledge of how the citizens are thinking about educational matters and should make progress as rapidly as possible under the circumstances.

Cubberly in "State and County Educational Organization" stresses that the members be appointed by consideration of merit and fitness for the position.

Mr. Patzer prescribes that the members must have a general knowledge of the states' educational institutions, sound judgment and fearlessness in assuming responsibility and a willingness to attend meetings regularly.

Fifth--Remuneration of State Board of Education members.

Opinion on this point seems to vary slightly. The Utah survey staff comments: "Neither practice in the progressive states nor authorities on school administration sanction the payment of salaries to members of State Boards of Education. The positions should be regarded as places of honor in which eminent citizens have an opportunity to render service to their state."

The West Virginia survey recommends a liberal per diem and all necessary expenses, but no salary.

The Mississippi survey advises an allowance ample to cover all necessary expenses.

Bill 198 S, Roethe--Remuneration shall be ten dollars per day spent in session plus actual expenses.

Bill 848 A, Mr. Patzer, and the Madison Education Committee of the League all agree with Bill 198 S.

Cubberly in "State and County Educational Organization" says: "The remuneration should be the actual traveling expenses and other necessary expenses connected with attending meetings and an honorarium of \$200 per year. This gives a slight return to members for time expended but is not enough to make the appointment seem a political plum. No premium is placed on holding meetings to earn a per diem" In "State School Administration", Cubberly says: "The members should be paid necessary travel expenses and possibly a small honorarium for services, as \$200. A per diem should never be used. It tends to multiply and prolong meetings and encourage talk rather than action. This in turn tends to keep the best type of men off the Board as their time is too valuable to waste. It also tempts the Board to seize professional duties that it ought not to try to perform."

Graves in "The Administration of American Education" says that it is also judged best that members should receive no compensation beyond legitimate expenses.

In the light of the foregoing opinions a decision on this point will have to be based on what will best suit our conditions in Wisconsin.

II C Functions

The success or failure of a State Board of Education depends to a large degree on the functions which are delegated to it. The modern trend of thought is toward greater state or central control of education and if this is true a State Board of Education must have under its leadership most, if not all of the departments of education in order to develop state-wide policies affecting every phase of education. Such a plan for Wisconsin would be far reaching and inclusive, but at present there is no state in the union with so many independent educational boards and commissions and any plan short of a complete re-organization would be fundamentally wrong.

Just how inclusive a State Board of Education should be, is perhaps the most controversial part of this study and deserves the most careful study. The following are the opinions of educators on the subject.

Bulletin No. 35 recommends that functions of state boards of education should be chiefly legislative and policy-making in character and that the State Superintendent of public instruction should be the chief executive officer of the board.

West Virginia recommends that the State Board of Education should have general control of all educational interests of the State with the State Superintendent of schools as the chief professional and executive officer of the school system.

New Jersey recommends that the State Board of Education be reorganized as a Commission of Education, said Commission to have General Management and control of the educational system of the state thru the formation of policies, approval of procedures, and appraisal of results, and the approval of certification policies.

North Carolina recommends that the State Board of Education should be made responsible for the general administration of the entire public-school

system, and, thru its executive officer, the State Superintendent, for formulating rules and regulations affecting the organization and management of the public schools, the erection of school buildings, the certification of teachers, the management of minor normal schools, and teacher-training in general.

Wisconsin Interim Committee recommends that the State Board of Education have complete authority, without any exceptions, over all educational activities of the State, including the university, teacher colleges, vocational education, libraries, elementary and high schools, blind, deaf, and all the examining and licensing of professions. This proposed plan is more far-reaching and inclusive than any now in existence in the other 47 states.

The board will be authorized to appoint for an indefinite term a Commissioner of Education to head the department of education. He and his staff shall perform all the educational work but the supervisory control of the specialists will rest with the State Board of Education. The board shall fix the salary of the commissioner and his assistants. All educational activities of every type and nature are to be turned over to the Department of Education for supervision and operation. The State Board shall determine all general educational policies, provide the rules of procedure, approve the budget, authorize investigations, approve staff appointments made by the commissioner and weigh the results accomplished. The organization of detail within the department is to be left to the determination of the board and commissioner and not to be set up definitely by law.

Patzer recommends that the proposed State Board of Education:

1. Exercise all powers and duties heretofore conferred by law upon the state superintendent, the state superintendent to be ex-officio the executive secretary of the board.
2. Have charge of Supervision and Inspection.
3. Admission and advanced credits.
4. Courses of study.

5. Distribution of School Fund Income and State Aid.
6. Diplomas and Certificates.
7. Placement of teachers.
8. Budgets.
9. Investigations.
10. School census.
11. Buildings and Sites.
12. Reports.

Cubberly recommends that a state board of education determine policies and select leaders and that a chief state school officer carry policies into execution and think in constructive terms for the schools.

State Board of Education bill No. 848A of Wisconsin recommends as powers and duties--Supervision over the University, State Teachers' Colleges, Stout Institute, Wisconsin Mining School, County Normal Schools, County Schools of Agriculture and Domestic Economy, Teacher Training courses in High Schools.

Carnegie Foundation for advancement of Teaching recommends that the board of education should have general control of the entire educational system of the state. This would include not only the elementary and secondary schools, vocational schools and any school established for the training of teachers but also schools for the training of special classes, the educational departments of charitable and penal institutions and all supplementary educational activities including those relating to libraries, which are properly a part of the state educational system.

Mrs. George Grindrod--Chairman
Oconomowoc--Wisconsin

Committee on Government and
Education

Unit II

Duties

At first the duties of a State Board of Education were few in number and limited in character, usually the rather general duty of promoting education in the states and consisted in holding conferences and exchanging views.

One interesting thing concerning the Massachusetts Board is that until quite recently it never had any important power but exerted its influence through a study of educational conditions and needs and advice to towns, cities and the legislature on educational questions.

As time has gone on the duties of nearly all forms of State Boards of Education have grown and changed in character. The chief duty of a State Board of Education today is the appointment of the chief executive officer, generally called State Commissioner or State Superintendent, to be the head of the State Department of Education. Unfortunately in 33 states this officer is an independent constitutional officer, possessed of co-ordinating powers with the Board.

Cubberly in "State School Administration" says: "The most important function of a State Board of Education is that of the selection of its executive officers and in making that selection the Board should be free to search the entire United States and to choose those whom will render the best service. The Board should fix the salary and the tenure should be definite but with the power of dismissal on two thirds vote at the end of any school year. The Board should also appoint its other executive officers among which will be the clerk, business manager and statistician. On the recommendation of the chief executive officer the Board should appoint assistant commissioners and other experts as may be deemed necessary.

It is important that a clear distinction between legislative and executive duties be understood. The Board which legislates and the experts to suggest policies and executes the policies decided upon.

It is also a duty of the Board to approve a budget of necessary expenditures and present this to the legislature for its approval. When approved the distribution of all money should be in the hands of the Board and its officers.

The control of the state school lands and state permanent school funds should rest with the Board and its investment should be subject to its approval.

It should be the purpose of the Board in carrying out a state educational policy to study means for stimulating communities to widespread educational activity. This is more important than compulsory curriculum making."

Cubberly in Public School Administration says: "Acting through its executive officers the State Board of Education should have general oversight and supervision of the administration of the entire public school system of the state."

Graves in "The Administration of American Education" says: State Boards are no longer limited to simply administering school funds or school lands and devote little time to statistics, bookkeeping and conferences. They have increased their duties to supervisory control over the entire public school system of the state. They are responsible for all matters relating to education. Like city boards they determine policies, direct work to be undertaken, make appointments to their administrative staff and approve budgets and expenditures."

"For the accomplishment of its important functions, the first and foremost of a state board's duties is the selection of a well qualified executive officer,

for it will be his duty to furnish the board with professional advice in initiating policies, making appointments and carrying out its conclusions. Only when the state board and this officer work in close co-operation can the educational administration of a state function effectively.

Mr. Conrad Patzer in his book "Public Education in Wisconsin" recommends that in place of an elective state superintendent, Wisconsin should have a State Board of Education as head of the educational system and that this board should determine, within legislative limits, the general policies of education in the state and should select a commissioner of education as its chief executive officer.

He also recommends that the state board appoint upon the recommendation of the chief executive officer all inspectors supervisors and assistants, prescribe their powers and duties, fix salaries and terms of office.

He recommends that the state board distribute the school fund income and all special aids. He also recommends that the state board shall make up the budget to be presented to the legislature, based on estimates submitted by the various administrative educational boards.

He recommends that the board make provisions for revision of courses of study in all branches of education in the state.

The Interim Legislative Committee on Education in its report to the 1931 legislature, after a careful and intensive study, recommended that in a reorganization of Wisconsin's school system under a state board of education, all educational activities in the state should be placed under the state board of education, and that the appointment of its executive officer or chairman of education be its first duty. All appointments of assistants shall be made by the Commissioner, subject to the approval of the board. The committee also recommended that Civil Service provisions shall apply to all employees not of a teaching, research, or supervisory character.

Duties (continued)

Having taught in the public schools of Racine from September 1911 through June, 1931 I can think of a number of objections to the plan as it applies to elementary and secondary schools. However, a State Board organized to control, regulate, and supervise the so-called higher institutions could well replace our present system of many Boards, each independent of the others.

- I. The governing Board should not be so large as to become unwieldy. Members should be chosen only for their fitness for the office. The functions as listed would absorb all of the time and interest of trained and experienced persons, qualified to supervise.
- II. The State Commissioner of Education should be appointed by the State Board, thus removing political influence. The appointment of assistant commissioners would be essential. Each assistant might be assigned one branch of the educational system. Since this "Remote Control" system would increase tremendously the powers, responsibilities, etc., of the superintendents and principals, assistants would be needed by them. Teachers, supervisors, principals, superintendents would be hired by this State Board. The care of property would devolve upon someone in the school zone. Repair and replacement of boilers (a local illustration) demands that someone in the immediate locality be authorized to order repairs AT ONCE.

I can see the setting up of just such boards as we now have -- no matter what general governing body officiates.

Our greatest concern should be to centralize the governing powers of rural schools under a County Board. Beginning at the bottom of our educational system, namely the rural schools, will justify any effort we might make, individually or collectively.

I cannot conceive a Board sufficiently well informed to build a curriculum for a city system. It might approve a plan submitted by a local superintendent or principal. A State Board might be more easily induced to O.K. such a recommendation than local Boards.

The approval of budgets might better be the problem of a local body -- the City Council, for example.

This subject is so exhaustive that I hesitate to add my humble opinion in a matter that should be given a year or more in intensive study.

Prepared by

Mrs. H. J. Cadwell, Racine.

Unit E

Rearrangement of Present Boards and Commissions With Reasons & Charts

Proposed organization of State Department of Education made by

Wisconsin Interim Legislative Committee on Education, 1931:

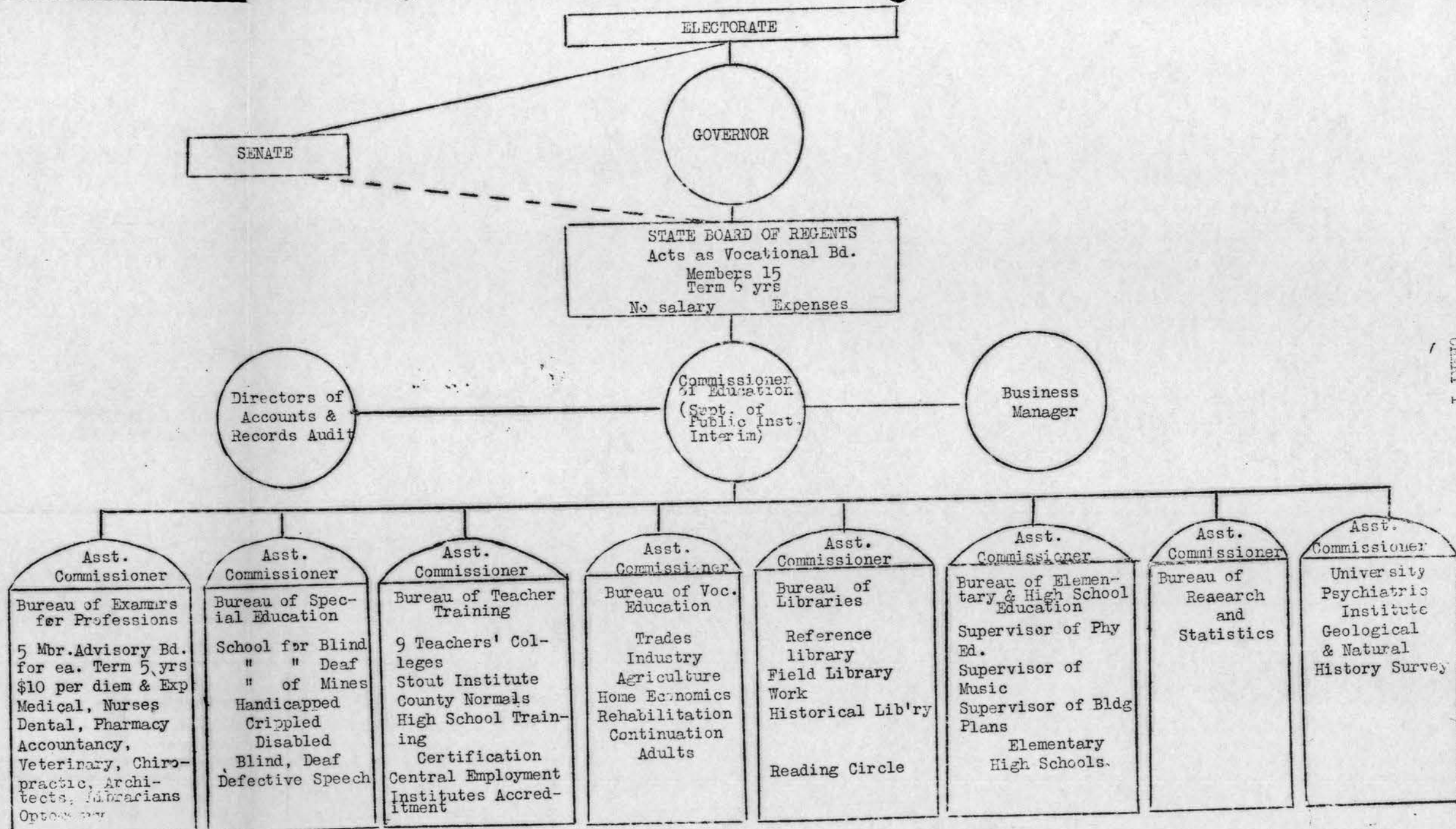
I. State Board

- A. Number
 - 1. 15
- B. Salary
 - 1. None
 - 2. Traveling expenses and small per diem
- C. Personnel
 - 1. Lay Board
- D. Qualifications
 - 1. Representative citizens
- E. Powers
 - 1. No administrative duties
 - 2. Policy determining body only
- F. Appointment
 - 1. By governor and confirmed by Senate
- G. Term of Office
 - 1. 6 years

II. Reorganization

- A. State Board of Education shall appoint executive head known as Commissioner of Education
 - 1. Sup't of Public Instruction shall act as Commissioner until constitutional change can be made
 - 2. Business manager--present business manager of Univ.
- B. 8 major bureaus.
Each headed by Assistant Commissioner appointed by Commission subject to approval of board
 - 1. Bureau of higher education
 - a. Present Univ. Board of Regents abolished.
 - b. Headed by Pres. of University--assistant comm.
 - c. Psychiatric Institute
Library School
Geological and Natural History Survey
 - 2. Bureau of Teacher Training.
 - a. 9 Teachers' Colleges
Stout Institute
County Normals
High School Training
Certification
Central Employment
Institutes Accrediment
 - 3. Bureau of Vocational Educational
 - a. Trades
Industry
Agriculture
Home Economics
Rehabilitation
Continuation
Adults

4. Bureau of Libraries
 - a. Reference Library
 - Field Library Work
 - Historical Library
 - Reading Circle
5. Bureau of Special Education
 - a. School for Blind
 - School for Deaf
 - School for Mines
 - Handicapped
 - Crippled
 - Disabled
 - Blind, Deaf
 - Defective Speech
6. Bureau of Examiners for Professions
 - a. 5 member advisory Bd. for each
 - Term: 5 years
 - \$10 per diem and expenses.
 - Medical, Nurses, Dental, Pharmacy,
 - Accountancy, Veterinary Chiropractic,
 - Architects, Librarians, Optometry
7. Bureau of Elementary and High School Education
 - a. Supervisor of Physical Education
 - Supervisor of Music
 - Supervisor of Building Plans
 - Elementary
 - High Schools
8. Bureau of Research and Statistics



UNIT II E (Chart 1)

Patzer's Proposed Organization of State Department of Education

1. State Board
 - A. Number - 5, 7, or more.
 - B. Salary - Honorarium of \$10 per day and expenses.
 - C. Personnel
 1. Lay board.
 2. No ex-officio members except state Superintendent .
 - D. Qualifications
 1. Representative.
 2. Sound judgement.
 3. Fearlessness in assuming responsibility.
 4. Willingness to attend meetings regularly.
 5. Free from political pressure.
 6. Interested in education only.
 - E. Powers
 1. Legislative and advisory in character.
 2. Not administrative.
 - F. Appointment - By governor and confirmed by Senate.
 - G. Term of Office - Long enough to be practically continuous.

II. Reorganization of Present Boards

- A. Regents of University and board of regents of normal schools should be continued.
 1. University regents with control over:
 - a. State mining school.
 - b. Geological and natural history survey.
 - 2 Normal school regents with control over:
 - a. State normal schools.
 - b. County normal schools.
 - c. Teacher training departments in high schools.
 - d. Stout Institute.
- B. Recommends:
 1. A legislative survey of the remaining state boards. Should they be merged in the proposed State Board of Education?
 - a. Free Library Commission.
 - b. State Board of Vocational Education.
 - c. State Teachers Pension Board.
 - d. State Reading Circle Board.
 - e. Public Library and Certification Board.
 - f. State Committee on Rebinding of Library Books.
- C. Special Education - Should the State Board of Education cooperate with Board of Control in administration of these?
 1. State School for Dependent Children.
 2. State Industrial School for Boys.
 3. State Industrial School for Girls.
 4. Handicapped Children.
- D. County Boards - 72 to take the place of 7200 district boards.

REORGANIZATION OF PUBLIC EDUCATION IN WISCONSIN

Independent State Boards, Departments
and Commissions Relating to Public
Education in Wisconsin

Independent Teacher Training Institutions
in Wisconsin

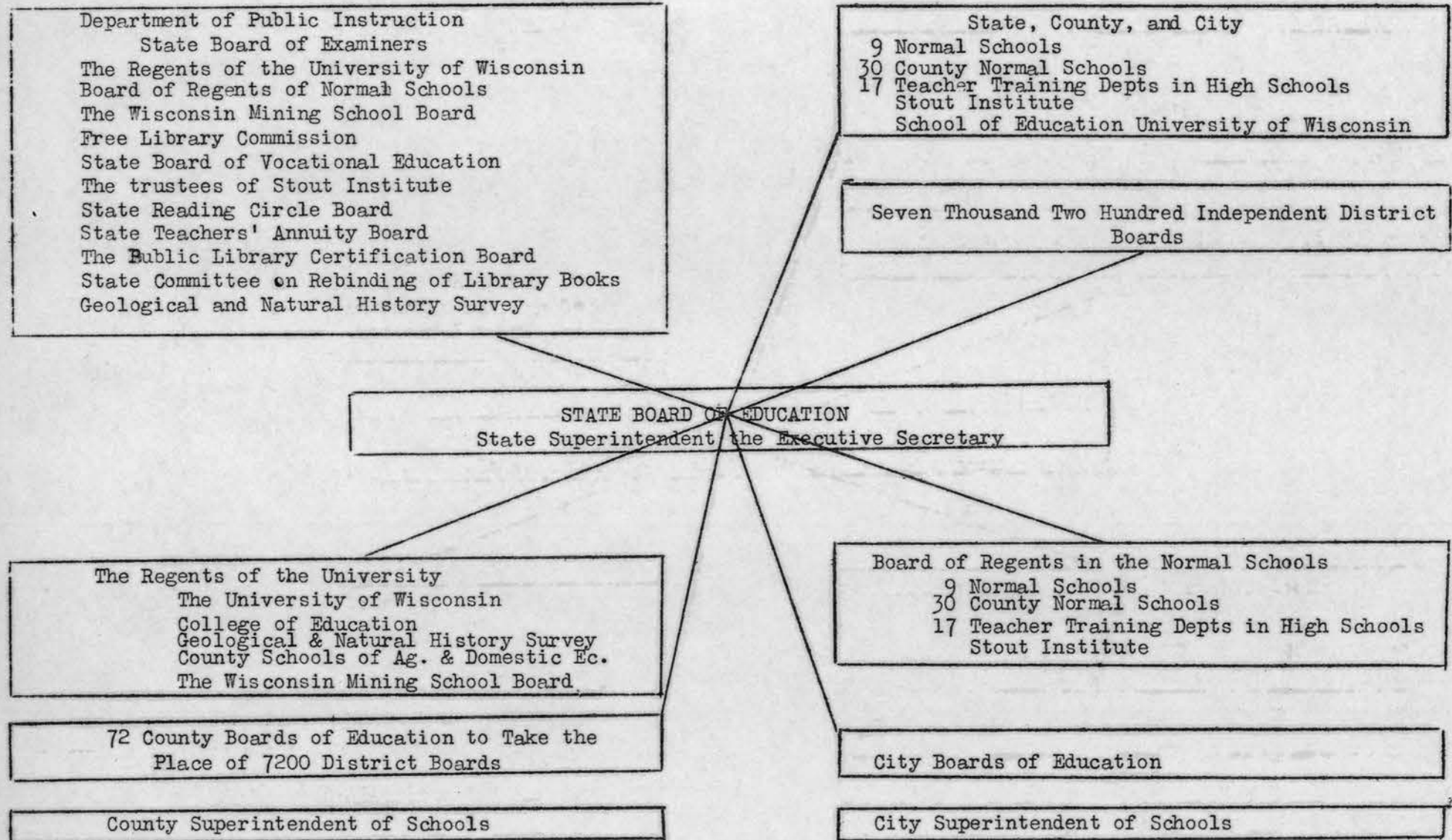
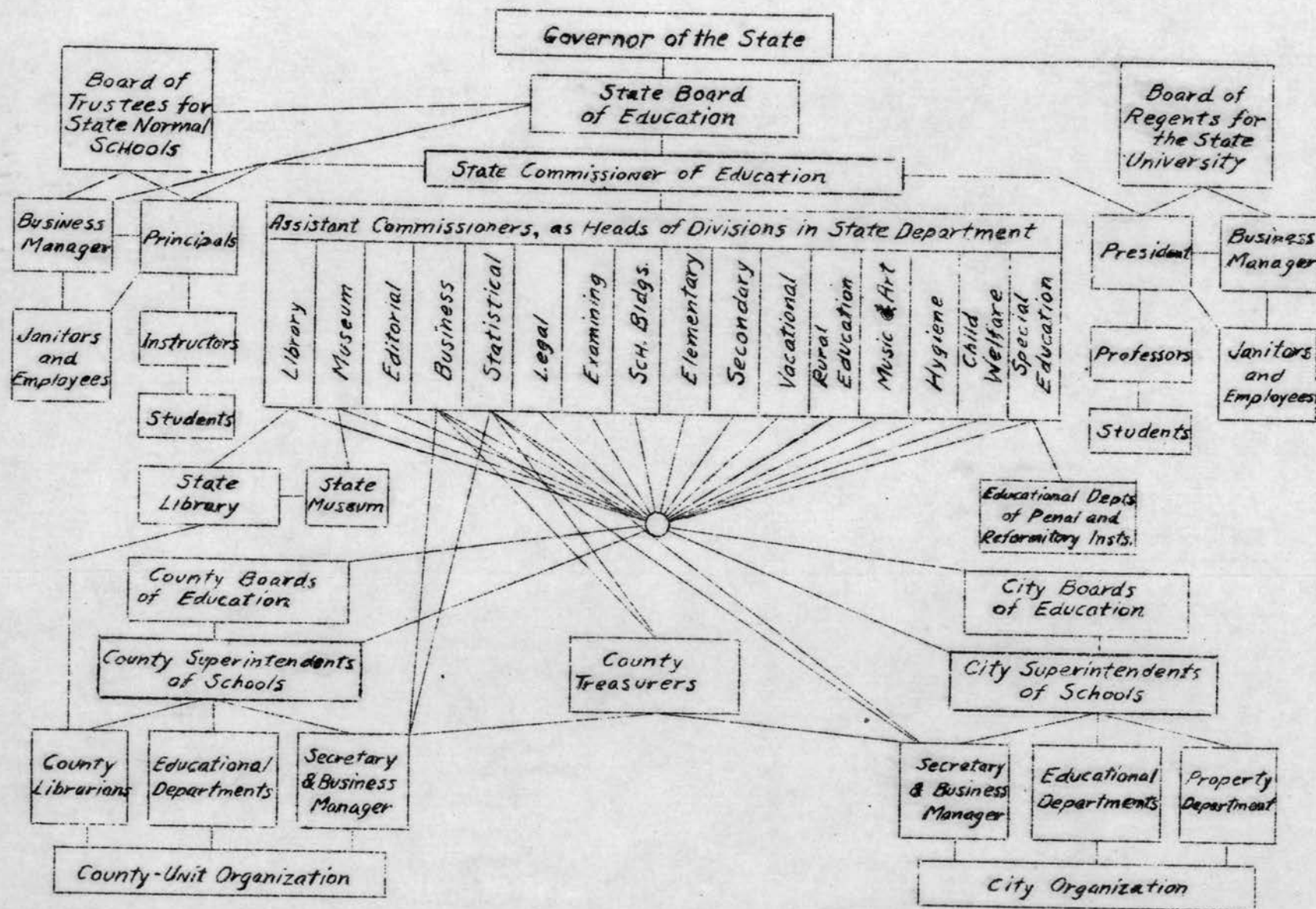


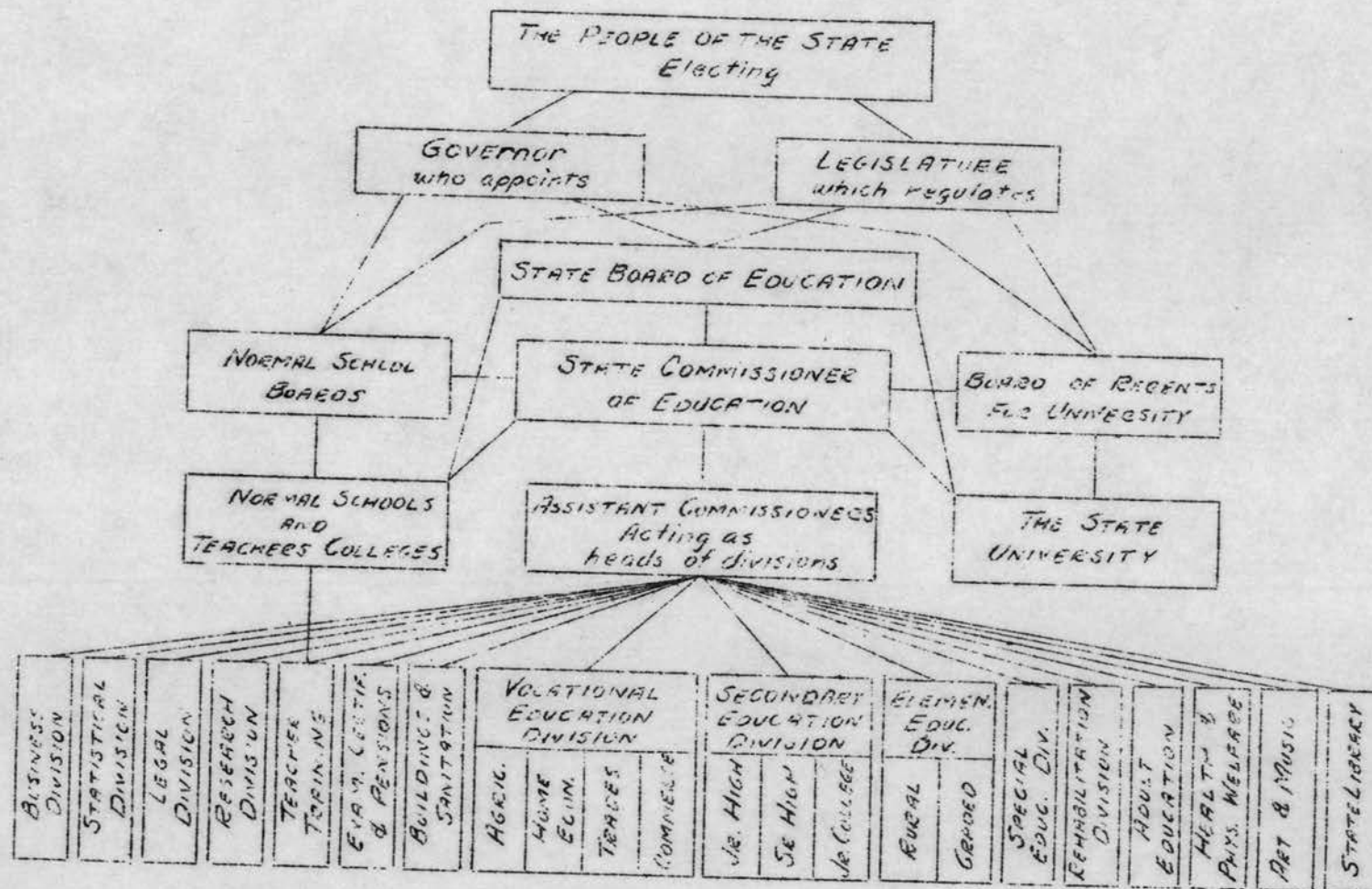
CHART II

A WELL ORGANIZED STATE EDUCATIONAL DEPARTMENT



from STATE SCHOOL ADMINISTRATION, p. 295
Ellwood P. Cubberley

PLAN OF ORGANIZATION for a UNIFIED STATE DEPARTMENT OF EDUCATION



U. of W., U. E. D., D. of D. and P. D.
State Board of Education Program For Study Groups

from STATE SCHOOL ADMINISTRATION,
p. 303 Ellwood P. Cubberley

UNIT III

BOARD OF REGENTS OF THE UNIVERSITY

The board consists of one member from each congressional district, four members from the state at large, the state superintendent of public instruction, and the president of the university who has a vote only in case of a tie. Of the regents, at least two must be women, two farmers, and two manual workers. They serve without salary but receive expenses and meetings are held as necessary.

August C. Backus, Lawyer - 4th District, Milwaukee
Appointed by Gov. Schmiederman Term expires first Monday in Feb., 1939
Geo. W. Mead, Manufacturer - 7th District, Wisconsin Rapids
Appointed by Gov. Schmiederman Term expires first Monday in Feb., 1940
Clough Gates, Newspaper Editor - 10th District, Superior
Appointed by Gov. La Follette Term expires first Monday in Feb., 1941
Raymond Richards, Labor - State at Large, Wisconsin Rapids
Appointed by Gov. La Follette Term expires first Monday in Feb., 1942
A. M. Miller, Farmer - 8th District, Little Chute
Appointed by Gov. La Follette Term expires first Monday in Feb., 1942
Robert V. Baker, Jr., Lawyer, 1st District, Kenosha
Appointed by Gov. La Follette Term expires first Monday in Feb., 1937
Dr. Gumar Gunderson, M. D. - State at Large, La Crosse
Appointed by Gov. La Follette Term expires first Monday in Feb., 1937
Harold M. Wilkie, Lawyer - 2nd District, Madison
Appointed by Gov. La Follette Term expires first Monday in Feb., 1937
Daniel H. Grady, Lawyer - State at Large, Portage
Appointed by Gov. La Follette Term expires first Monday in Feb., 1938
Mrs. Clara T. Runge, Housewife - 3rd District, Baraboo
Appointed by Gov. La Follette Term expires first Monday in Feb., 1938
Rev. E. M. Christopherson, Minister - 9th District, Pigeon Falls
Appointed by Gov. La Follette Term expires first Monday in Feb., 1938
Mrs. Jessie Coombs, Housewife - 6th District, Oshkosh
Appointed by Gov. Schmiederman Term expires first Monday in Feb., 1939
Kenneth Hones, Farmer - State at Large, Colfax
Appointed by Gov. La Follette Term expires first Monday in Feb., 1941
Edward J. Brown, Labor - 5th District, Milwaukee
Appointed by Gov. La Follette Term expires first Monday in Feb., 1940
John Callahan State Superintendent of Public Instruction ex-officio member
Glenn Frank President of the University ex-officio member

STOUT INSTITUTE

Board of Trustees: The board of vocational education serves as the board of trustees of Stout Institute, and the state director of vocational education is secretary of the board.

DEPARTMENT OF PUBLIC INSTRUCTION

John Callahan State Superintendent of Public Instruction, elected for 4 year term in Spring election. Term expires 1937.

STATE READING CIRCLE BOARD

John Callahan	State Superintendent of Public Instruction (ex-officio)
M. H. Jackson	Superintendent of School Libraries (ex-officio) State Department of Public Instruction (Secretary of the board)
C. C. Bishop	City Superintendent, Oshkosh
Mary Birr	State Teachers College, Milwaukee
Arthur Dietz	County Superintendent, Wautoma
O. H. Plenzke	Secretary of Wisconsin Education Association, Madison
Laura M. Olson	Librarian Public Library, Eau Claire, Chairman of the Board

The board holds two regular and about three special meetings a year and the members are appointed by the Wisconsin Education Association, terms being for three years, alternating.

STATE COMMITTEE ON REBINDING BOOKS

Mr. Callahan takes of this as there are no contracts let, only reports published on the work done.

FREE LIBRARY COMMISSION

Joseph Schafer	Superintendent State Historical Society, Chairman Ex-officio member
John Callahan	State Superintendent of Public Instruction Ex-officio
Glenn Frank	President of the University Ex-officio
Anita K. Koenen,	Milwaukee, appointed by Governor LaFollette Term expires June 1, 1936
James D. Millar,	Menomonie, appointed by Governor LaFollette Term expires June 1, 1936

The commission consists of three ex-officio members and two members appointed by the governor, without confirmation, for terms of five years and serves without salary. They hold one annual meeting and others on call.

GEOLOGICAL AND NATURAL HISTORY SURVEY

This department works directly under the Regents of the University of Wisconsin.

PUBLIC LIBRARY CERTIFICATION BOARD

Helen Matthews, chairman of the Board, reappointed by Governor LaFollette in December, 1932. Term expires January 1, 1936
Margaret Biggert, reappointed by Governor Schmedeman in 1934. Term expires January, 1939
C. B. Lester, Secretary, ex-officio member (Secretary of the Library Commission).
Professor Robert R. Aurner, appointed by the President of the University. Term expires January, 1938.
There is one vacancy on the board, the public library trustee appointment.

Three of its five members are appointed by the governor, without confirmation for five years; another member is selected by the President of the University, and the fifth, who is ex-officio the secretary of the board, by the free library commission. Of the appointed members two must be librarians and the third a public library trustee. They meet on call; in the past they have been holding about two meetings per year.

ANNUITY AND INVESTMENT BOARD

John Callahan, acting chairman, ex-officio member.
Grace B. Ogden, appointed by Governor Kohler. Term expired March 1, 1935
Adolph Schmitz, Milwaukee, appointed by Governor Schmedeman. Term expires March 1, 1939.
John A. Thiel, Mayville, appointed by Governor LaFollette. Term expires March 1, 1937.

The appointments are made by the governor for six years. They can hold not to exceed twenty meetings a year and receive \$25 per day.

Albert Trathen, Director of Investments

WISCONSIN MINING SCHOOL BOARD

Regents:

John B. Callahan, President, ex-officio member.
Charles W. Stoops. Term expires July 1, 1935
John Beck. Term expires July 1, 1936.
Robert K. Henry, State Treasurer, ex-officio.

H. B. Morrow, Director of Wisconsin Mining School. He is selected by the Mining School Board per contract.

The board consists of two persons appointed by the governor for four years and the State Superintendent of Public Instruction and the State Treasurer ex-officio.

BOARD OF VOCATIONAL EDUCATION

Employee Members:

John Wikstrand	Superior	Term expires July 1, 1937 Appointed by Governor Kohler
Peter Schoemann	Milwaukee	Term expires July 1, 1939 Appointed by Governor Schmedeman
Emil Waldo	Green Bay	Term expires July 1, 1941 Appointed by Governor LaFollette

Agricultural Members:

J. D. Leverich		Term expires July 1, 1937 Appointed by Governor LaFollette
Edwin Roll	Eau Claire	Term expires July 1, 1939 Appointed by Governor Kohler
Paul Weiss	Barnum	Term expires July 1, 1941 Appointed by Governor LaFollette

Employer Members:

E. W. Schultz	Sheboygan	Term expires July 1, 1937 Appointed by Governor McGovern
Jessel S. Whyte	Kenosha	Term expires July 1, 1939 Appointed by Governor Kohler
John Barchard	Milwaukee	Term expires July 1, 1941 Appointed by Governor LaFollette

Ex-Officio Members:

John Callahan	State Superintendent of Public Instruction
Voyta Wrabetz	Commissioner of the Industrial Commission
George P. Hambrecht	State Director of Vocational Education Elected by the Board of Vocational Education

There are nine members appointed by the governor for six years and two ex-officio members, the State Superintendent of Public Instruction and a member of the Industrial Commission selected by the commission. Of the appointed members three must be employers of labor; three employees not having supervisory duties; and three farmers. The appointive members receive salaries of \$100 per year and expenses. There are four regular meetings per year and special meetings on call.

Prepared by:

Miss Mary Farley of Madison
Mrs. John Wiso of Madison

November 1936

PROTECTION OF ACADEMIC FREEDOM

1. What is the present threat to academic freedom?

Laws requiring oaths of allegiance to the constitution have been passed in several states. The interpretation of such oaths in some states has been so broad that it has set up a prohibition against the mere mention of current governmental trends in the United States and abroad and has constituted a real threat to academic freedom.

2. What is the objection to teachers taking such an oath?

Because teachers are singled out and asked to take a special oath. This is discrimination and reflects upon the dignity of the profession. Teachers are employees; not administrators. Moreover, class legislation is illegal.

3. What is the declared purpose of a teachers' oath?

The object of the loyalty oath is supposedly to prevent the spread of radicalism and communism.

4. Would the loyalty oath prevent the spread of such doctrines?

Certainly not. An unscrupulous teacher would take any kind of oath. It succeeds only in preventing an unbiased investigation and free class room discussion of living issues without fear of espionage or dismissal.

5. Would such an oath tend to undermine the "esprit de corps" between teacher and pupil?

Yes. The pupil might and probably would ask embarrassing questions to which the teacher would be obliged to answer "I don't know".

6. How many states have a teachers' oath law?

22 states have passed such a law; in 20 other states bills may be introduced in the next legislative session.

7. What is the status of Minnesota with regard to such legislation?

A teachers' oath bill was introduced in 1931 providing that any teacher failing to subscribe to the oath could be summarily dismissed. This bill failed of passage. Another bill may be introduced in the coming session.

8. What has been the effect of teachers' oath laws in states where they have been enacted?

The most drastic law exists in the District of Columbia where the teacher must swear bi-monthly that he has not "taught communism" since drawing his last pay check. The result is that all mention of Russian geography, system of government, etc., became taboo. Children asked pertinent questions raised by the public controversy. Teachers evaded reply. Storms of protest followed. A bill was introduced in Congress in February 1936 to repeal this law, but has not been passed.

Almost as bad is the Massachusetts law which applies only to American citizens and permits aliens to teach under less restraint. An effort was made in March 1936 to repeal this law. At a series of hearings in the State House in Boston it was brought out that "The teachers' oath law fails utterly to accomplish any desirable purpose. It does not increase loyalty toward American institutions and ideals. It does not hinder disloyal persons from advocating subversive doctrines. It unjustifiably brands the teacher as a suspicious character. It imposes unnecessary burdens upon school administration. It is a denial of the fundamental principle of American democracy".

KNOW YOUR SCHOOL SYSTEM

BY FRANCES N. ANDERSON



October 1940

10 cents

NATIONAL LEAGUE OF WOMEN VOTERS

726 Jackson Place, Washington, D. C.

A publication of the
Lucile Kroger Berne Memorial Fund
to promote the responsible action of citizens

The National League of Women Voters is an unpartisan organization to promote the responsible participation of women in government. The League believes that a continuing political education is necessary to the success of a democratic form of government, in order that an increasing number of citizens shall base their opinions on facts and use their opportunity as voters to make these opinions effective.

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THE NATIONAL LEAGUE OF WOMEN VOTERS

Published October, 1940

KNOW YOUR SCHOOL SYSTEM

FROM the time of the organization of the League of Women Voters, members have been interested in the administration and support of public schools. Many studies and surveys of state and local school systems have been made by League groups, much constructive school legislation has been supported and undesirable legislation opposed. Compulsory education for all children, at least between the ages of 6 and 16; free textbooks for public school children; public education for adults; efficient and economical administration and adequate support of schools; qualified personnel; and academic freedom are educational principles accepted and upheld by the League.

The purpose of *Know Your School System* is to give League members a picture of their local schools and lead them to a wider interest in public education in the country as a whole. Comparatively few of the many citizens of this country who are interested in public education assume any responsibility as voters for the improvement of education. To vote intelligently at all school elections—for board members, for tax rates, for bond issues—requires knowledge of the schools which few voters have. The League of Women Voters is equipped to help spread such knowledge.

All parts of the school system are so interrelated that the division of this outline under six titles is more or less arbitrary. For example, the question "What is the average number of pupils per teacher in your school?" listed under The Pupil might well be listed under several of the other headings, since good teaching, program planning by the superintendent and school board, plans for school buildings, and school costs are all affected by the answer. But for your convenience the outline is divided into six sections, with as little repetition as possible. For suggestions for organizing a study and investigation group, see p. 2. For list of selected references, see p. 16.

STUDY AND INVESTIGATION GUIDE

Organization of the Group The group organized to use *Know Your School System* should be fairly large. Approximately fifteen members would be a workable number, although as few as eight or as many as twenty would be possible. Members of the group might be secured by explaining the proposed study and asking for members at open meetings of the League. There should be a leader and a secretary of the group. At the first meeting, a regular day should be selected for meetings, so that the members may make their plans in advance to attend every meeting. The time and place of the meetings should be decided at this time. There may well be so much interest that the number of meetings will be increased as the study progresses. If the group is large it may be desirable to subdivide the sections into shorter lessons in order to give all members time and opportunity for discussion. This would necessitate having additional meetings. The leader should have enough copies of *Know Your School System* for every member before this organization meeting, as well as other material of general information.

Duties of Leader The leader presides at all meetings, assigns the topics to the members of the group, suggests ways in which the members may check the authenticity of the information they obtain. She should plan carefully with the group for necessary interviews with the superintendent of schools, principals, visiting teachers, attendance officers, and other school officials. Duplication of interviews should be avoided. At each meeting references should be assigned which will help answer questions and give information on standards against which members may weigh their own school system.

If the meetings take the form of round table discussions, the leader should know something of the reports to be made in order to lead the discussion profitably. Often interest is stimulated and valuable information obtained by inviting qualified persons outside the group to take part in specified meetings. There should, however, be meetings just for the group itself. An effort should be made to obtain and present impartially all the facts.

Duties of the Secretary The secretary sends out notices of the meetings and keeps the minutes, especially recording the conclusions that have been concurred in by the group. She should act as custodian for all written reports and keep the material which has been collected during the course of the investigation. The work of the secretary is particularly valuable when a permanent record of

the activities of the group and the material collected is kept for the benefit of future groups and the League membership as a whole. The data might make a good pamphlet. Many Leagues have found that local newspapers are glad to print factual information gathered, either with or without specific recommendation for change.

Duties of Members of the Group Each member of the group should plan to attend all the meetings, note the answers given at each meeting in a notebook, and take responsibility for securing her share of the necessary information.

Visits During the course of the study, members of the group should make a tour of the schools, attend at least one board meeting, attend a budget hearing if any are held, and visit the school library.

Developments The interest aroused in the group should not be allowed to die but should be directed into regular League channels. Plans might be made to continue attendance at school board meetings, observation of playground activities, etc. In a League where all the members have not participated in the study, the findings of the group should be presented at a meeting of the League open to all the membership. If the conclusions of the group include any recommendations for change, these should be reported through the education chairman to the board of directors of the local League, not to the school authorities. Some of the recommendations of the study group may be adopted by the board of directors of the League and by the League as a whole, thus becoming the basis of active League work.

THE PUPIL

School Attendance

1. What is the compulsory school attendance age in your state? Does the law provide for exemptions? If so, what are they?
2. How many children of school age are there in your community? How many of them are attending school?
3. How are the school attendance laws enforced?
4. Do attendance officers make a study of the causes of absence of pupils? What are the chief causes of non-attendance?
5. Do you have visiting teachers in your school system? If so, where do they work? What services do they perform? Who refers children to them?

School Term

1. What is the length of the school year? Who decides what it shall be?
2. How does the length of your school year compare with that of other communities the size of yours? with that of the largest city in your state?

School Opportunities

1. Are nursery schools provided?
2. Are kindergartens provided? If so, how many children attend them? how many teachers serve them? If not, how many 5-year-old children in your community would probably attend them if they were provided?
3. How many children attend your elementary schools? How many teachers serve them?
4. How many children attend your high schools? How many teachers are employed in the high schools?
5. How do the above figures (questions 2, 3, 4) compare with those for 1935? 1930?
6. What is the average number of pupils per teacher in the kindergarten? elementary schools? high schools?
7. Do you have junior high schools? Which grades are included?
8. Are special schools, special classes, or special opportunities provided for the following groups: deaf? blind? crippled? tubercular? mentally retarded? especially gifted?
9. What kinds of vocational training are provided? Is vocational guidance given? To what extent and by whom?
10. Are extension classes provided for the education of adults? aliens?

11. Are music, art, home economics, manual arts, physical education, taught in your schools?
12. Is special attention given to training for citizenship? How is this done?
13. Are there separate schools for negroes? If so, is there adequate financial provision for them? (Apply all questions under School Opportunities to separate negro schools.)

Special Services

Health

1. What health services are provided? Is health instruction given?
2. What medical services are provided? Are children given regular physical examinations?
3. Is there a definite plan for following up diagnosis by provision for necessary corrective treatment? dental care, for example? Are expenses of such treatment paid by the school or city if parents are unable to pay for it?
4. Are the services of a psychiatrist available?
5. Are teachers required to take a physical examination?
6. Are school buildings well heated, well lighted, properly ventilated?
7. Does your school have a lunch room? If so, how is it financed? how managed and supervised? Does a dietitian plan the meals?

Recreation

1. What kinds of recreation are provided by the school: free play? supervised play? what sports?
2. In organized sports is emphasis placed on giving every child an opportunity to participate rather than on winning competitive games?

Safety

1. What special precautions are taken for the safety of children? Are fire drills held? Are street patrols provided at opening and closing of school sessions?
2. Is safety of children provided by assignment of teachers to playgrounds during noon-hours and recesses?

Other Services

1. Is transportation provided for children living long distances from school? Is car fare provided for children not able to pay for it?
2. What kinds of library services are provided? Is generous use of them encouraged?

II

SCHOOL PERSONNEL

The Teacher

1. Who selects and hires your teachers?
2. Are teachers selected on a merit basis? What is the procedure?
3. How much and what kind of training and experience are required of teachers for: kindergarten? elementary school? junior high school? high school?
4. Is additional specialized training required of: art, music, home economics, manual arts, vocational, physical education teachers?
5. Is training in social case work required of visiting teachers?
6. What training and experience are required of supervisors?
7. On what basis are substitute teachers engaged?
8. After teachers and supervisors are employed, are their efficiency and ability tested from time to time? If so, how?
9. Does your school board recognize the value of continued study for teachers? If so, how?
10. Are married women teachers discriminated against? If so, by legal discrimination, or by rule or practice of the school board?
11. Do your teachers have security of tenure? On what rules or laws is tenure based? Are contracts awarded annually? What is the average length of tenure of your present teaching staff?
12. What provision, if any, is made for retiring teachers? At what age are pensions paid to retired teachers?
13. How do teachers' salaries in your community compare with those in other communities of the same size? with those in private schools? with other professions?
14. Are teachers' salaries too low to hold well-qualified teachers?
15. What number of pupils on an average are teachers required to teach? What do you think is the desirable size for a class?
16. Is there a definite plan for including teachers in the development of educational policy?
17. Are teachers free to present all sides of controversial questions?
18. Are adequate library facilities provided for teachers?

The Superintendent of Schools

1. How is your superintendent of schools selected? Elected by the people? If so, how is he nominated? Appointed? If so, by whom and on the basis of what qualifications? Is the choice of superintendent restricted to residents of your town or city?
2. For what term of office is the superintendent appointed or elected?
3. What is the salary of your school superintendent? Do you think the salary adequate to hold a well qualified person?
4. What are the chief duties and responsibilities of the superintendent? Is responsibility for carrying out the school program centered in the superintendent?
5. Does he nominate all teachers and other school employees?
6. Is he responsible for the development of curricula? the selection of textbooks? the organization of schools? the care of school buildings? supplies and equipment? the submission of the annual budget to the school board? List other duties and responsibilities.
7. Does your superintendent as chief executive officer have authority to organize the executive and administrative staffs of the school system?
8. Does he seek the cooperation of the professional teaching staff in developing educational policy?
9. Is the relationship between the superintendent and the board of education clearly defined?

Other Personnel

1. List the various kinds of school employees other than those on the executive and teaching staffs.
2. By whom are they chosen?
3. Are they selected on a basis of merit? What qualifications are required?
4. Are any school employees included in a city civil service system?
5. Do you have a school doctor? nurses?
6. Are the services of a psychiatrist available? vocational guidance specialists? architect? other special consultants?

III**THE SCHOOL BOARD**

1. How is your school board chosen, appointed, or elected?
2. If appointed, by whom and on the basis of what qualifications?
3. If elected, how are candidates nominated? Is the election on a non-partisan basis?
4. Who may vote in a school election? Are the qualifications the same as those for voting in a municipal election?
5. Which method of selection do you prefer, election or appointment? Why?
6. What is the length of term of board members? Are terms overlapping?
7. Do board members receive salaries or other remuneration for their services?
8. How many members are there on your school board?
9. What size board is desirable? Why?
10. Make a list of the present members of your school board. What do you know of the qualifications of each member for this service?
11. How often does your board meet? where? Are all meetings open to the public? Do citizens attend board meetings?
12. How is your school board organized? How is the chairman chosen? Does the board transact its business through standing committees, or act as a unit? If through committees, what committees? Does the board discuss and act upon committee reports? Which practice do you think desirable—the board acting as a committee of the whole, or through separate committees?
13. Does your board operate under fixed written rules and regulations? If so, secure a copy of them.
14. Is your board a policy-making body or does it assume administrative responsibility as well?
15. List the most important duties and powers of your board. What is the most important single duty?
16. Does your board hold the superintendent accountable for carrying out the adopted program and policy?
17. What fiscal powers does the board have? adoption of budget? levying taxes? contracting debts?

18. How does your board keep the public informed about the school programs and policies? Does the board publish an annual report? Is it available to citizens on request? Is it interesting?
19. Is the cooperation of interested groups in your community sought by the board? Are citizens given courteous hearings by the board?
20. What is the relationship between the school board and the city administration in connection with the financing of the schools, prevention of juvenile delinquency, provision for recreation, library, and health services?

IV

THE SCHOOL PLANT

The School Building

1. How many school buildings are there in your community?
2. How old are they, on an average? Have the old ones been modernized sufficiently to conform to present day standards?
3. Is the building program based on a long-range plan which takes into consideration population trends and the educational program needed for your community?
4. Are school buildings paid for on a pay-as-you-go basis or is the money borrowed? Is the system in use economical?
5. Who is responsible for letting the contracts for school buildings? Are contracts awarded on the basis of open competitive bidding?
6. Who is responsible for the selection of building sites and the erection of buildings?
7. Are the services of an architect used in the planning and erection of new buildings and the modernization of old ones? How is he selected? Are plans standardized as much as possible?
8. Does your state department of education supply consultant architectural services to small towns and cities?
9. How are funds for maintenance of buildings secured? By whom are they administered?
10. Are the school buildings, particularly class rooms, well heated, well lighted, properly ventilated?
11. Are classrooms homelike and large enough for the average size class?
12. Are school buildings used for community purposes? What restrictions are placed on their use?
13. Are all possible provisions for the safety of children made? fire alarms? fire escapes? Are the buildings fire-proof? Are stairways broad and easily accessible?
14. Are buildings properly cleaned? Is plumbing modern and adequate?

School Grounds

1. Are school grounds sufficiently large to provide play space for the number of children using them?
2. Are school grounds planned for use of children of various age levels?
3. Are they open to children when school is not in session? What kind of supervision is provided? Is janitor service provided?

Equipment

1. Who in the school system is responsible for the selection, purchase, and care of equipment? Is it bought on the basis of competitive bidding?
2. Are individual desks or chairs and tables supplied in the class room? Are they adjustable? movable?
3. Are special work rooms provided? gymnasiums? laboratories in the upper grades? Is machinery and other necessary equipment provided for vocational training?
4. Are sanitary drinking fountains available to children in the buildings and on the playgrounds?
5. Is adequate playground equipment provided? Is it adapted to the use of children of various age levels?
6. Are lavatories well equipped?
7. Is provision made in the annual budget for buying new and repairing old equipment?

Supplies

1. Who has charge of selecting and buying supplies? Are competitive bids sought and contracts awarded?
2. Does your school supply free text-books to all children? Who selects them? on what basis? What provision is made for keeping them clean and sanitary?
3. Is there a school library in or convenient to the schools? Are funds adequate to supply sufficient and attractive reference and other books for children?
4. Are paper towels and soap provided in the lavatories?
5. List other supplies used by the schools.

WHO SUPPORTS THE SCHOOLS?

1. What was the total expenditure from federal, state, and local funds, for all governmental services in your community last year?
2. How much of this amount was spent for schools? What proportion of your tax dollar is spent for schools?
3. What is the amount spent per year per child in average daily attendance in your schools?
4. Why are schools financed by public funds?
5. Which levels of government are responsible for support of the schools?
6. Does your county have any part in support of your schools?
7. Should the state supply all funds needed for support of schools or should local governments share in their support? Why? What percentage of your school funds came from the state last year?
8. Does the federal government contribute toward the support of schools in your state? If so, for what specific purposes and how much?
9. What percentage of your local school funds comes from the general property tax? from other taxes?
10. What is your local rate of taxation for school purposes? Is there a minimum and a maximum rate? If so, what are they and by whom were they set?
11. Who has the power to levy local school taxes? What methods are used?
12. How are funds for building purposes and other capital expenditures provided? Is the amount to be spent for these purposes specified in the tax levy?
13. What purposes does a school budget serve?
14. Who prepares your annual school budget? Who adopts it? Is it sound and economical? Who carries it out?
15. Is the budget discussed in open board meetings? Are public hearings held on the budget? Who attends them?
16. Is the school budget published in your newspapers? If not, is it available to citizens upon request? If it is, secure a copy of last year's budget.
17. Who does your school accounting? are accounts audited? How often? by whom?
18. What control, if any, does your city council or other city officials have over the school budget and financing of the schools? Is the relationship satisfactory? What do you think it should be?

VI

RELATION OF SCHOOL SYSTEM TO OTHER BRANCHES OF GOVERNMENT

Throughout this outline, only such mention is made of the relation of your schools to city, county, state, and federal governments as is necessary to an understanding of local school problems. However, through your study, inquiries, and visits, you have learned something of these relationships. The following are a few suggested topics for further study if it is desired.

School Districts

- Responsibility for organization
- Desirable size
- Method of financial support
- Authority for creating larger school districts
- Method of organizing large school districts

City

- Reasons for separation of school administration from municipal government
- Relationship of school finances to general city finances on such matters as the adoption of the budget, the levy of taxes, the incurring of debt
- Cooperation in connection with various services such as playgrounds, libraries, health

State

- Provisions of state constitution concerning local schools
- State control and supervision
- State responsibility for organization of schools into efficient, economical units of administration
- State support, general and for specific purposes

Federal Government

- Special services promoted and partially supported by federal government
- Current proposals for aid to states for general educational purposes

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Copy of last year's annual school report
Copy of last school budget adopted
Copy of rules and regulations of the school board

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- Know Your School Child, Leaflet No. 51, 1939.
Know Your Teacher, Leaflet No. 50, 1938.
Know Your Principal, Leaflet No. 49, 1939.
Know Your Superintendent, Leaflet No. 48, 1939.
Know Your Modern Elementary School, Leaflet No. 52, 1939.



HOW ARE REVENUES AND EXPENDITURES RELATED IN OUR LAWS?

1. Taxes on the motorist (gasoline and motor vehicle registration) are earmarked for highway expenditures and payment of highway bonds. A small amount of the gas tax goes to counties.
2. Income tax receipts go to school districts. \$10 per pupil.
3. Gross earnings taxes go mostly into state general revenues. Some is returned to local units.
4. State property tax is used mostly to pay debt service (7 or 9 mills in 1942).
5. Half of the iron ore tax goes into the trust fund of which only interest may be used.
6. Liquor and inheritance taxes go to state general fund.
7. Schools receive support from

- (1) Income tax
- (2) One mill state property tax
- (3) Trust Fund interest

8. There are no special designated funds for welfare.
Welfare funds have come largely from bonds.

Old-age assistance, aid to dependent children and other aids under Social Security are financed:

One-half by the Federal Government;
One-third by state
One-sixth by local.

State Revenues Were From:

Taxes	71%
Non-taxes	29%

The Most Important Taxes Were:

Gasoline	17.1%
Motor Vehicle	8.6%
Income	14.2%
Property	9.2%
Gross Earnings	7.9%
Liquor	5.2%

Non-Tax Revenues:

Federal	17.3%
Licenses, Fees, Permits	3.7%
Department Earnings	3.3%
Trust Funds	3.1%
Miscellaneous	1.5%

State Expenditures Were:

Current Costs	47.1%
Aids to Local Units	
Welfare	15%
Schools	15.3%
Debt Service	15.1%

Current Costs of the State Were:

General Government	4.5%
Protection of Persons and Property	7.2%
Health	1.9%
Natural Resources	8.5%
Highways	44.4%
Welfare	13.4%
Education (this is in addition to grants to local districts noted above)	19.2%
Miscellaneous9%

THE MINNESOTA LEAGUE OF WOMEN VOTERS, 914 MARQUETTE AVE., MINNEAPOLIS



Other citizens would appreciate reading this broadside. Will you pass it on?

March, 1943

100 copies, 75 cents

(Over)

SHOULD A SURPLUS BE MAINTAINED IN STATE FUNDS?

IN 1942, FOR THE FIRST TIME IN MANY YEARS, THERE WAS A SURPLUS IN THE GENERAL REVENUE FUND AND IN THE INCOME TAX FUND.

These surpluses were due to:

Large receipts because of war prosperity.

High tax rates (practically all except property)

Levying of almost every form of tax except general sales.

Alternative Procedures Under Consideration by the Legislature

1. Reduce taxes, especially income tax and money and credits tax.
2. Maintain present surplus for
 - (1) Re-education of returned soldiers.
 - (2) Providing a fund for post-war employment.
 - (3) School fund.
 - (4) Payment of debt thereby reducing interest charges.

THE POLICY OF KEEPING UP OUR PRESENT TAX RATES
WOULD HELP PREVENT INFLATION.

PROSPECT FOR 1943:

Receipts will probably be smaller.

Income tax payments will be reduced considerably because:

1. Deductions allowed for federal taxes will be larger.
2. Many more income tax payers will be in the armed services.

Receipts from motor vehicle taxes will be very much less.

Our School Needs and Ways to Meet Them

One of the Problems Given Highest Priority by Governor Youngdahl in His Inaugural Address

A big step forward is proposed in the revised State Aid for Schools.
It merits your consideration and support.

WHAT ARE STATE AIDS?

They are moneys appropriated by the State to help pay the cost of education throughout school districts of Minnesota (first appropriated in 1881).

These aids give financial help to all school districts to support adequate educational programs, and special aids, such as for the education of handicapped children, transportation, etc.

Since the State has many sources of revenue, such as the income tax, gross earnings tax, etc., and the local districts depend chiefly on the property tax, these aids help to distribute the tax burden.

WHY DOES OUR SYSTEM OF STATE AIDS NEED REVISION?

Because:

Present state aid funds are **not enough**. Most school districts, both urban and rural, are having more and more difficulty making real estate taxes cover the burden of rising costs of education. The State is not contributing its share toward these increased costs.

Because:

The present system is **too complicated**. It is made up of 40 different aids, requiring an immense amount of unnecessary work in local districts and in the State Department of Education. Under it, fair distribution is practically impossible, some districts receiving more than they need, others not enough.

Because:

Under the present set-up, our State is not providing basic educational opportunities for large segments of its **rural youth**. Many of them are being denied a high school education. This is unfair to them and to the state. Only one other state, Kentucky, has fewer farm boys between the ages 16-17 attending high school than Minnesota.

Because:

The problem of securing and retaining **competent teachers** is becoming increasingly urgent. 16,000 Minnesota teachers have left their profession since Pearl Harbor. About $\frac{1}{3}$ of these went into military service. Only a few are returning. They are finding more remunerative employment in other fields—this, at a time when enrollments are increasing and educational services must be expanded.

HOW WILL THIS BILL IMPROVE OUR EDUCATIONAL SYSTEM?

1. Does it offer anything new in the way of approach to the problem? . . . Yes, by basing State Aid on actual present costs (\$110) of pupil instruction in average daily attendance (ADA), it guarantees for the first time an opportunity for a basic minimum education to every child in the state.
2. Does it lessen the complexity of our present State Aid Program? . . . Yes, by reducing the number of state aids from 40 to 17.
3. Does it provide for more equitable distribution of state aids? . . . Yes, by giving to school districts a flat sum as a BASIC or "birthright" aid for each child; by giving an additional EQUALIZATION aid to those districts without sufficient taxable property to maintain the minimum standards of education with the help of the basic aid only.

4. **Does it offer specific help with rural school problems?** . . . Yes, it requires all districts to provide free transportation for non-resident H.S. pupils (the district will be entitled to reimbursement as transportation aid). Each district is made responsible for educating its pupils through high school. The State will give adjusted equalization aid to ungraded rural districts not maintaining high schools for this purpose.
5. **Will it raise the general educational standards of the State?** . . . Yes, all schools receiving state aid will be required: 1) to be in session at least 9 months, 2) to provide free text books, and 3) to use all of the \$110 for maintenance and none for capital outlay (building program and equipment, etc.) or debt service.
6. **Does it make any specific requirement regarding teachers' salaries?** . . . Yes, at least 65% of the \$110 per pupil maintenance cost must be allocated to the salaries of instructional staff. This should help provide better salaries for teachers and attract more capable people into the teaching profession.

SOME FACTS AND FIGURES—IF YOU WANT THEM:

1. The **average cost of education** today is \$110 per pupil in average daily attendance (ADA). Kindergarten costs $\frac{1}{2}$ as much as elementary; H. S. $1\frac{1}{2}$ times as much. Therefore, all aids will be based on a so-called "pupil unit."

Elementary	= 1	pupil unit
Kindergarten	= $\frac{1}{2}$	pupil unit
H. S.	= $1\frac{1}{2}$	pupil unit
2. **Basic aid** is \$50 per pupil unit in ADA to all public schools in the State meeting minimum standards. (This includes apportionment from interest on Permanent School Fund as provided in State Constitution.)
3. **Equalization aid** — In those districts that cannot raise the \$60 difference between the basic aid of \$50 and the required \$110, additional aid will be given, ranging from none in districts with assessed valuation of \$2000 or more per resident pupil unit in ADA—to the entire \$60 in those having less than \$100 such valuation, with a higher adjustment for ungraded elementary districts sending pupils to H. S.
4. **Emergency aid** is money paid by the State (upon direction of State Board of Education only) to districts in distress because of calamity, high tax delinquency, excessive debts, etc.
5. The bill will continue special aid for such things as education of **handicapped children, transportation, and the matching of federal funds.**
6. The approximate **cost of financing** this plan will be a total of \$29,000,000 annually. The amount appropriated for education by the last State Legislature was about \$23,000,000. The estimated income from the Permanent and Income Tax School Funds for the year 1947-48 is \$20,500,000.

The bill proposes to use all income tax receipts for school aids.

This bill is the result of more than a year's intensive study, debate, and earnest effort on the part of a state-wide committee (made up of educators, public officials, legislators, and representatives of labor and other interested groups) appointed by Governor Thye to work out a simpler and fairer system of state aids for schools. It represents a big step forward. Together with other legislation to revise our assessment system and reorganize school districts, this bill would give us a sound and equitable basis of state support for an improved educational system.

HOW YOU CAN HELP:

Study the bill; understand it; and then write Gov. Luther H. Youngdahl, Hon. A. L. Almen, Chairman of Senate Education Committee, Hon. E. B. Herseth, House Education Committee (all at the State Capitol, St. Paul), and your own State Legislators. A penny postcard will do the job. **DO IT NOW!**

MINNESOTA LEAGUE OF WOMEN VOTERS

832 Lumber Exchange Building, Minneapolis 1, Minnesota

JANUARY 20, 1947

September 11, 1947

OVERVIEW
1947-48 STATE PROGRAM ITEMS
PERTAINING TO EDUCATION

(This summarizes the five points included in the
state program for education)

F O R E W O R D

Before entering on a detailed study of educational problems in Minnesota, a League group can well spend some time getting acquainted with the main organizations lines, and certain outstanding features of education in Minnesota. The following outline offers an introduction and a wide choice of activities. Item A, for example, suggests immediate community activity, Item D involves study which might lead to changes in the present law, item C offers the technique of community discussion in order to change public attitudes.

I N T R O D U C T I O N

- A. Provision for education was established by the state constitution.
 - 1. Education was considered to be the state's responsibility - although local units manage their own schools, they do so under powers delegated by the Legislature, with essential responsibility resting with the state.
 - 2. A permanent school fund was created. - Minnesota has one of the largest permanent school funds of any of the states. Principal remains untouched, income is distributed to school districts by constitutional provision.
 - B. Education has fiscal independence.
 - 1. The University's Board of Regents has complete authority over spending of money granted by the Legislature, and is independent of other branches of government.
 - 2. School Boards (with few exceptions where home rule charters in cities of the first class have placed restrictions) are elected by the people and have power to levy taxes and fix their own expenditures.
 - C. Control of educational institutions lies in three boards.
 - 1. State Board of Education is responsible for elementary and secondary education in public schools.
 - 2. State Teachers College Board has responsibility for Teacher Training Colleges.
 - 3. Board of Regents has responsibility for the University.
 - By action of the Governor, a correlating committee has been set up to maintain contacts among the three. -
 - D. Public Schools are financed mostly by local property taxes and state aids, with some specialized help from the Federal Government.
- References: Englehardt: Minnesota Public Schools, Chapter 1
Manual of State School Board Association; Introduction by Commissioner
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ITEMS IN STATE PROGRAM

A. REORGANIZATION OF SCHOOL DISTRICTS

This item is of first importance now, as each county should undertake its survey as soon as possible. Lay and educational groups and county superintendents can make this a joint project.

1. History.

- a. Minnesota has lagged in modern reorganization of school districts. The almost 8000 districts are not justifiable under present transportation possibilities. Small, inefficient districts deprive children of proper educational opportunities.
- b. The 1947 legislature passed a reorganization, bill, permissive in character. Communities have a chance to improve their organization. The act will be effective only if it is acted upon in each locality within the county. Work begins with a county-wide survey in each county.

2. Present Status

- a. The commission authorized has been set up, and begun its work. It is called "State Commission on School Reorganization". Dr. A. E. Jacobson, Thief River Falls, is Chairman. Other members are: Senator A. L. Almen, Balaton; C. E. Compton, Two Harbors; Charles Christianson, County Superintendent of Schools, Roseau; Representative Joseph Daun, St. Peter (active in securing passage of the bill); J. S. Jones, Executive Secretary, Minnesota Farm Bureau, St. Paul; William B. Pearson, Ogilvie; Mrs. C. A. Rohrer, Winona; and Mrs. F. H. Stevens, Alexandria.
- b. Mr. T. C. Engum, State Director of Rural Education has general supervision of the reorganization undertaking, with Mr. Eugene Meyer as Supervisor.

3. Procedure

- a. Joint Community action is needed to assure the survey's being made.
- b. The law requires the County Superintendent of Schools in each County to call a meeting of the School Boards of the County not later than December 1, 1947, to have the law explained.
- c. A four-page pamphlet and a Manual for County Superintendents issued by the Commission will be available, and can be secured through Mr. T. C. Engum, State Department of Education, State Office, St. Paul, Minnesota.
- d. Members of the Commission are scattered throughout the state, and should be available for talks, as well as the staff of the Department of Education. If you wish to have speakers, write to Mr. T. C. Engum, State Department of Education, State Office, St. Paul, Minn.

References: Englehardt: Minn. Public Education, Chapter 2
Pamphlet and Manual issued by the State Commission on School Reorganization

B. IMPROVED METHODS OF ASSESSMENTS

Because equalization of opportunity as provided in the new State Aid Law depends on state aids, which in turn, depend on assessed valuations, those

interested in education should be concerned with state-wide standards for assessments.

1. History

- a. Better system of assessment under uniform standards has been a League concern for many years. As yet attempts to establish uniform standards have failed.
- b. Some progress has recently been made, and the new State Aid Law authorizes the Commissioner of Education to appeal to the Commissioner of Taxation where he believes inequalities exist. Ruling of the Commissioner of Taxation is valid.

References: Consult references on problem of Assessed Valuation under "Financing of State Government" in League Program.
Summary of 1947 Laws, newspaper form, gives new State Aid Law.

C. TRAINING, RECRUITMENT AND RETENTION OF TEACHERS

Although professional groups and school authorities are working on this problem, much will have to be done by law groups in order to change public attitudes. Discussion groups on a community-wide basis, including as many groups as possible, is probably the best approach to this problem. The community as well as the press need to be studied. Few references are available, though current magazines and newspapers have frequent articles and comment. FORTUNE, February, 1947, has an article which might be a basis for discussion of the situation in any given community.

1. History

With new opportunities, especially for women, opening in all lines of work, teaching has lost recruits. The war situation accentuated a trend already under way before the war, and focused public attention on a situation now acute.

2. Factors of prime importance in recruiting and retaining teachers

- a. Better Pay
- b. Improved living conditions
 - (1) Should communities provide housing, such as churches provide parsonages?
- c. Improved Social Status
 - (1) Relation of economic to social status
 - (2) Restrictions placed on teachers by communities.

3. Problems of Training and Certification

- a. By law, standards for teacher training rest with the College of Education at the University, and the State Teachers Colleges.
- b. Interpretation of law rests to some extent with the State Department and Attorney General.
 - (1) Meaning of "equivalent" of work done at Teachers Colleges or College of Education
 - (2) New interpretation by Attorney General on graduates of Liberal Arts Colleges majoring in education
 - (3) New 1947 law permitting Exchange Teachers

4. Problem of Security for teachers

- a. Need for teacher protection against arbitrary dismissal
(Tenure, a form of civil service)

- b. Need for protection of public against incompetent teaching

The questions raised in this topic are highly controversial. Little reference material is available. Educators are at work on the problems, and articles may appear. Two commission exist in the state. Their members may be available. Dean Peik of the College of Education, University of Minnesota, has been active nationally in these problems. Leagues are reminded that there is no one cure, no one answer to the problem of securing adequate, well-adjusted teachers.

References: Catalogs of College of Education, U. of Minn., and of State Teachers Colleges
Materials may become available from State Advisory Committee on Teacher Education, and State Commission on Teacher Education, and from the College of Education, U. of Minn.
Englehardt: Chapter 8
Laws Relating to Minnesota Public School System

D. BUDGET OF DEPARTMENT OF EDUCATION

Much of the progress of education must come from leadership at the state level, hence citizens should be familiar with the powers, function, and quality of the State Board of Education, and the Department of Education.

1. Composition of State Board and State Department of Education

2. Budget

- a. The last few years have seen a steady increase in the budget for the Department, and improvement in relationships between the Department and the Legislature.
- b. There is need for further expansion of budget to extend research, travel of staff throughout the state, and for visual education.
- c. Problem of securing and paying professional staff
 - (1) Granting of authority to State Board to fix salaries of Commissioner, and to employ professional staff outside classified civil service would require changes in the laws. Educators hold that the State Board of Education should have the same powers to select and pay professional staff as do the Board of Regents and the State Teachers College Board. This matter warrants careful consideration with a view to possible legislative changes.

References: Civil Service regulations affecting professional personnel Practices in University and Teachers Colleges (Members of State Board of Education might be called on for discussion of this problem)
Budget of Department of Education in Governor's Budget Appropriation Acts of 1947 Legislature

E. PROBLEMS OF HIGHER EDUCATION

1. History

The post war over-crowding has given unexpected impetus to an already established trend towards providing after-high-school education. A good beginning has been made. The 1947 Legislature created a new Committee on Post High School Education with a budget of \$5,000 to cover stenographic and printing costs.

2. Present Status

The new committee is in process of formation and membership should be announced soon. The public needs to understand the situation, and should be familiar with Dr. Eckert's pamphlet "Unfinished Business".

3. Procedure

Discussions based on "Unfinished Business"

References: Dr. Ruth Eckert; "Unfinished Business"
Full study of Dr. Eckert's work soon to be published
Dr. Eckert and members of the Committee

R E F E R E N C E S

Manual for County Superintendents, and four-page pamphlet summarizing the Reorganization Law of 1947. Issued by State Commission on School Reorganization, available on request from Commissioner of Rural Education, State Department of Education, State Office Building, St. Paul 1, Minn.

Minnesota Educational Directory. Published by State Department of Education.

Hand Book for Minnesota School Board Members. Published by State School Board Association. Copies can be secured from Mr. O. W. Barbo, Secretary, State School Board Association, Braham, Minnesota. Copies should also be available through members of local School Boards.

Laws Relating to the Minnesota Public School System. Published by State Department of Education.

Minnesota 1947 Laws. In newspaper form can be secured free from Secretary of State. When in book form will be available in libraries and County Court Houses.

Governor's Budget. Can be secured from Commission of Administration.

Appropriation Acts of 1947. This is a part of the 1947 Laws, available separately.

"Strengthening Public Education in Minnesota". Published by state organizations to educate public on proposed state aid law, in 1946. League Office has some copies. State Citizens Committee on Public Education, Mr. Morris Bye, Chairman, Anoka, sponsored the publication.

"Unfinished Business": Dr. Ruth Eckert, College of Education, U. of Minnesota

"Minnesota Public Schools": Dr. Fred Englehardt. Published by Educational Test Bureau, Minneapolis

OTHER SOURCES OF INFORMATION

Members of State Board of Education

*Mr. Dean M. Schweickhard, Commissioner of Education, State Office Bldg., St. Paul 1

Staff of State Department of Education

Dean and Staff, College of Education, University of Minnesota, Minneapolis 14

Presidents and staff, Teachers Colleges

Minnesota Educational Association

Members of M. E. A. Commission on Teacher Training and Professional Standards:

Mr. F. R. Adams, State Department of Education, State Office Bldg., St. Paul 1,
Chairman; Dr. Charles Turek, Macalester College, Minneapolis; Superintendent J.

K. Michie, Hibbing; Laura A. Farnum, Bryant Junior High, Minneapolis; Beulah

Buswell, Austin; Edna Nelson, Detroit Lakes; Margaret Brochhagen, Osseo;

Grace Armstrong, State Teachers College, Mankato; Sen. A. L. Almen, Balaton;

F. R. Adams, State Department of Education.

Dr. Ruth Eckert, College of Education, University of Minnesota, Minneapolis 14

Each community will know its own recognized leaders competent to discuss particular items.

*To secure speakers from the State Department of Education, write
Commissioner Dean M. Schweickhard, State Office Building, St. Paul 1,
stating subject to be covered.

League of Women Voters of Minnesota
84 South Tenth Street, Room 417
Minneapolis 2, Minn. (At. 0941)
November 5, 1948

STATE AID TO EDUCATION

The League of Women Voters of Minnesota supported two bills which were enacted into law by the 1947 Legislature: The Revision of State Aids, Chapter 633, Laws 1947, and a bill to provide a uniform system of assessments. Enacted into law, Chapter 531, Laws 1947, this bill requires the appointment of a Supervisor of Assessments in all counties which do not have a County Assessor. Only 35 counties have had a County Assessor, and now under this law the remaining 52 have appointed a Supervisor. As assessments are the basis for payment of equalization aid to school districts, this law makes possible a fairer distribution of such aids.

The Revised State Aid Law reduces the number of aids from 42 to 21, increases materially by \$11,000,000 the amount of money appropriated, and provides for an equalization aid, up to \$60 per resident pupil unit in A. D. A. (average daily attendance), for districts where low assessed valuation prevents maintenance of minimum standards. It further provides for a 9 month school term in all schools, free textbooks for all pupils, allocation of a portion of fund to teachers' salaries, transportation, vocational, and emergency aid.

Another improvement over the former law is the establishment of a system for distribution of most of the funds on a current basis. Thus, the basic aid (\$50 per resident pupil in A. D. A.) and equalization aid (from \$3 to \$60 per resident pupil A. D. A.) is distributed in this manner: 50% in October, 45% in March, and the remaining 5% in August. 2,368 districts have an assessed valuation of less than \$2,000 and received equalization aid. Other aids were paid in full in October, and emergency aid is paid as granted.

From the few provisions listed above, it can be seen that the law is indeed a forward step for education. One problem which will have to be met during the 1949 legislative session is that this same law will cost the State approximately an additional \$3,000,000 during the coming year, because of the expected increase in school population of from 35,000 to 45,000 pupils for whom aid must be paid. In addition, a few refinements remain to be made in the law. It aids all school districts which meet its requirements, and thus perpetuates small schools and schools with poor programs.

AN ESTIMATE OF FUTURE PUBLIC SCHOOL ENROLMENTS

1949 - 1965

By
A. L. Gallop
Statistical Division
State Department of Education
St. Paul 1, Minnesota

An Estimate of Future Public School Enrolments

School administrators throughout the state have expressed a need for a simple and understandable tool with which local school districts could estimate public school enrolments for the next ten to fifteen years. Such an instrument would enable districts to plan more adequately for the increased numbers of children born during and after World War II and to take proper account of the many factors operating to change school enrolments. In the currently pressing problem of providing adequate school buildings for all the children of the state, accurate estimates of future enrolments are essential.

This report is the description of -a- method used in estimating school population and an estimate of future school population for Minnesota for 1949-50 to 1964-65. This affords a basis for planning with regard to new school building construction needs and with regard to recruitment and training of teachers. These two factors, building construction and number of teachers are largely responsible for educational costs.

Estimating the future school population is difficult. For the children already born, with reliable basic data and survival rates, the prediction should be quite accurate. However, estimated births are dependent on many variables such as socio-economic trends, composition of the population, migrations and countless others. Predictions on the state level tend to vary less than those for individual districts. The wide variance found in estimates for many individual districts tends to equalize when a prediction for the state as a whole is made.

For this study, the basic data were obtained from the school census reports and the County Superintendent's annual reports to the State Department of Education.

In many of the school districts of the state it will be impossible to obtain the number of live births to residents because the school district boundaries are not coterminous with a birth recording area. In many districts, also, the school census is not reliable enough so that future enrolments can be predicted from it. For these districts, a study of birth trends in an area comparable to the district could be one solution to the problem.

To estimate future enrolments by the same method as is used in this study, one must first study the available data used. The enrolments were those reported on the County Superintendent's annual reports for the school years 1932-33 to 1948-49. It is advisable to go back as many years as possible so as to decrease the effects of the erratic enrolments representing the war years. In many instances, it is not necessary to go back as far as was done in this study. The number of years studied depends upon the consistency of the figures used. The enrolments by grade were studied to determine what is the usual ratio between a grade enrolment and enrolment of the following grade one year later.

This is illustrated in Table I. It will be noted that Kindergarten and Spring Primary enrolments are used as a base grade. This is not always the best base to use when estimates are made by district. Grade two is very often considered the best base because enrolments are better stabilized here than in Kindergarten or Grade 1 but whichever base is used is dependent upon the local situation regarding retardation, etc.

In all grades in Table I, the enrolment ratios are determined by comparing enrolment with that of the following grade one year later. For example, the Grade I enrolment in 1933 was 57,120; the Grade II enrolment in 1934 was 48,866 or 86% of those enrolled in Grade I went on to Grade II the following year. The enrolment ratios found in Column 18 are the average of the sixteen ratios obtained for each grade enrolment. Future enrolments were therefore predicted on the basis of past experience in the state that a certain percentage of each grade enrolment goes on to the following grade the next year.

Table II shows births in Minnesota as reported on the school census for the years 1940-1949. The children born during the years 1945 to 1949 will be entering school in the year 1950 and the succeeding four years. To determine how many of those born actually enter public school it was necessary to study past births and school enrolments for the Kindergarten and Spring Primary. Since births by age were not reported prior to 1940, it was possible to go back only nine years. The ratio of those born who enter school was computed for each year and an average made. This average (56.4%) was then applied to birth figures for the years 1945 to 1949 to find how many children will enter school in 1950 through 1955. It is then necessary to estimate the number of births for the following years (1950 - 1955). Actual figures have been used thus far but it is necessary now to arrive at some base for predicting future births. In estimating future births some assumptions must be made. In this study it has been assumed that in 1947 the peak in the number of births had been reached. From this point the birth rate would decrease until in 1955 at which time it would stabilize at a figure slightly higher than

the 1940 rate. It is assumed that births between 1947 and 1955 would decrease at a uniform rate.

Table III represents the application of the ratios obtained in Tables I and II and discussed in the foregoing explanations. The italicized figures indicate enrolments based on estimated births and past experience. All others are based on actual births and enrolment data. It must be emphasized that the resulting total enrolments found on this table are not precise figures but *estimates* of future enrolments based upon an analysis of available data. It is, of course, no more accurate than the data upon which it is based, and should be interpreted accordingly. It is recommended that any estimates made be audited every two or three years to determine what errors have been made and that the predictions be revised accordingly.

Table IV is a graphic illustration of results obtained from Table III. The solid lines represent enrolment estimates based on actual figures, the dotted lines on enrolments figured from estimated births and past experience.

TABLE I

Number of Pupils By Grade and Per Cent Going on to Following Grade One Year Later

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
Grade and Per Cents	1932- 1933	1933- 1934	1934- 1935	1935- 1936	1936- 1937	1937- 1938	1938- 1939	1939- 1940	1940- 1941	1941- 1942	1942- 1943	1943- 1944	1944- 1945	1945- 1946	1946- 1947	1947- 1948	1948- 1949	Average Per Cent
Kindergarten & Sp. primary Per cent	21,612 255	22,313 238	22,347 224	21,797 230	23,464 209	23,147 203	22,080 204	21,476 212	21,662 213	21,693 213	21,209 215	22,189 211	22,477 210	24,035 197	24,600 199	27,910 190	29,020	2.13937
1 Per Cent	57,120 86	55,210 86	53,044 87	50,029 90	50,224 90	48,935 91	46,886 92	45,133 91	45,446 92	46,037 92	46,257 90	45,585 91	46,743 94	47,265 92	47,414 94	49,010 93	52,919	.90687
2 Per Cent	49,957 97	48,866 98	47,627 99	46,232 98	45,119 98	45,410 97	44,324 98	43,185 98	41,072 100	41,903 98	42,163 94	41,429 96	41,443 99	44,010 96	43,314 98	44,706 96	45,664	.97500
3 Per Cent	50,542 98	48,458 98	47,974 99	47,095 99	45,136 99	44,202 98	43,831 99	43,290 98	42,224 99	40,883 97	40,948 95	39,622 96	39,865 99	40,912 97	42,222 99	42,412 97	42,957	.97937
4 Per Cent	49,819 98	49,603 98	47,673 99	47,469 99	46,448 98	44,687 98	43,134 98	43,252 98	42,233 99	41,762 98	39,837 95	38,749 97	38,217 99	39,378 97	39,646 99	41,603 97	41,171	.97937
5 Per Cent	49,721 97	48,905 98	48,795 99	47,124 98	46,830 97	45,635 97	43,811 98	42,468 98	42,568 98	42,008 98	40,937 94	37,976 96	37,608 98	37,742 97	38,270 98	39,180 97	40,442	.97375
6 Per Cent	49,862 101	48,419 100	47,783 101	48,226 99	45,992 100	45,538 99	44,043 100	42,986 99	41,560 100	41,923 101	41,338 95	38,677 98	36,536 100	36,811 99	36,588 99	37,504 99	38,107	.99375
7 Per Cent	49,625 99	50,417 100	48,214 102	48,085 102	47,948 98	45,970 99	45,080 99	43,836 99	42,727 99	41,465 98	42,247 93	39,233 96	37,847 99	36,562 97	36,367 98	36,383 98	36,966	.98500
8 Per Cent	48,181 77	49,209 80	50,311 81	49,321 82	48,982 85	47,166 91	45,283 94	44,600 95	43,314 93	42,438 91	40,468 89	39,122 92	37,626 96	37,435 95	35,523 97	35,781 98	35,531	.89750
9 Per Cent	37,021 92	37,132 90	39,252 91	40,960 92	40,609 93	41,567 94	42,695 94	42,359 94	42,551 92	40,270 88	38,423 86	35,869 91	36,109 93	36,049 92	35,591 93	34,587 92	35,227	.91687
10 Per Cent	33,649 84	33,920 85	33,571 85	35,731 85	37,664 86	37,631 90	38,875 90	40,091 89	39,933 87	39,247 84	35,514 82	33,057 86	32,569 89	33,455 89	33,117 91	33,033 91	31,868	.87062
11 Per Cent	26,762 86	28,199 86	28,980 87	28,514 87	30,528 88	32,403 90	33,680 90	34,855 90	35,670 87	34,747 84	32,982 82	29,132 89	28,403 92	28,857 95	29,887 94	30,207 91	29,920	.88625
12	22,756	23,142	24,379	25,197	24,737	26,829	29,143	30,330	31,303	30,960	29,330	26,904	25,842	26,094	27,336	28,123	27,590	
Total	546,627	543,793	539,950	535,780	533,681	529,120	522,865	517,861	512,263	505,336	491,653	467,544	461,285	468,605	469,875	480,439	487,382	

* Per cent of grade enrollment going on to next grade following year.

TABLE II

NUMBER OF BIRTHS REPORTED ON SCHOOL CENSUS and
PER CENT REACHING 1st YEAR OF PUBLIC SCHOOL

Year	Number of Births	Per cent enrolling in Kindergarten and Spring Primary Five Years Later
1940	42,127	53
1941	43,270	55
1942	44,820	55
1943	49,440	56
1944	45,950	63
1945	44,650	56.4 (1)
1946	48,244	56.4
1947	61,748	56.4
1948	58,108	56.4
1949	59,031	56.4
1950	56,194 (2)	
1951	53,357	
1952	50,520	
1953	47,683	
1954	45,346	
1955	43,009	

Note: 1. Average of per cents from years 1940-44

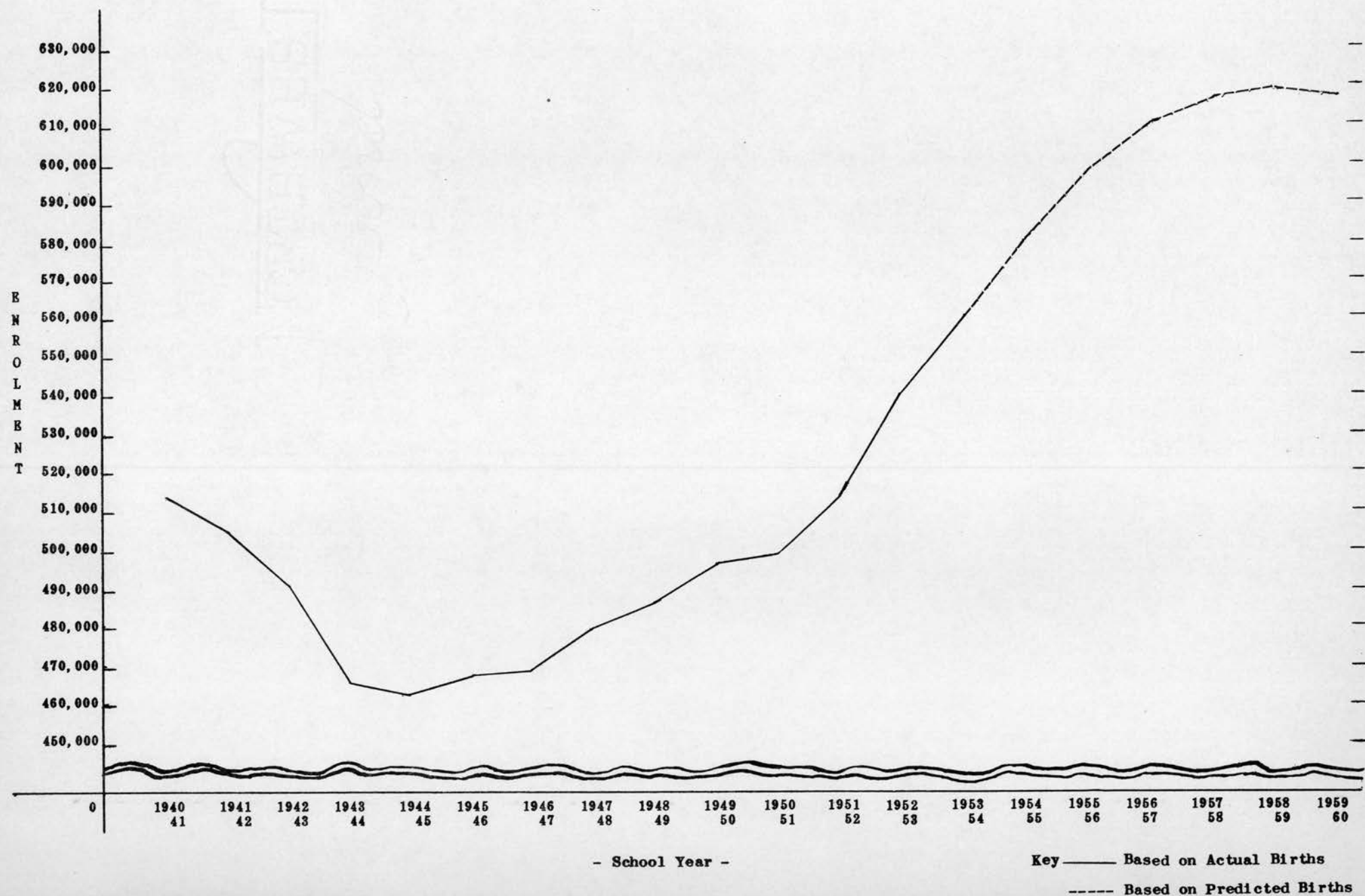
2. All birth data below dotted line represents steadily decreasing number of births from 1949-1955.

TABLE III
ESTIMATED FUTURE ENROLLMENTS - MINNESOTA - 1949-1960

		SCHOOL YEAR																	
		Average Per cent From Column 18 Table I	1948 49	1949 50	1950 51	1951 52	1952 53	1953 54	1954 55	1955 56	1956 57	1957 58	1958 59	1959 60	1960 61	1961 62	1962 63	1963 64	1964 65
Kindergarten & Sp. primary		2.13937	29,020	25,183	27,210	34,825	32,773	33,293	31,693	30,093	28,493	26,893	25,575	24,257	X	X	X	X	X
1		.90687	52,919	62,085	53,876	58,212	74,504	70,114	71,226	67,803	64,380	60,957	57,534	54,714	51,895	X	X	X	X
G 2		.97500	45,664	47,991	56,303	48,859	52,791	67,565	63,584	64,593	61,489	58,384	55,280	52,176	49,618	47,062	X	X	X
R 3		.97937	42,957	44,522	46,791	54,895	47,638	51,471	65,876	61,994	62,978	59,952	56,924	53,898	50,872	48,378	45,885	X	X
A 4		.97937	41,171	42,071	43,604	45,826	53,763	46,655	50,409	64,517	60,715	61,679	58,715	55,750	52,786	49,823	47,380	44,938	X
5		.97375	40,442	40,322	41,203	42,704	44,881	52,654	45,693	49,369	63,186	59,462	60,407	57,504	54,600	51,697	48,795	46,403	44,011
D 6		.99375	38,107	39,380	39,264	40,121	41,583	43,703	51,212	44,494	48,073	61,527	57,901	58,821	55,995	53,167	50,340	47,514	45,185
E 7		.98500	36,966	37,869	39,134	39,019	39,870	41,323	43,429	50,952	44,216	47,773	61,142	57,539	58,453	55,645	52,835	50,025	47,217
8		.89750	35,531	36,412	37,301	38,547	38,434	39,272	40,703	42,778	50,188	43,553	47,056	60,225	56,676	57,576	54,810	52,042	49,275
9		.91687	35,227	31,889	32,680	33,478	34,596	34,495	35,247	36,531	38,393	45,044	39,089	42,233	54,052	50,867	51,674	49,192	46,708
10		.87062	31,868	32,299	29,238	29,963	30,695	31,720	31,627	32,317	33,494	35,203	41,299	35,840	38,722	49,559	46,638	47,378	45,103
11		.88625	29,920	27,745	28,120	25,455	26,086	26,724	27,616	27,535	28,136	29,161	30,648	35,956	31,203	33,712	43,147	40,604	41,248
12			27,590	26,517	24,589	24,921	22,559	23,119	23,684	24,475	24,403	24,936	25,844	27,162	31,866	27,654	29,877	38,239	35,985
TOTAL			487,382	494,285	499,313	516,825	540,173	562,108	582,059	597,451	608,144	614,524	617,414	616,075	X	X	X	X	X

NOTE: *Italicized figures indicate enrolments based on estimated births.*

TABLE IV
PREDICTED FUTURE ENROLLMENTS -K-12-
1950 - 1960



SUMMARY

The estimates of enrolment assume that all factors except births will continue to operate in the same way and to the same degree that they did in the previous period. The estimates assume, for example, that migration trends will continue as in the past, that private and parochial schools will continue to absorb a similar proportion of the pupils, that the holding power of the schools will remain approximately the same, and that promotional policies will remain unchanged. If there is any reason to believe that the assumptions are not valid in any local situation, corrections should be made in the final results. For those schools endeavoring to improve their holding power it is recommended that adjustments be made accordingly.

The method of estimating future enrolments has been tested on past enrolment figures. The ratios obtained in Table I and Table II were applied to actual enrolments for the years 1941 to 1949 and for the eight year period in which they were tested, were found to be off an average of 1229 pupils per year or approximately two tenths of one per cent. This error was an over-estimate so would not be considered as serious as a like under-estimate. Larger amounts of error were found in some of the individual years tested but were due in some cases to the effects of the war years on school enrolments. It is very important that the ratios obtained be tested on past enrolment data before these ratios are applied to future enrolments.

It is again emphasized that the results obtained in this study should be treated as estimates subject to the errors of the data upon

which they are based and upon errors of human judgment. Many factors are present that could easily alter completely the enrolment outlook for the state but cannot be considered in any type of population prediction.

It has been mentioned before and should be pointed out again that this is only one method of predicting future public school enrolments and should be interpreted as such. The estimates shown in Table III have been obtained by using this method and although the amount of error was small (Two-tenths of one per cent) this is not necessarily the same amount of error that will be found in every case. A safe margin of error is left up to the judgment of the person making the prediction and is dependent upon local conditions.

12/14/50

SALARY SCHEDULES
IN CITIES WITH A POPULATION OVER 200,000

The following questionnaire was sent to nineteen cities: "What is your 1951 minimum and maximum for Bachelor, minimum and maximum for Master, and number of years between minimum and maximum?"

Below is a tabulation of the results:

City	BACHELOR			MASTER			Remarks
	Min.	Max.	Years Between	Min.	Max.	Years Between	
Dayton, Ohio	\$2400	4000	15	2600	4200	15	
Seattle, Wash.	2600	4000	10	2700	4500	13	
Akron, Ohio	2400	4200	12	2400	4400	14	
Oakland, Cal.	2940	4480	12	3200	5040	14	
Omaha, Nebr.	2400	3900	10	2600	3900		Will probably increase \$100 all steps Jan. 1, 1951
Toledo, Ohio	2400	4350	13	2400	4500	13	
Indianapolis, Ind.	2600	4150	16	2800	4600	20	
Cleveland, Ohio	2700	4500	12	2700	4800	14	Anticipate all levels of schedule will be increased \$300 or more Jan. 1, 1951
St. Louis, Mo.	2400	4600	11	2600	4800	11	
Cincinnati, Ohio	2600	5000					Board tentatively approved scale beginning Jan. 1, 1951 for BA but no additional for M
Columbus, Ohio	2425	4050	13	2550	4300	14	
Denver, Colo.	2850	4650	12	2850	4550	12	
Portland, Ore.	2600	4300	11	2700	4700	11	New proposals before Board would raise preceding figures \$400 both min. & max.
Kansas City, Mo.	2400	4000	17	2775	4775	17	
Milwaukee, Wisc.	2826	4826	10	2926	5126	11	
Buffalo, N.Y.							N.Y. State min. salary schedule B plus \$200 cost of living bonus
Chicago, Ill.	2500	4300	9	3000	5160	9	
Minneapolis, Minn.	2600	4300	11	2800	5000	11	Increments go into effect Jan. 1 in half steps
Duluth, Minn.	3028	4628	11				To go into effect 9/51; \$60 more if present cost of living continues

Average Salary for Bachelor's Degree--Min. \$2609.941 Max. \$4378.470
 Average Salary for Master's Degree --Min. \$2706.733 Max. \$4626.066
 Median Salary for Bachelor's Degree --Min. \$2600 Max. \$4300
 Median Salary for Master's Degree --Min. \$2700 Max. \$4600

NOTE: These averages and medians disregard changes mentioned under "Remarks".

Salary Schedules in cities over 200,000--Page Two

BACHELOR				MASTER			
Minimum	No. Cities	Maximum	No. Cities	Minimum	No. Cities	Maximum	No. Cities
\$2400	6	\$3900	1	\$2400	2	\$4100	1
2425	1	4000	3	2550	1	4200	1
2500	1	4050	1	2600	3	4300	1
2600	5	4150	1	2700	3	4400	1
2700	1	4200	1	2775	1	4500	2
2826	1	4300	2	2800	2	4550	1
2850	1	4350	1	2850	1	4600	1
2940	1	4480	1	2926	1	4700	1
3028	1	4500	1	3000	1	4775	1
		4600	1	3200	1	4800	2
		4628	1			5000	1
		4650	1			5040	1
		4800	1			5126	1
		4826	1			5160	1
		5000	1				
	18 *		18 *		16 **		16 **

*Figures from Buffalo, N.Y. unavailable.

**Figures from Cincinnati, Ohio; Buffalo, N.Y.; and Duluth, Minn. unavailable.

BACHELOR			MASTER		
Difference Between Minimum & Maximum			Difference Between Minimum and Maximum		
Amount	No. Cities	No. Years	Amount	No. Cities	No. Years
\$1400	1	10	\$1500	1	*
1500	1	10	1600	1	15
1540	1	12	1700	1	11
1550	1	16	1750	1	14
1600	3	15-17-11	1800	2	13-20
1625	1	13	1840	1	14
1700	1	11	2000	3	14-11-17
1800	4	12-12-11-9	2100	2	13-14
1950	1	13	2160	1	9
2000	1	10	2200	2	11-11
2200	2	11-11	2400	1	12
2400	1	*			

*Increment or number of years between minimum and maximum salary unavailable.

League of Women Voters of Minnesota
Room 417, 84 South Tenth Street
Minneapolis 2, Minnesota
March 15, 1950

Additional copies - 10¢

TOWARD ARRIVING AT A LEAGUE POSITION ON
EDUCATION PROBLEMS IN MINNESOTA FOR 1950-51

The problems likely to need League decision are incorporated in the three items listed below.

- I. Continued emphasis on reorganization of school districts.
- II. Can we come to some conclusion on what we want to stand for with regard to "dedicated" funds for schools?
- III. A thorough understanding of State Aids: sources, amounts, distribution. (Equalization of educational opportunity should be based on a fair distribution of tax burden.)

Information basic to an understanding of these problems has been selected because it is important to education and because it fits into our study of the economic item.

As a result of a directive by the Governors' Conference on June 16, 1948, there is available for the first time a study of education in the 48 states made by an agency of all the states, the Council of State Governments. The study, The Forty-Eight State School Systems, contains not only tables of statistics but a discussion of practices developed through the years in the main aspects of education. We have used parts of this important study as a basis for the following outline.¹

What is Minnesota's educational load as compared with other states? (proportion of total population to children 5-17 incl.)

Minnesota, with a population of 2,888,000, had a school-age population of 594 per thousand with enrollment in public schools (Kindergarten - 12th) of 480,478; a ratio (in percentage) of 20.2 as compared with the all state ratio of 20.5; 18 states have a lesser number. The ratio of public school enrollment to school-age population was 82.3 compared with the all state ratio of 81.6. In numbers of children to educate, Minnesota load is not heavy.

In numbers of children enrolled in public schools, Minnesota approximates the all state ratio.

What is Minnesota's ability to support education as compared with other states?

	Per capita income	Rank	Income per school-age pupil	Rank	Income per pupil A.D.A.*	Rank
All State	\$1,318		\$6,436		\$8,981	
Minnesota	\$1,195	28	\$5,907	26	\$8,211	24

1. Figures are for 1947-48 unless otherwise indicated. The 48 State School Systems by the Council of State Governments. A 1949 supplement is in preparation.

* A.D.A. is average daily attendance.

Per capita income is over \$1,600 in 8 states and less than \$1,000 in 10 states. Minnesota ranks near the mid-point.

Income per child of school age varies more. It is over \$9,000 in 5 states and less than \$3,500 in the lowest 7 states.

Income per child in A.D.A. ranges from \$15,000 in New York to \$3,000 in Mississippi.

Minnesota, with its per capita income per pupil in A.D.A. of \$8,211 and rank of 24 is at the mid-point in the states with regard to ability to support education.

What is Minnesota's effort to support education as compared with other states?

1. By dividing the state and local revenue receipts for public schools by the total personal income of the people we may find the percentage of the wealth of the state allocated to public schools. (Not including federal funds)

	<u>1937-1938</u>	<u>Rank</u>	<u>1947-1948</u>	<u>Rank</u>
All state median	3.1		2.3	
Minnesota	3.3	17.5	2.5	17.5

Another way of expressing this is that in 1937-38 \$31 out of every \$1,000 of personal income in the U.S. was used for public schools. By the end of the ten-year period between 1938 and 1948 the amount had decreased to \$23 out of \$1,000.

Minnesota used \$33 out of \$1,000 of personal income in 1937-38 and by 1948 the amount decreased to \$25 per \$1,000, yet still held its rank of 17.5 from the top.

Although the proportion of income devoted to public schools has declined, the revenues for schools has increased substantially. This is explained by the increase in personal income in the several states.

2. Another measure of effort is the % of state and local revenues actually allocated to public schools. (League members may here use to advantage this year's study of How Minnesota Gets and Spends Its Revenues for state government.)

	<u>% of state-local revenues allocated to public schools</u>	
	<u>1941-42</u>	<u>1947-48</u>
Median of all states	21.0%	data lacking
Minnesota	20.2%	22.4% (for 1946-47)

3. A third indication of effort is the amount of current expense as compared with other states. All states have increased expenditures for public schools in the ten-year period of 1937-38 to 1947-48. Increases are due to increased numbers of children, decrease in the purchasing power of the dollar, and increased services.

<u>Current Expense (incl. interest) per pupil in A.D.A.</u>								
	<u>1937-38</u>	<u>Rank</u>	<u>1941-42</u>	<u>Rank</u>	<u>1945-46</u>	<u>Rank</u>	<u>1947-48</u>	<u>Rank</u>
Medians	\$82.79		\$97.14		\$139.81		\$178.71	
Minnesota	\$93.29	19	\$109.64	17	\$159.25	13	\$204.07	12

The current expense per pupil in A.D.A. for 1947-48 ranges from less than \$67 in Mississippi to more than \$260 in New Jersey. Only 11 states spent more than Minnesota: New Jersey, \$260; Montana, \$255; New York, \$250.75; Washington, \$229; California, \$223; Connecticut, \$220.92; Rhode Island, \$220.65; Nevada, \$219.20; Oregon, \$216; Arizona, \$211; South Dakota, \$209.70.

<u>Values of school property, indebtedness & textbooks per pupil in A.D.A.</u>						
	<u>Value of School Property</u>	<u>Rank</u>	<u>Indebtedness</u>	<u>Rank</u>	<u>Textbooks</u>	<u>Rank</u>
Median of all states	\$401		\$71.88		\$5.43	
Minnesota	\$493	15	\$85.89	22	\$8.47	6

From the above comparisons we may draw some general conclusions: 1) Minnesota in comparison with other states does not have a heavy educational load. Only 18 states have a lighter load, 2) Minnesota's ability to support education is favorable to the provision of a sound state program, 3) Minnesota's effort to support education indicates a desire to provide well for the education of her youth.

The equality of educational opportunity that a state will provide will depend not only upon the funds provided and the leadership of the state authorities but upon the understanding and help of the citizens of the state. What then are the major problems to be worked out and where can the League best spend its efforts?

PROBLEM - Reorganization of school districts is a continuing responsibility with the League. The 1949 legislature extended to April 1, 1951 the 1947 act enabling the merging of school districts. Twenty counties have voted against creation of a county survey committee. Out of those counties which have survey committees 58 elections have been held, 40 elections carried, 18 failed. The total number of districts merged to date is 387 which leaves Minnesota still having more than 7,000 school districts. The 1949 legislative act enabling special school districts to become independent school districts and thereby able to extend their established boundaries to merge with other districts resulted in a reduction from 24 special school districts to 9. (Remaining special school districts are Minneapolis, St. Paul, Duluth, Rochester, Owatonna, Red Wing, Jackson, Winona, South St. Paul)

How does Minnesota compare with other states in number and size of districts? (1947-48)

	<u>Total number of districts</u>	<u>Rank</u>
All states	99,713	
Minnesota	7,518	3rd highest number (Illinois, 1st; Missouri, 2nd)

Of Minnesota's 5,620 elementary schools 4,421 or 78.7% are one-teacher schools. Minnesota ranks 42 in the states; only 6 states have more one-teacher schools.

Of Minnesota's 520 high schools, 23 have fewer than 50 pupils, 116 have fewer than 100 pupils, 159 have 300 or more pupils.

In Minnesota 22.3% of public high school students are enrolled in schools having fewer than 100 pupils and the state ranks 11. In high schools having 300 or more enrolled Minnesota ranks 14 with 30.6% so enrolled.

Many states are working on the problem of reorganization. Some have simply created by legislative act the type of district desired; others, including Minnesota, have preferred to provide the necessary machinery and through education of the people, have then do the reorganizing. This is the slower method but results show that greater progress is being made in states which have adopted it.

Provisions which discourage needed reorganizing in Minnesota:

1. Too much aid to small schools.
2. State aid is sufficient to enable many small districts to operate with very low tax rates.
3. No aid for new buildings in reorganized districts.
4. Increased aid to reorganized districts not great enough to offset loss of tuition payments formerly received by central district.
5. Rural and urban votes must be counted separately and a majority of each required to effect proposed reorganization.

Should there be some incentive offered districts to reorganize??

Greater equality of educational opportunity, more economical and efficient administration, more equitable distribution of public school revenues wait upon the work to be done in redistricting!

PROBLEM - School Finance Practices (including "dedicated" funds).

"Many different school finance practices have developed among the 48 states. Some of these practices contribute directly to the attainment of recognized objectives of education; others contribute very little; and some even have a negative effect. It is generally accepted that every state school finance program should: 1) help to assure reasonably adequate and well-rounded opportunities for all children and youth throughout the state and 2) be based on a system of taxation and administration which assures that the burden will be equitably distributed among all types and classes of citizens and taxing units."²

What is the division of all sources of funds for school support?

1. Federal. All 48 states receive some federal funds. The percentage is small in all cases, usually between less than 1% to a little over 2%. Almost all federal funds provide for vocational education and vocational rehabilitation (other than school lunch and veterans education funds).

2. Council of State Governments, The Forty-Eight State School Systems, Chicago, 1949, p. 111.

	<u>% Federal Funds</u>	
	<u>1937-38</u>	<u>1947-48</u>
All state	1.2%	1.3%
Minnesota	0.6%	0.7%

2. State. The percentage of revenue from state funds has materially increased in the past ten years in most states. During this same period, however, Minnesota's funds from state sources have decreased slightly.

	<u>% State Funds</u>	
	<u>1937-38</u>	<u>1947-48</u>
All state	29.6%	39.8%
Minnesota	39.4%	37.1%

To give a truer picture of Minnesota's position in the U.S. we list below those states showing the highest and lowest percentages of state funds.

Less than 20% of public school revenues are derived from state funds in 12 states (1947-48):

Nebraska	3.9%	Iowa	14.2%
Massachusetts	9.7	South Dakota	15.4
New Jersey	11.5	Montana	16.6
Kansas	11.9	Illinois	17.6
Wyoming	13.2	Rhode Island	17.8
Wisconsin	13.6	New Hampshire	19.2

More than 60%, in 11 states (1947-48):

Delaware	87.0%	Washington	66.6%
New Mexico	84.9	Arkansas	65.2
Alabama	74.4	West Virginia	62.8
South Carolina	68.2	Georgia	61.8
North Carolina	67.9	Tennessee	60.2
Louisiana	66.8		

3. County. Percentages of revenues from counties also vary greatly. 13 states report no county revenue, 11 report less than 2%, some receive almost no revenues from local units smaller than the county.

	<u>% County Funds</u>	
	<u>1937-38</u>	<u>1947-48</u>
All state	6.5%	5.7%
Minnesota	0.8%	4.0%

4. Local. Here again, we find a wide variation in percentage throughout the 48 states (from 0.0% in West Virginia which uses the county as the smallest unit up to Nebraska which receives 93.9% from local funds).

	<u>% Local Funds</u>	
	<u>1937-38</u>	<u>1947-48</u>
All state	62.7%	53.2%
Minnesota	59.2%	58.2%

While more state support broadens the tax base and assures adequate educational opportunity for all children, complete or nearly complete state support would tend to weaken local initiative and bring about a too detailed control from the state. "Evidence seems to indicate that better results can be attained when the foundation program is supported on a partnership plan by revenues derived from all government sources including both state and local funds." Minnesota, in its nearly average position, would seem to be following a wise course with regard to division of financial support.

What are the sources of state school funds? (1947-48)

1. Permanent School Funds. In 30 states revenues from permanent school fund income is less than 2%. The median for all the states is 1.1%. Only 7 states receive 10% or more. Minnesota is one of the 7 and receives 11.9%. In the amount received, \$3,930,171, Minnesota's school revenue from its trust funds is the largest in the U.S.

2. Earmarked Taxes and 3. Appropriations from general funds
In 22 states no appropriations for schools are based on earmarked taxes; in 8 states less than 10%; in 3 states some revenues are earmarked but go into the general fund from which the school funds are appropriated; in several states revenues for schools are earmarked by the constitution; in most other states earmarking is provided by legislative act.

"In only 3 states, Minnesota, New Mexico and North Dakota are all appropriations made from earmarked taxes and permanent fund income."⁴ In Minnesota, the income tax is earmarked by legislative act and the permanent fund income by constitution. These are commonly referred to as "dedicated funds" together with "dedicated funds" for other functions of state government. (See p. 33, You Are the Government.) The amount of money to be used must be decided by legislative appropriation and money not appropriated remains in the "dedicated" fund. About 53 million remains in the income tax fund after appropriations for the biennium 1950-51 have been made.

The question of "dedicated" funds has been a part of the League study in the Economic Item this year and we should be able to come to a consensus so that any proposed legislation may be acted upon. The answer we arrive at will be especially important to the state program of education.

1. Should we hold that the income tax fund be kept dedicated for schools?
 - a. If so, would you recommend a reduction in the income tax which would reduce the surplus?
 - b. Would you recommend that it be kept for education but that some portion be used for other than elementary and secondary schools?
2. Would you be in favor of a constitutional amendment that would also permit use of new capital accruing to the permanent trust fund rather than only the income as now allowed?
3. Should we hold that the income tax be kept dedicated until such time as all dedicated funds are released from dedication?
4. Should we hold that the income tax be kept dedicated until a change in the tax structure be effected in order that the education program be insured?
5. OTHER OPINIONS - - - - -

3. Ibid., p. 115.

4. Ibid., p. 119.

The following information within the dotted lines was prepared by Miss Grace Dougherty, Statistician, Minnesota Department of Education.

- - - - -
STATE AID TO MINNESOTA PUBLIC SCHOOLS

During 1949, Minnesota expended from State funds approximately 34 million dollars for public schools. This is an increase of 100 per cent in the amount provided for public education since 1940 by the State, although the State's share of the total public school revenue is about the same for both years -- 30 per cent.

Sources of State Support

State support of public education is derived from two sources:

Endowment Fund

Income Tax School Fund

Endowment Fund - This fund consists of the income of the Permanent School Fund and one-half of the income of the Swamp Land Fund. These trust funds were accumulated from the proceeds of the sale of lands granted by the Federal government to the State for schools, and a certain percentage of the occupational tax on the mining of iron ore and royalties on iron ore. The principal of the Permanent School Fund now amounts to about \$137,000,000 and the Swamp Land Fund, \$17,000,000.

Income Tax School Fund - Since the enactment of the State income tax in 1933, the proceeds of this tax have been earmarked for schools with a few exceptions. Funds from this source are used for the regular distribution of income tax school aid provided by law and for the appropriations of the Legislature for special state aid to schools and other educational appropriations.

Distribution of State Aid

Funds available from State sources for public schools are distributed in the following manner:

1. Apportionment (Flat grant) - Distribution of the Endowment Fund annually to the schools in session nine months on the basis of average daily attendance. In 1949, this amounted to nearly \$3,500,000 for 407,812 pupils in average daily attendance at \$8.50 per pupil.
2. Income Tax School Aid (Flat grant) - This aid is distributed annually at the rate of \$10 per child 6 to 15 and 16 years of age in attendance in school, as reported on the school census. School districts received \$4,970,000 from this source in 1949.
3. Special State Aid to Schools - In 1947, the state aid system was revised, reducing the number of aids from 41 to 22, revising the method of computing the aid, and increasing the contribution of the state to public schools. For the 1948-49 school year, \$25,842,850 was appropriated by the Legislature as special state aid to schools. For the 1950-51 biennium, the appropriation amounts to \$79,572,400 for these aids. Distribution of these funds is made for the following types of aids:
 - a. Basic Aid (Flat Grant) - Paid to all school districts which provide for the instruction of their elementary and secondary pupils in classified schools for at least nine months during the year, furnish free textbooks and spend the minimum amount provided by the law for teachers' salaries.

The aid is paid on the basis of an allowance per pupil unit in average daily attendance (kindergarten pupils counting as one-quarter unit, elementary as one unit and secondary as one and one-half) less apportionment and \$10 per pupil enrolled. The allowance for the 1948-49 school year was \$50 per pupil unit. For the biennium beginning July 1, 1949, the allowance is \$56 per pupil unit and the deduction of \$10 per pupil enrolled has been eliminated.

- b. Equalization Aid (Equalizing) - This aid is paid to districts which are less able to furnish proper educational facilities as evidenced by an assessed valuation in back of each pupil unit of less than \$2,000 (\$2,300 per pupil unit for the biennium beginning July 1, 1949). The rate of equalization aid per pupil unit increases as the valuation decreases. About one-third of the school districts in the state share in this aid.

Note: Tuition for the secondary pupils in districts not maintaining secondary schools is paid by the county where the pupils reside to the high school attended. Funds for the payment of tuition come from the basic and equalization aid and apportionment received from the State and from the proceeds of the county school tax levy spread on the property of districts not maintaining secondary schools in the county.

- c. Transportation (Special grant) - Reimbursement is made on the basis of a fixed rate for transportation or board of pupils not to exceed the cost in consolidated schools for isolated pupils, crippled children, nonresident secondary pupils and closed-school pupils.
- d. Special Classes for Handicapped Children (Special grant) - Twenty-four districts in the state are reimbursed for some form of services provided for handicapped children. These include special classes for the blind, deaf, crippled, subnormal and speech defectives. Two districts which maintain summer classes for crippled children are also reimbursed from state funds.
- e. Vocational Aid (Special grant) - This aid is paid to school districts maintaining special departments such as agriculture, general industrial training, home economics, and commercial training. These funds are paid on a matching basis for Federal vocational aid. The amount to be distributed in this form of aid has been increased to \$750,000 for each year of the next biennium.
- f. Emergency Aid (Equalizing) - Granted on the basis of need by the State Board of Education. Districts make application and present facts supporting their claims for additional funds to maintain school and the State Board makes grants on the recommendation of a committee of the State Department of Education.
- g. Gross Earnings Aid (Equalizing) - Paid to eight school districts as replacement of tax collections on property exempt from taxation under the provisions of the gross earnings tax law. This law has now been amended to place responsibility for distribution of the aid with the State Auditor and certain revisions were made in the method of determining the tax replacement. Funds to pay the aid are derived from the Income Tax School Fund.

- h. (Special grant) Aid is also paid to 16 school districts for the maintenance of teacher training departments and to the State Schools of Agriculture for tuition of nonresident secondary pupils. Provision for the payment of tuition in these schools is now made directly in the appropriation for the University of Minnesota and distribution to the separate schools is handled by that institution.
- - - - -

A uniform system of assessments is basic to equalization aid. While this item is properly part of the economic study, it is so important to education that it should be recognized here. The League worked for the enactment of the law in 1947 which provides that a county supervisor of assessment may be appointed by the board of county commissioners with the approval of the State Tax Commissioner. Forty-five counties now have this plan which is intended to improve assessment practices until the time when each county has a county assessor.

Forty-two counties have county assessors. This is the more efficient plan but will take education before all counties adopt it. The State League office has available a list of counties showing the plan now in use and a list of school districts showing assessed valuations and changes from the year before.

* * *

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*Minnesota Department of Administration, Fiscal Facts, 1949.

*Minnesota Department of Education, Revised Manual for County School Survey Committee, 1949.

*Minnesota Department of Taxation, State Taxes, 1949: A Comparison of Minnesota with Other States, Special Research Report No. 12, January, 1950.

St. Paul League of Women Voters, You Are the Government, Section on Education, 1949.

Laws relating to the Minnesota Public School System. (See Section 128.082 for equalization aid schedule.)

*Your League has been sent copies of this material either with this discussion on education or with material on the state economic item.

and Ted

LEAGUE OF WOMEN VOTERS OF MINNESOTA

84 SOUTH TENTH STREET, ROOM 417

MINNEAPOLIS 2, MINNESOTA

Atlantic 0941

February 24, 1950

Dear President:

The proposed National Program for 1950-52 suggests the removal of platform items from the field of League action as a continuing responsibility unless local Leagues vote to continue work on them. This would include federal aid to education. Because there may be debate at the National Convention on federal aid, it would be helpful for the Minnesota delegates to have an expression of opinion from the members.

There is also a possibility that the House Committee on Labor and Education will bring out a bill during this session of Congress. Debate began February 6 on federal aid to education but there are so many different points of view represented in the committee that any bill will have to be a compromise to get anywhere.

The letter from Miss Strauss of March 14, 1949 (publication no. 137, 5¢) contains an excellent summary of the facts pertaining to the need for federal aid, the reasons for the League's position, a reference list of pro and con viewpoints and the names of the committee members of the House and Senate to whom legislation on education is referred.

For a more extended review, we are sending you the attached outline for discussion.

Sincerely,

/s/ Jean Partridge

Mrs. Alfred Partridge
Education Chairman



Affiliated with the
League of Women Voters of the U. S.

League of Women Voters of Minnesota
84 South Tenth Street, Room 417
Minneapolis 2, Minnesota
February 24, 1950

Additional copies - 5¢

DISCUSSION OUTLINE ON FEDERAL AID TO EDUCATION

I. FEDERAL AID TO EDUCATION IS NOT NEW

Although education in this country is considered to be the responsibility of the states, 160 federal aid to education laws have been passed by the Congress since 1785. Except for the original land grants, these federal aids have been for specific purposes, such as the Morrill and Smith-Hughes acts passed to promote development of vocational education (agriculture and mechanical arts). The degree of federal control has varied with the purpose and there has been no overall federal policy regarding federal aid to education. By 1948, regular (as opposed to emergency) aids to education totalled over 53½ million dollars.¹ Federal funds have averaged about 2% of all school funds over the years. With the total U.S. education bill now some three million dollars, the proposed three hundred million of federal aid would represent about 10% of the total amount.

II. WHY THE PRESENT DEMAND FOR FEDERAL AID TO GENERAL EDUCATION?

Although educators have long recognized the existence of great inequalities in educational opportunity among the 48 states, it is only in the last 15 years that laymen have become aware of this situation and of its importance to the nation.

With the mobility of population we now have in America, the quality of education in every state is of concern to every other state. The selective service rejections for illiteracy were highest in those states spending least for education, which imposed an added burden on states which more adequately supported education. This has implications for the future since wars become more technical all the time.

The Chamber of Commerce of the United States conducted a survey which showed that education increases earning power and therefore has business implications of importance. Above all, our democratic form of government requires an informed citizenry to keep it operating successfully and the better educated our people are, the better they are able to cope with foreign ideologies.

All over the country there are shortages of well-trained elementary teachers, insufficient equipment and supplies, run-down overcrowded buildings. The recent war is largely responsible for these conditions in that it drained away teachers, raised costs through inflation and increased the birthrate. Depression as well as war caused our school buildings to be allowed to deteriorate without needed upkeep and replacement. These conditions are general but are far worse in some states than in others. Some states have far less wealth than others with which to support state services including education. Yet these states often have the greatest number of children to educate. By relating the per capita income to the educational load (children, 5 to 17), one gets a measure of the ability of a state to support education. In 1947-48, per pupil income varied from about \$2,300 in Mississippi to about \$10,700 in New York state.²

1. Land grant colleges, \$5,030,000; vocational education, \$26,499,000; vocational rehabilitation, \$21,866,000; marine schools, \$279,000; education for the blind, \$125,000. Council of State Governments, Federal Grants in Aid, 1949, Ch. 5.

2. Council of State Governments, The Forty-Eight State School Systems, p. 176, table 2.

In addition to the accumulated and increasing needs of the schools and the unequal wealth of the states, the tax policies of the federal government have made it increasingly difficult for state and local governments to increase their revenues to meet their needs.

Although more money goes into education now than ten years ago, the percentage of income going to education is less in every state but one. The total amount spent in the U. S. for education is less than 2% of the national income today where it was 5% in the early thirties.

The need for more adequate financing of education is now generally accepted, as is the unequal ability of the states and the national interest involved and these are the reasons that the League of Women Voters and many others came to support the principle of federal aid to general education.

III. DEVELOPMENT OF LEAGUE SUPPORT

Always, the League has worked for improved public education and support of the principle of federal aid to education was voted by the 1944 Convention. Specific bills introduced since then have been judged by the following criteria:

1. The money should go where needed; equalization aid is preferable to flat grants.
2. Administration should be local, through state agencies, to obviate undue federal control.
3. Equal opportunity should be guaranteed to minority groups.
4. The money should go only to public schools.
5. A minimum effort should be required from the states so that federal funds would not replace state funds, defeating the purpose of federal aid.

The national Board did vote support of S246 in spite of its failing to meet points 1 and 4 entirely because of the strongly expressed opinion of local Leagues that some federal aid was better than none, and bills providing equalization only or those forbidding use of the money by non-public schools have met great opposition and have failed to pass year after year.

IV. PROVISIONS OF PENDING BILLS

S246, which last spring passed the Senate 58-15, is currently in the House Education and Labor committee along with HR 4643 (the Barden bill). Debate on federal aid to education is about to begin again and some bill may emerge although most predictions are that no agreement can be reached among the various factions.

S246 begins with a strong statement guaranteeing local control of education. The bill authorizes \$300,000,000 to be allocated to the states and territories after June, 1950, according to a complicated mathematical formula which attempts to allot money where most needed by balancing per capita income with pupil load although a flat grant of \$5 per pupil is to go to every state also. Provision is made that a state spending less than 2½% of its own income on education shall have federal aid proportionately reduced. After four years of operation, a state spending less than 2% of its income on education shall receive only the flat grant.

The Barden bill is similar but it is briefer. It also attempts to head off federal control and authorizes the same total amount of money. The most

important difference is that this bill prohibits the use of federal funds for any non-public institution whereas S246 allows the federal funds to be used by each state according to its own laws for the use of state funds.

V. OPERATION OF S 246

Application of the formula this year would have distributed money to all the states in amounts varying from \$125,000 (Nevada) to \$21,000,000 (North Carolina).³ The table on the next page compares the states as to the amount that would have been received under the bill and their relative wealth. In general, those states having the lower per pupil incomes would have received the larger federal grants. Apparently 18 states (30 states would pay more in taxes than would be returned to them in the form of aid) would have received the equalization aid which is perhaps one reason there has been insufficient support to pass a strictly equalization measure.

VI. QUESTIONS MOST IN DISPUTE

A. Which is the greater danger to the nation - the chance that federal aid will lead to undue federal control of education or the chance that lack of federal aid will mean a deterioration of educational opportunity throughout the nation? There seems to be a rather widespread feeling that education is more vulnerable to the dangers of federal control than other activities of national concern. Some argue that, once started, the aid will increase and so will the controls over its expenditure until all local control is gone and education will have become a tool of the federal government. Some feel this is inevitable no matter what is said in the bills to the contrary. In 1928, a committee of the National Municipal League polled state officials handling federal grants. One question asked was, "Has federal aid led to federal interference in state affairs?" This question was re-asked in a similar survey in 1948.⁴ Though there was little change in the answers to other questions asked in both surveys, there was an increase in the number of those answering this question in the affirmative.

QUESTION	1928		1948	
	No. "yes"	% "yes"	No. "yes"	% "yes"
Have federal grants stimulated the activity aided?	240	90.9	305	93.8
Has federal supervision improved standards of administration and service?	181	68.6	223	70.3
Has federal aid led to federal interference?	16	6.1	115 ⁵	35.8 ⁵

3. "Congress and the Modern Move for Federal Aid to Education", Congressional Digest, Nov. 1949, p. 266.

4. Council of State Governments, Federal Grants in Aid, 1949, table, p. 280.

5. Including 28 replies stating that interference was not burdensome.

Federal Aid to Education - 4

<u>STATE</u>	<u>RANK IN AMOUNT RECEIVED UNDER \$ 246⁶</u>	<u>RANK IN PER PUPIL INCOME⁷</u>
North Carolina	1	43
Mississippi	2	48
Alabama	3	45
Georgia	4	42
Kentucky	5	44
South Carolina	6	46
New York	7	1
Arkansas	8	47
Texas	9	33
Tennessee	10	39
Louisiana	11	41
Pennsylvania	12	13
West Virginia	13	38
Oklahoma	14	37
California	15	4
Illinois	16	5
Ohio	17	10
Michigan	18	14
Massachusetts	19	9
Virginia	20	36
New Jersey	21	7
Indiana	22	21
Missouri	23	23
Wisconsin	24	20
New Mexico	25	40
Minnesota	26	26
Iowa	27	27
Florida	28	30
Washington	29	11
Maryland	30	12
Kansas	31	18
Connecticut	32	3
Arizona	33	35
Nebraska	34	24
Oregon	35	15
Colorado	36	17
Utah	37	34
South Dakota	38	29
Maine	39	32
North Dakota	40	22
Rhode Island	41	6
Idaho	42	31
Montana	43	16
New Hampshire	44	25
Vermont	45	28
Wyoming	46	19
Delaware	47	8
Nevada	48	2

6. "Congress and the Modern Move for Federal Aid to Education", Congressional Digest, November, 1949, p. 266.

7. Council of State Governments, The Forty-Eight State School Systems, 1949, p. 176, table 2, column 4.

B. What is the alternative to federal aid to education? Some feel that due to increasing industrialization, the inequality of wealth between states is gradually correcting itself but the fact that per capita income varies from \$695 in Mississippi to \$1,842 in Nevada⁸ shows that there is still a long way to go. Probably the best approach in order to retain local control and still get more adequate support for education is to work for a change in federal tax policies which would give new tax sources to the states. But a change like that will come slowly and, meanwhile, inability to get more funds for schools locally produces the pressure for federal aid to meet the admitted need, even aside from the purely equalizing principle.

C. Should federal aid funds be available to private and parochial schools? This question boiled up in the last session preventing passage of any aid bill though the problem is not new having a long history of conflicting court decisions. More than half the states specifically prohibit the use of public funds by private or parochial schools.⁹ Other states, however, allow the use of state funds for transportation, for non-religious text books or health services. Legal decisions sanctioning this use of public money are based on the idea that the money benefits the children of the state rather than the private institution. Adverse decisions have claimed that the use of public money by non-public institutions violates the separation of church and state clause in the Constitution. Non-public schools are now receiving federal money through the School Lunch, GI training and other war-connected programs. The question is important from the point of view of cost as well as from the separation of church and state angle. Transportation of pupils in the U.S. in 1945-46 cost nearly \$130,000,000,¹⁰ and costs will increase as reorganization of school districts progresses.

About 3 million of some 26 million school children are in private and parochial schools.¹¹ The argument of the Catholics (who are by far the largest of the non-public school groups) is that they pay federal taxes and should not be discriminated against in the division of funds. Those pushing the Barden bill insist that public funds cannot be used constitutionally to help non-public schools.

These are the issues involved and whether or not any decision is reached depends upon the House Education and Labor Committee, the Congress and the citizens.

8. Per pupil income varies even more. See p. 1.

9. "Church Schools Get Public Aid", U.S. News and World Report, August 5, 1949.

10. Council of State Governments, The Forty-Eight State School Systems, p. 101.

11. "Church Schools Get Public Aid", U.S. News and World Report, August 5, 1949.

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SALARY STUDY OF FORTY-FIVE OF THE LARGEST SCHOOL SYSTEMS
IN MINNESOTA FOR 1950-1951, IN THE FOLLOWING AREAS: SUPT.,
PRIN., SUPV., AGRIC., COML., HOME EC., IND. ARTS, PHY. ED.
(Statistics taken from Teacher Qualification Reports)

Town	Supt.	Principal	Supv.	Agric.	Coml.	Home Ec.	Ind. Arts	Phys. Ed.
Albert Lea	\$7,100	\$5,500 S.H.		\$4,400	\$3,200	\$3,222	\$4,000	\$3,000 W
		5,300 J.H.		4,600	3,700	3,000	3,400	4,400 M
					3,700	3,655	3,900	4,550 M
							4,700	3,900 M
							3,600	2,400 W
Alexandria	\$6,000	\$5,200		\$4,600	\$3,450	\$3,500	\$3,450	\$5,050 M
				5,133	3,750		3,750	3,450 W
				4,700			3,500	4,050 M
				4,700				
Austin	\$8,500	\$7,000		\$5,405	\$4,000	\$3,400	\$3,700	\$3,575 M
		5,600 Asst.		4,400	3,600	3,300	4,100	4,100 M
				4,700	3,400		4,350	4,800 M
				4,800	3,800		3,500	2,800 W
				4,800	4,000		3,800	2,800 W
				4,500			3,800	
Bemidji	\$7,200	\$5,170 S.H.		\$4,150	\$3,000	\$2,875	\$3,850	\$2,800 H
		4,550 J.H.			3,000	3,320	3,635	4,000 M
						2,875	3,600	2,400 W
							3,700	
Brainerd	\$7,500	\$5,050 S.H.		\$4,700	\$3,600	\$3,335	\$4,050	\$4,100 M
		4,350 J.H.			3,600	3,600	3,600	3,700 W
		4,450 Ath.			3,600	3,785	3,600	4,350 M
		Director					2,550	3,650 M
Chisholm	\$7,500	\$4,500 S.H.	\$4,180 Dean		\$3,350	\$3,685	\$4,400	\$2,550 W
		4,400 J.H.	of Jr.H.S.			2,625	4,000	4,920 M
			Girls & Elem. Ed. Director				3,750	3,450 M

KEY: Under "Principal" S.H. - Senior High School; J. H. - Junior High School; Asst - Assistant Principal
Under "Phys. Ed." W - Woman; M - Man

Town	Supt.	Principal	Supv.	Agric.	Coml.	Home Ec.	Ind. Arts	Phy. Ed.
Cloquet	\$6,840	\$5,640 4,284 Asst.		\$4,316	\$3,720 3,000	\$3,492 2,892	\$4,919 4,392 4,212	\$2,730 W 4,053 M
Columbia Heights	\$7,500	\$4,500			\$3,800 3,000	\$3,800	\$3,900 3,775	\$3,175 M 3,400 W
Crookston	\$6,300	\$4,400 S.H. 3,900 J.H.			\$3,100	\$2,500	\$2,700 3,400	\$2,550 W 3,500 M 3,050 M
Detroit Lakes	\$6,100	\$4,800 3,900 Asst.		\$4,400 4,700	\$3,200	\$3,200 3,200	\$3,100	\$3,400 M 2,400 W
Edina	\$7,500	\$5,600			\$3,300 2,700	\$3,200	\$3,300 4,400	\$4,150 M 3,150 W 4,100 M
Ely	\$6,000	\$4,840			\$3,600	\$2,850 3,525	\$3,800 3,800 3,800	\$3,575 M 3,800 M 2,850 W 2,925 W
Eveleth	\$6,700	\$4,800 S.H. 4,600 J. H.		\$4,320	\$3,600 4,300	\$3,800	\$3,900 3,900 3,450 3,900 3,900 4,300	\$3,900 M 4,200 M 3,200 W
Fairmont	\$7,000	\$5,100			\$3,600 4,050	\$3,000 2,700	\$4,350	\$4,250 M 3,400 W
Faribault	\$7,000	\$5,500 4,700 Asst.		\$4,325 5,000 5,050 4,450 3,700	\$3,600 3,600	\$2,630 3,000 4,030	\$4,200 3,400 4,000 4,300	\$2,650 W 4,100 M
Fergus Falls	\$6,600	\$4,800 S.H. 4,000 J.H.		\$4,900	\$3,100 3,300 3,300 3,400	\$3,200 3,000	\$3,680 3,740 4,600	\$4,200 M 2,650 W 2,850 M
Grand Rapids	\$7,000	\$4,500 S.H. 4,150 J.H. 4,000 (Big Fork)		\$4,400 4,400 4,000 4,400	\$2,925 3,175	\$3,050 2,550 2,862	\$3,175 3,375 3,075	\$3,912 M 3,112 W 2,737 W 2,925 M 2,550 W
Hastings	\$6,000	\$4,300		\$4,500	\$2,600 3,000	\$2,800 2,900	\$2,950 3,650	\$3,200 M 2,950 W
Hopkins	\$7,800	\$5,400 S.H. 4,800 J.H.		\$4,950	\$3,525 4,200	\$3,000 3,375	\$3,300 4,050	\$5,226 M 2,400 W

Town	Supt.	Principal	Supv.	Agric.	Coml.	Home Ec.	Ind. Arts	Phy. Ed.
International Falls	\$7,800	\$5,040 S.H. 5,040 J.H.			\$3,420 3,825	\$3,825 3,825 3,420	\$3,825 3,825 3,825	\$4,005 M 3,420 W
Little Falls	\$6,600	\$4,800		\$4,800 4,600	\$3,750 2,850	\$3,150 3,850 3,700	\$3,900 3,350	\$3,800 M 2,950 W 4,100 M 2,950 W
Mankato	\$7,500	\$5,500 S.H. 5,200 J.H.		\$5,000 4,000 4,800	\$3,200 3,200 3,980	\$3,400 3,200	\$3,800 4,000 4,000 4,000	\$3,600 W 3,600 M 4,600 M
Marshall	\$6,200	\$5,500			\$3,310	\$2,600 3,400	\$3,900 3,950	\$2,400 W 3,825 M
Montevideo	\$6,000	\$4,750 4,650 Asst.		\$4,190	\$3,250	\$3,050 3,000	\$4,000 3,250	\$3,750 M 3,350 M 3,250 W
Moorhead	\$7,500	\$4,650 S.H. 4,650 J.H.		\$4,800	\$2,700 2,850	\$3,450 3,000	\$3,450 3,150	\$3,000 W 3,650 M 3,900 M 2,550 W 4,000 M 3,400 M
New Ulm	\$6,400	\$4,800		\$4,200	\$3,300 3,475	\$2,950 3,450	\$3,050	\$3,100 W 3,625 M 3,675 M
Owatonna	\$7,300	\$5,700		\$5,400 4,975 4,100	\$3,300 3,700	\$3,520 3,850	\$3,650 4,125 4,390	\$3,900 M 2,400 W
Pipestone	\$6,500	\$4,600		\$4,290	\$3,040 3,090	3,000	\$3,470 3,260	\$2,925 W 3,880 M
Rochester	\$11,000	\$7,260 S.H. 6,600 J.H. 5,620 Asst. S.H. 4,560 Asst. J.H.		\$4,920	\$4,350 4,860 4,620	\$2,940 4,620 4,224 2,940	\$4,620 4,980 4,620 4,620 4,920 3,276 4,690 4,620 4,740 4,680	\$4,620 W 5,400 M 4,704 M 4,620 M 4,026 M 4,860 W

Town	Supt.	Principal	Supv.	Agric.	Coml.	Home Ec.	Ind. Arts	Phy. Ed.
Robbinsdale	\$7,800	\$6,200 S.H.			\$3,150	\$3,750	\$3,200	\$4,050 W
		5,200 J.H.			4,050	3,750	3,600	4,000 M
						2,850	3,450	
Red Wing	\$7,600	\$4,400		\$3,600	\$3,245	\$3,011	\$3,320	\$2,920 W
		3,600 Asst.		4,620	2,870	3,492	3,822	4,200 M
				3,700			3,817	
St. Cloud	\$8,100	\$5,050		\$4,400	\$3,687	\$3,100	\$3,183	\$4,000 M
		4,850 J.H.		4,783	2,933	3,662	4,000	4,460 M
				4,200	3,000	4,090	4,000	3,000 W
				4,750			4,000	2,700 W
				4,800			3,367	
							3,660	
							4,000	
							3,700	
St. Louis Pk.	\$8,400	\$6,400			\$4,700	\$3,200	\$4,350	\$4,012 M
		5,200 Asst.			4,600	2,900	4,190	3,775 W
							2,800	4,492 M
							4,287	2,750 W
St. Peter	\$5,600	\$4,600			\$2,600	\$3,150	\$3,500	\$2,950 M
					2,700			2,750 W
South St. Paul	\$7,500	\$5,000 S.H.	\$4,620 Dean		\$3,610	\$4,035	\$4,335	\$4,300 M
		4,600 J.H.	of Girls &		4,010	4,035	4,035	4,520 M
			Vice Prin.		3,535	4,035	4,060	3,535 W
			\$4,585 Music					4,235 M
Stillwater	\$6,800	\$4,740 S.H.		\$4,260	\$3,246	\$2,550	\$3,756	\$3,084 M
		4,020 J.H.		3,000	3,522		3,606	4,050 M
					3,816			3,012 W
								2,760 W
Thief River Falls	\$6,000	\$4,400		\$4,050	\$2,650	\$2,800	\$3,600	\$2,400 W
				4,350	3,400		3,500	4,000 M
				4,600				2,400 W
Waseca	\$6,000	\$4,200			\$2,475	\$2,500	\$3,800	\$3,800 M
					3,100			2,575 W
White Bear	\$6,000	\$4,600			\$3,300	\$3,368	\$3,950	\$4,150 M
					3,400	2,666		2,700 W
Willmar	\$6,500	\$4,800		\$4,800	\$3,900	\$3,158	\$3,900	\$4,000 W
				4,800	4,100		3,800	4,400 M
							4,400	

Town	Supt.	Principal	Supv.	Agric.	Coml.	Home Ec.	Ind. Arts	Phy. Ed.
Winona	\$8,000	\$5,500		\$4,742	\$4,100	\$3,895	\$3,350	\$4,050 M
		5,200 Elem.		4,874	2,950	3,947	3,700	2,900 W
		5,200 Elem.			4,000	3,586	3,500	3,800 M
		5,200 Elem.				3,526	4,100	4,100 M
							3,800	2,800 W
							4,000	
Worthington	\$6,500	\$4,850		\$4,500	\$3,000	\$3,150	\$3,425	\$3,950 M
				4,400	2,850	2,800	3,500	3,200 W
								4,075 M
Duluth	\$12,828	\$6,428 Central	\$5,228		\$4,028	\$4,028	\$3,828	\$3,028 W
	6,828	4,428 Asst.	5,028		3,228	3,828	3,828	4,478 M
	Asst.	5,228 Denfield	3,928		3,528	2,728	3,378	3,228 W
		5,028 East J-S	5,028		3,828	3,828	3,828	2,928 M
		5,628 Mgn. Pk.	5,028		4,028	3,228	3,528	3,828 W
		4,628 Lin Jr.	4,228		4,028	3,228	3,828	2,828 W
		4,828 Stowe Jr.	4,428		3,128	3,828	3,828	4,128 M
		4,823 Wash. Jr.	4,128		3,828	2,628	3,128	4,378 M
		5,428 West Jr.	5,028		3,253	3,128	3,828	3,353 M
			4,428			3,828	3,828	3,828 W
			5,028			2,728	3,828	3,878 M
						4,028	3,828	4,250 M
						2,728	2,928	
						3,028	3,228	
						3,828	3,828	
							4,028	
							3,828	
							3,228	
							3,828	

[illegible]

Town	Supt.	Principal	Supv.	Agric.	Coml.	Home Ec.	Ind. Arts	Phy. Ed.
Minneapolis					\$4,500	\$4,290 (11 mo)	\$2,800	\$4,500 M
(continued)					4,500	2,800	3,100	4,500 W
					4,500	2,970 (11 mo)	2,900	4,500 M
					2,900	5,170 "	4,500	4,500 M
					4,500	4,950 "	4,200	4,300 W
					4,700	4,500	4,500	4,500 M
					4,500	4,950 (11 mo)	2,500	4,700 W
					4,500	5,170 "	4,500	4,600 M
					2,700	3,685 "	2,600	2,700 W
					4,500	4,950 "	4,500	4,700 W
					4,500	3,190 "	4,500	3,950 W
					4,500	4,950 "	4,700	4,500 M
					4,500	4,015 "	4,500	3,500 M
					4,500	4,840 "	4,500	4,500 M
					4,500	5,170 "	4,500	4,500 M
						5,170 "	4,500	3,400 W
						4,500	4,500	4,500 M
						2,800	4,500	3,500 M
						4,950 (11 mo)	4,500	4,500 W
						4,950 "	3,150	4,500 W
						4,500	3,450	4,500 W
						4,500	2,600	4,500 W
						4,500	3,950	4,500 M
						4,500	3,650	4,700 W
							2,500	4,500 M
							3,350	3,100 W
							3,750	2,800 W
							2,700	4,500 M
							3,450	4,500 M
							4,700	4,500 M
							3,000	
							4,500	
							3,650	
							4,500	
							4,100	
							4,500	
							4,200	
							4,700	
							4,500	
							3,400	
							4,500	
							3,100	
							3,700	

[1950]

Minnesota
Junior
Colleges

Facts and Figures

by

THE MINNESOTA PUBLIC JUNIOR COLLEGES

"I am strong for President Conant's (Harvard) idea that the terminal two-year college, supported by public taxes, be developed and expanded on a broad democratic base."

DWIGHT D. EISENHOWER

President, Columbia University

(Interview in New York, July 22, 1950)

"All public junior colleges should receive an allotment from state funds based on their average daily attendance. This allotment should be at least equal to the rate used for high school attendance. . . ."

From the STATE-WIDE COMMITTEE

ON HIGHER EDUCATION—"UNFINISHED BUSINESS," 1947, page 11.

What Is a Junior College?

The junior college as it was originally designed nearly fifty years ago provided two years of college courses for the youth of its area. In recent years it has become responsive to the other educational needs of its community. Because of the extensive and excellent service to the community The Junior College is becoming The Community College.

The junior college in Minnesota is a part of the system of public education. It has definite legal status under the supervision of the State Department of Education, the same as the elementary and secondary schools.

The junior college provides post high school education to large numbers of young people. In communities having junior colleges, more than 50 per cent of the high school graduates avail themselves of further education; whereas, in areas having no junior colleges less than 20 per cent enroll in some institution for additional training.

Most professional programs now require at least two years of general education. The junior college provides pre-professional education. Specific requirements for standard professional courses may be fulfilled in junior college.

The junior college serves many of the vocational needs of those students who do not plan to pursue a professional career, but want some college training. Fifty per cent of all entering freshmen in the United States never reach the third year in college. This means that for one-half of all college students the junior college is the ideal type of institution. The junior college has for one of its objectives a two-year program.

The junior college is a transitional institution. It makes possible a gradual change-over from a more or less supervised program of the high school to the self-propelled methods of study which characterizes the university program.

About one-third of all college freshmen have no settled vocational objective. The junior college gives students an opportunity at home to try out their interests and aptitudes. Because of its personalized service, it is an excellent "try-out" institution.

The junior college is designed to serve the needs of families in the lower and middle income groups. The major items of cost today are board and room. Living at home reduces the direct monetary outlay by at least \$500 per year. In Minnesota, for every competent high school graduate who goes to college there is one just as competent who does not go—and chiefly because of the expense involved.

The junior college has an important service to perform in the field of Adult Education. Increased leisure time coupled with ever-increasing complexities in modern living make continuous education desirable, if not a necessity. In 1949-1950 more than 3,000 citizens were enrolled in Minnesota junior college Adult Education programs. The total national enrollment had 142,220 or 26% in adult programs.

What Programs Are Available?

In the transition from the traditional junior college program to one of community service, community colleges study local needs and employment conditions. New programs of training are accordingly developed to train the youth of the community for the community. The following programs have been developed by Minnesota community colleges:

Training for Jobs

Farm Managers	Airplane Pilots
Engineering Aids	Junior Accountants
Junior Draftsmen	Dispensing Opticians
Aviation Mechanics	Printers and Linotypists
Medical Technicians	Welders
Business Managers	Building Constructors
General and Specialized Secretaries	

For Further Education

Preparatory courses in—

Law	Medicine
Teaching	Engineering
Agriculture	Nursing
Home Economics	

For Everyday Living

Homemaking and Health Programs	
Applied Psychology	Government
Practical Arts	

For Adults

Public Speaking and Parliamentary Procedure	
Refresher Job Training	Contemporary Problems
Mental Health	International Relations
Job Upgrading	Citizenship Training
Recreation and Leisure Time Programs	

Who Goes to Junior College?

The students in our community colleges are more nearly a representative cross-section of Minnesota's young people than are those in any other type of college. Junior college doors are open to all social, economic, religious, and intellectual groups. Only in the community colleges are there any sizable proportions of students whose fathers are in low-income occupations, as well as the sons and daughters of professional people, farmers, business men, and skilled tradesmen. **NINETY-EIGHT PER CENT OF COMMUNITY COLLEGE STUDENTS—THE HIGHEST PERCENTAGE FOR ANY TYPE OF COLLEGE IN THE STATE—ARE MINNESOTA RESIDENTS.***

Young people who for various reasons do not elect to choose a professional career, attend junior colleges. It is important to note that the junior college has varied and practical training programs (sometimes called terminal or vocational), which provide for the different needs and abilities of the democratic group in a community college.

Two out of three students who graduate from community colleges go on to some higher level of education. The University has found that as a group these junior college graduates achieve scholastic records equal to or better than students who transfer from any other type of institution. A fairly large number complete one- or two-year courses that prepare them for technical or semiprofessional jobs and go to work immediately after graduation.

The youth from the immediate geographic area attend junior college. Studies show that in going to college, nearness to home is an important factor. The percentage of high school graduates in Minnesota who go to college ranges from 10% in areas with no college facilities to 50% in communities having local colleges.* Three-fifths of junior college students are from the local towns with the typical junior college student living 4.4 miles from home and a 30-mile radius seeming to be the maximum limiting distance.

Those who cannot afford to go away to college because of the high cost, attend junior college. Following the war, tuition rates in many colleges have become prohibitive to many. (See page 4 of this bulletin.) Junior college tuition is nominal, or relatively low.

Today—more and more youth go to college—it is the trend of the times. Government programs, such as provided in G. I. education, have served as a great stimulus to college education. After each war school and college enrollment has increased sharply. This trend increased competition and the young boy or girl of today must plan on getting additional training to keep pace.

SURVEYS INDICATE THAT BY THE 1960'S COLLEGE ENROLLMENTS WILL SWELL BEYOND ANYTHING WE HAVE EVER EXPERIENCED. MINNESOTA NEEDS MORE AND BETTER JUNIOR COLLEGES TO SERVE THE STATE AND YOUTH OF THE STATE THROUGH THESE COMING CRITICAL YEARS.

* Data reported on this page was drawn from the Minnesota Commission on Higher Education follow-up study of 1651 former students of Minnesota public junior colleges.

Why Do They Go?

The major reasons for attending public community colleges are: low cost, home environment, and an educational program serving a wide range of needs and ability. The Minnesota Commission on Higher Education*, follow-up study of 1651 former junior college students, reveals that students went to junior college because—

Forty-one per cent attended because of LOW COST. The cost of college board, room, and tuition generally ranges well above \$1,000 per year. In general, cost of attendance at a local Minnesota community college is only \$75.00 to \$150.00 per year, exclusive of living costs, which are low since most students live at home or commute.

Sixty-five per cent of these students believed that NEARNESS TO HOME was the basic factor in attending a junior college. Many junior college graduates are finding it possible to continue their college training because of the hundreds of dollars saved during their first two college years at home.

HOME ENVIRONMENT—Parents generally favor having their children live at home while attending college. It is often felt that many youth are still too young at age 17 or 18 to go away from home and readily adjust themselves to the complex life of a large institution or a large city. Such a transition at a more mature age is favored by many.

EDUCATIONAL—Junior colleges offer a **BROAD PROGRAM** designed to fill the needs of students desiring one or two years of specific job training as well as those planning to complete a full college degree or professional course. The availability of **desired job training** and good general education were expressed by many respondents in the survey as major reasons for their attending a junior college.

Another expressed advantage was the opportunity afforded by a small college for **PERSONALIZED INSTRUCTION** and the opportunity for **PERSONAL DEVELOPMENT**. Many young students, not sure of what they want to be and do, feel that two years of junior college will help them reach a decision and make a satisfactory choice in their life's work. The junior college, cognizant of these student needs, seeks constantly to expand its facilities for counseling and student guidance as one of its important functions.

* (Higher Education in Minnesota (Chapter 8) Minnesota Commission on Higher Education).

What Is the Record of Junior College Students?

THEIR ACADEMIC RECORD:*

1. Students in representative Minnesota junior colleges average at least 10 per cent **higher than the average of all colleges** on the National Sophomore Culture Examinations—tests of English, general culture, and knowledge of contemporary affairs.
2. Three successive studies at the University of Minnesota have shown that students who transfer to the University after initial training at the junior colleges are **more successful in their advanced studies than transfer students from any other type of institution.**
3. Junior college students are able to **continue their education successfully in every type of higher institution.** More than half of those who go on to senior college enroll at the University of Minnesota, but many transfer to equally well-known institutions out of state: the University of Chicago, Iowa State University, the University of Wisconsin, the Massachusetts Institute of Technology, and others.

THEIR OCCUPATIONAL RECORD:*

1. Four out of five prewar junior college students are **now employed in the top three categories of occupations**—professional and semiprofessional jobs, managerial, clerical and retail business jobs, and the skilled trades.
2. The junior college students of 1939-41 in general **now hold better positions than their fathers**, having used their junior college training to climb upward on the occupational ladder.
3. Junior college students find satisfying employment—more than five out of six prewar students state that they are **satisfied with their present positions.**

THEIR MILITARY RECORD:*

1. Of the young men who attended junior college in 1939-41, **nine out of ten served in the armed forces during World War II.**
2. While 86% of these men who entered the armed services went in as privates or apprentice seamen, **42 per cent were commissioned officers** before the close of the war.
3. The typical junior college recruit who entered the army as a private left as a technical sergeant, five ranks higher.

* From data obtained by the Minnesota Commission on Higher Education in a follow-up study of 1651 former students of Minnesota public junior colleges.

What Do Students Think of Their Training?

WOULD THEY CHOOSE A JUNIOR COLLEGE AGAIN?

1. Out of 1651 former junior college students who were asked, "If you were to plan your education over again, what changes would you make?"—**more than three-fifths would re-enter a public junior college** even though the original choice for many of them had been controlled by economic necessity.*
2. Of the former students who took two-year terminal courses **83 per cent** would re-enter a terminal program. Of those who took preprofessional work **77 per cent** would take the same course again.

WHAT DID THEY GET OUT OF JUNIOR COLLEGE?

Former students say that their junior college education has helped them most in the following ways:

Two-year terminal students—

Training for their present vocations

Preparatory and preprofessional students—

Preparation for further education

All students—

Formation of effective health habits

Development of high ideals and a suitable moral code

Strengthening the ability to undertake and proceed with new tasks

Increasing the ability to meet people easily

Preparation for speaking and writing effectively

Development of a desire to read and appreciate good literature

The evidence obtained from former students shows that they are generally pleased and satisfied with their public junior college training and particularly satisfied with the vocational and preparatory outcomes that are the special objectives of junior college education.

* Data reported on this page was drawn from the Minnesota Commission on Higher Education follow-up study of 1651 former students of Minnesota public junior colleges.

What Other States Are Doing for Junior Colleges

Many states have developed or are developing a state-wide program for community colleges, although most of these states have already established junior colleges by local initiative. Notable examples are California, Maryland, Mississippi, Michigan, Oregon, and New York (Agricultural and Technical Institutes). Texas, with thirty-four junior colleges, is planning a state survey of the problem.

Eighteen state legislatures during 1949 and 1950 considered legislation affecting junior colleges (an increase of two over 1947 and 1948). Eleven of these states enacted legislation improving the status of junior colleges.

STATES INCREASING AID: (1949-1950)

Arizona	Texas
Maryland	California
Mississippi*	

STATE STARTING AID: (1949)

Iowa (The aid bill was amended from the floor to give state aid to junior colleges and is now law.)

OTHER STATES ENACTING FAVORABLE LEGISLATION:

Connecticut	Kansas
New York	North Dakota
Florida	Oregon

STATES WHICH HAVE AN ESTABLISHED AID PROGRAM:

Colorado	New York
Idaho	Utah
Michigan	Washington

AT THE REQUEST OF PRESIDENT TRUMAN, THE U. S. OFFICE OF EDUCATION IS CONSIDERING A NATIONWIDE SURVEY TO ENCOURAGE EXPANSION OF THE COMMUNITY COLLEGE.

* Mississippi increased state aid from \$100.00 to \$150.00 per student and gave \$50,000 to each of thirteen junior colleges for building and repairs without a dissenting vote in either house.

Why State Aid for Junior Colleges?

The present system of financial support for junior colleges which places the full burden upon local districts is inadequate. ALL OTHER UNITS IN THE PUBLIC EDUCATIONAL SYSTEM FROM KINDERGARTEN TO THE UNIVERSITY, INCLUDING TEACHERS COLLEGES AND AREA VOCATIONAL SCHOOLS, RECEIVE STATE SUPPORT. Junior colleges serve the needs of large numbers of young people who could not otherwise receive the benefits of training beyond the high school and, like the other institutions, therefore, should be included in the state aid program.

Junior college education costs more than elementary and high school education, which fact, without state aid, makes it difficult for many districts to maintain their institutions, despite the imperative need for them.

Junior college education ought to be as nearly free to its students as possible, serve as an upward extension of the secondary education program, and care for the needs of lower and middle income families. By virtue of its function, public education should be as low in cost to the student as possible and should not rely heavily upon tuition as a means of support.

Present junior colleges serve many non-resident students (about one-third of enrollment) from surrounding areas. Tuition received is on the average less than one-fourth of the cost of instruction. Many districts are helping to defray the cost of post high school education of students for whom they have no financial responsibility. This is a service, however, which ought not be denied; rather, it is a state-wide service, and, as such, should be financed by the State as is now done with high school students.

Junior colleges should be adequately supported in order to make it possible for them to serve their part in the enrollment "bulge" expected by the President's Commission on Higher Education during the next decade.

There is a definite need for experimentation in Minnesota in the fields of technical or semiprofessional education, as has been done in the State of New York. With more adequate financial support, the junior colleges could do a better job in this field.

More, not fewer, young people should be given the opportunities for "try-out" experiences in institutions near their homes to enable them to live at home while deciding upon definite occupational objectives.

An adequate program of state aid would make it possible for the State Department of Education to inaugurate a plan for the establishment of junior colleges in those areas of the State where they are needed most. This would conform with plans being developed in other states.

A state-aid program for junior colleges would not mean a major revision of the state-aid law. All that NEEDS TO BE DONE is to declare by statute that junior college education is a PART OF SECONDARY EDUCATION, and that, as such, it qualifies for the same aid now GRANTED to high schools.

Who Supports Aid to the Junior Colleges

1. The State Citizens' Committee on Public Education—a representative group of state-wide organizations.
2. The State-wide Committee on Post High School Education—1947 Report, Unfinished Business—a volunteer group of representative educators.
3. The Minnesota Commission on Higher Education—created by Legislature of 1947 (Chapter 603), and appointed by the State Commissioner of Education—their report, *Tomorrow's Resources*, 1949, Recommendation II, states,

"Revision of the state aid bill to provide state funds for junior colleges and area vocational schools on the same basis as the aid now given high schools."

4. The State Department of Education.
5. The Minnesota Education Association.
6. The President's Commission on Higher Education for American Democracy—page 69, Volume II, 1947—

"This Commission recommends, as an important element in equalization, the establishment of free, public, community colleges which would offer courses in general education both terminal and having transfer value, vocational courses suitably related to local needs, and adult education programs of varied character."

7. The Educational Policies Commission of the National Education Association—a commission appointed to study and make recommendations on the problem of post high school education—which recommended the extension of secondary education up through the 13th and 14th grade called "a state system of community institutes." *Education for All American Youth* (1944).
8. *Our System of Education—A Statement of Some Desirable Policies, Programs and Administrative Relationships in Education*, by The National Council of Chief State School Officers (1950), Page 10, states:

"The State should provide for a system of community colleges and insure to them through legislative action adequate State financial support for capital outlay, current expenses and scholarships."

1950

REPORT OF THE SUBCOMMITTEE ON
STATE DEPARTMENT OF EDUCATION SALARIES
TO THE
STATE CITIZENS' COMMITTEE ON PUBLIC EDUCATION

Our subcommittee was appointed to collect information and to make recommendations concerning salaries in the State Department of Education as to steps that might be taken to insure the continuance of high-level leadership there. The subcommittee held one meeting and decided to collect certain materials which are included herewith. The temporary chairman was delegated to work with the subcommittee members in the Twin City area in an attempt to point out some of the implications of the data.

The subcommittee does not present any interpretative material in this report as being final or conclusive, nor does such material reflect the majority viewpoint of the subcommittee. Rather, the material presented herewith is presented to serve as a point of departure.

Nolan C. Kearney
Temporary Chairman

SUBCOMMITTEE MEMBERS

- * James K. Mitchie
- * Mrs. A. V. Partridge
- * Walter Englund
- H. R. Kurth
- John A. Butler
- Otto Domian
- * Nolan C. Kearney

* Members present or represented at the January 3 meeting.

REFERENCES TO TABULAR MATERIALS

The first table includes the titles and salaries of all professional employees in the State Department of Education. Under some of these titles, more than one employee is hired. In all there are 77 professional employees in the Department. The median annual salary of professional employees in the State Department of Education is \$4080. Salaries range from \$2080 to \$7812.

Table 2 gives the number of employees in the State Department of Education in the various civil service ranges together with their monthly adjusted salaries, which is the salary these people are now getting under the cost of living formula. It can be seen from this table that with the exception of the Assistant Commissioner of Education the employees of the Department are in salary ranges from 12 to 28.

Table 3 gives a few examples from the civil service salary plan as of December 1, 1950, of other positions that fall in the same salary ranges as do those of the employees in the Department of Education set forth in Table 2. This may be of assistance in interpreting the meaning of the job classifications.

Table 4 tabulates salaries for various groups of professional educators in Minnesota and compares them with salary levels in the State Department. High school principals in Minnesota's first class cities receive a median salary for ten months that is approximately \$1,000 higher than the median salary of professional employees in the State Department. Minnesota superintendents of schools outside the cities of the first class have a median salary approximately \$800 higher than in the State Department. The median salary of the teaching staff in the state teachers colleges is higher than in the State Department, and the salaries there are for a nine month period. Duluth city teachers, with a Bachelor's degree, after 11 years in Duluth receive \$600 more for the school term than the median salary in the State Department of Education for a twelve month period. For Minneapolis the differential is still higher, and for St. Paul it is slightly lower. The fact remains that salaries for the classroom teachers job in any one of the three cities of the first class will range from \$80 to \$160 more per month than the average salary for those we select for the educational leadership of all the teachers, superintendents and principals in the state.

Teachers in the College of Education at the University range from instructor to full professor. Except for the most poorly paid instructors in the College of Education, the monthly salaries are equal or exceed the median monthly salaries paid in the State Department. A careful study of Table 4 clearly indicates the inequities in the civil service scales from a professional standpoint.

Table 5 gives some specific examples of job inequities. Many employees in the State Department gave up positions in recent years to accept employment in the State Department of Education and now find that professional salaries out in the state have increased to the point where the positions they left are far better than the new ones they assumed. Many of them are currently turning down positions where salaries are higher. Some are leaving because they can no longer afford to stay. Some who have recently been employed have come into the Department purely for the experience involved, and will inevitably leave soon if salaries are not adjusted.

The material in Table 5 could be multiplied many times. For example, the man in charge of audio-visual education in the State Department of Education (classified as a Rural School Supervisor I) receives \$4080 per year. The directors of audio-visual education in cities such as Austin, Edina, Hibbing, Mankato, St. Louis Park, Winona and Rochester receive salaries of \$4400, \$4400, \$4100, \$4200, \$4450, \$4250 and \$4300. Thus, these relatively small cities pay more in every case for an employee on the school year basis than the state pays on a calendar year basis. In Minneapolis, the visual education supervisor and the audio-visual education supervisor each receive \$6350 for twelve months, while in St. Paul they receive \$5390 and \$5060 respectively for eleven months.

Table 6 indicates that the educational training of members of the State Department is relatively high.

Other material readily available from statistics on file in the Minnesota Education Association offices indicates that 96.9% of the superintendents in the public schools of Minnesota receive as much (or more) in salary as the median of the professional staff of the State Department of Education. In fact only thirteen superintendents in the state receive less than the median salary in the State Department. 49.1% of the principals in elementary and secondary schools, large and small, in the state exceed in salary the median of employees of the State Department. 29.8% of the special teachers of industrial arts, agriculture, etc. in the state exceed the median of salaries in the State Department. Teachers of handicapped in the public schools of Minnesota receive a median salary \$120 higher than the median in the State Department.

As your subcommittee considered the question of professional salaries in the State Department of Education as set in the civil service scales, it could not escape the related problem of the professional salaries of teachers in various state institutions in which the teachers are employed under the provisions of the state civil service act. Under the civil service salaries classification, for a ten month school year, teachers receive from \$2540 to \$2940. This is far below the levels received for comparable positions in other public school systems. Table 6 tabulates the civil service teaching salaries in one of the state mental institutions on a nine month basis. It is obvious that these salaries are inadequate to attract the kind of teachers that are needed to deal with the difficult type of children that are found in those institutions, where discipline is more difficult and where the hours of work are much longer than in the public schools. A very high degree of competency should be the order of the day in such institutions.

THE POSSIBILITIES FOR RECOMMENDATIONS

Questions have been raised as to specific recommendations that might be made to rectify the inequities that have been pointed out in the material that we are submitting. Included at the end of the materials that we are attaching are some brief excerpts from the state civil service law. These indicate that regardless of what our suggestions might be, it would be necessary to have the changes approved and passed by the civil service board and the civil service director. It would then seem necessary to secure the approval of the commissioner of administration and to secure legislative action to increase the budget of the Department of Education sufficiently to pay the new salaries. Beyond that, if our suggestions were sufficiently far-reaching, it might be necessary to secure legislative amendments to the basic civil service law.

I. One clue to possible action is in that section of the law quoted below that sets forth the method by which the director of the state civil service himself is selected. This section provides for an examining committee of three persons who are to certify to the civil service board the names of three persons and it sets a maximum salary of \$8000. It might be that employees in the State Department of Education should be selected by a committee of three persons to be composed of the director of state civil service, the State Commissioner of Education and the Dean of the College of Education at the University of Minnesota or three persons appointed by them. If this were done, salary limits could be set somewhat as follows: All employees now within salary ranges 15 and below should be placed at a salary not less than \$254 per month and not to exceed \$451 (present ranges 15 through 24); employees presently in salary ranges 16 through 24 to receive salaries not less than \$462 and not to exceed \$658 (present ranges 28 through 33); while employees in salary range 25 and above should receive not less than \$603 per month or not more than

\$783 (present ranges 34 through 38). This suggestion is made to illustrate a method rather than to set desirable salary standards. Under this plan salaries would still leave much to be desired.

II. Another hint as to a possible approach to a solution of our problem is contained in the material quoted below from Section 43.09 of the Civil Service Law that sets forth the provision for an unclassified service. It might very well be that further study would indicate the desirability of placing employees in the State Department of Education in the unclassified service together with similar employees in the state teachers colleges that are now in the unclassified service. If this were done, it would require an amendment to the state law, and would make it advisable to set up certain provisions for the protection of State Department employees in their unclassified positions.

III. It would appear that our problem might be solved without recourse to legislative amendment of the Civil Service Law since Section 43.12 (and other related sections) empower the civil service department to classify employees and to make changes in classifications when it is deemed "necessary for the efficiency of the service." The civil service department, it appears, is given rather broad powers to reallocate positions if it appears that they are improperly allocated. It appears, too, from the wording of various sections of the law that the primary basis of classifications, reallocations, etc. shall be "the efficiency of the service." In all of this, of course, it would be necessary to secure the approval of the commissioner of administration and adequate budgets from the legislature.

Since most of the professional employees in the State Department of Education should be selected on the basis of the possession of highly specialized and particularized qualifications, the possession of which could be only very inadequately determined by written examinations, it would seem that we should place emphasis upon the materials that we have quoted from the law, Section 43.19, Subdivision 1, Item 3 and Section 43.20, Subdivision 3. The first of these references provides for non-competitive examinations upon the request of the appointed authority and the second one provides for the suspension of the requirements for competition where peculiar and exceptional qualifications of a scientific, professional or expert character are required. This last point cannot be too highly emphasized.

If it were determined that our first effort should be to secure changes in classifications and reallocations, it could be done in various ways. Certainly the broad significance of the jobs involved and the numbers of teachers, principals, superintendents and others throughout the state who are supervised by the State Department should be taken into account. Certainly, too, the great amount of money involved, both in state aids and in local levies, sheds some light of the significance of the jobs involved.

The Commissioner of Education may have contributions to make to our thinking regarding the number of steps or salary ranges that are practical in such a department. The Director of Civil Service would, no doubt, be of great service to us in these considerations.

IV. It would seem that the civil service classification for "teachers" in all state institutions should be made at least somewhat comparable with salaries paid to teachers elsewhere. The top salary for ten months for those with ten or more years of experience and with the Bachelor degree should not be less than \$4510 which is the present maximum for salary range 24.

V. Regardless of the mechanical means used, we should be able to stand firmly for adequate salaries in the State Department of Education, where the responsibilities for leadership are so vital to the survival of all that Americans hold dear.

Adequate salaries should certainly

- a) be comparable to those in the College of Education at the University
- b) be adequate to attract and hold the best men and women in education in the state
- c) be free from restrictions that are involved in competitive examination procedures not effective in the selection of professional educators
- d) be sufficiently flexible to reflect changes in the salary levels at large in the state, before so vital a service deteriorates for want of highly competent people.

We should be able to stand for salaries for teachers in state institutions that are comparable to those of similar teachers in other public schools of the state.

We should insist that the barn door be locked before and not after all our horses are stolen.

We should approach our problem with the firm belief that we will meet with cooperation and understanding by all of those with whom we must work in seeking its solution.

TABLE I

TITLES & SALARIES - STATE DEPARTMENT OF EDUCATION - DEC. 1, 1950

TITLE	MONTH	YEAR
Assistant Commissioner of Education.....	\$ 651.00	\$7812.00
Rural School Supervisor III.....	518.00	6216.00
Vocational Education Program Supervisor.....	518.00	6216.00
Vocational Rehabilitation Supervisor II.....	504.00	6048.00
Teacher Personnel Supervisor.....	496.00	5952.00
School Plant Supervisor.....	496.00	5952.00
Graded Elementary & Secondary Schools Supervisor.....	481.00	5772.00
Rural School Supervisor II.....	451.00	5412.00
Librarian IV.....	439.00	5268.00
Special Education & Training Supervisor.....	421.00	5052.00
Executive III.....	421.00	5052.00
Physical Education Supervisor.....	421.00	5052.00
Business & Distributive Occupations Education Supervisor II....	406.00	4872.00
School Survey Supervisor.....	406.00	4872.00
Vocational Rehabilitation Supervisor I.....	406.00	4872.00
Trade and Industrial Education Supervisor II.....	406.00	4872.00
Home Economics Education Supervisor II.....	406.00	4872.00
Vocational Guidance Supervisor.....	406.00	4872.00
Vocational Agriculture Education Supervisor II.....	394.00	4728.00
Indian School Supervisor.....	370.00	4440.00
Itinerant Teacher (Sheet Metal).....	360.00	4320.00
Rural School Supervisor I.....	360.00	4320.00
Itinerant Teacher (Electrical Lineman).....	350.00	4200.00
Itinerant Teacher (Watchmaking).....	350.00	4200.00
Rural School Supervisor I.....	340.00	4080.00
Librarian III.....	340.00	4080.00
Trade & Industrial Education Supervisor I.....	340.00	4080.00
Business & Distributive Occupations Education Supervisor I....	340.00	4080.00
Vocational Agriculture Education Supervisor I.....	340.00	4080.00
Statistician II.....	340.00	4080.00
Vocational Rehabilitation Counselor II.....	340.00	4080.00
Business & Distributive Occupations Education Supervisor I....	330.00	3960.00
Trade & Industrial Education Supervisor I.....	330.00	3960.00
Home Economics Education Supervisor I.....	320.00	3840.00
Business & Distributive Occupations Education Supervisor I....	320.00	3840.00
Trade & Industrial Education Supervisor I.....	320.00	3840.00
Vocational Rehabilitation Counselor II.....	310.00	3720.00
Librarian III.....	310.00	3720.00
Vocational Rehabilitation Counselor II.....	300.00	3600.00
Executive II.....	300.00	3600.00
Physical Education Consultant.....	294.00	3528.00
Vocational Rehabilitation Counselor II.....	290.00	3480.00
Arts & Crafts Supervisor II.....	284.00	3408.00
Accountant I.....	284.00	3408.00
Vocational Rehabilitation Counselor I.....	284.00	3408.00
Librarian II.....	278.00	3336.00
Teacher Personnel Assistant.....	278.00	3336.00
Statistician I.....	274.00	3288.00
Executive I.....	268.00	3216.00
Arts & Crafts Supervisor I.....	264.00	3168.00
Librarian II.....	262.00	3144.00
Curriculum Editor.....	256.00	3072.00
Vocational Rehabilitation Counselor I.....	252.00	3024.00
Vocational Rehabilitation Counselor I.....	244.00	2928.00
Statistician I.....	234.00	2808.00
Vocational Agriculture Education Supervisor I (1/2 time).....	170.00	2040.00

TABLE II

Number of Employees
STATE DEPARTMENT OF EDUCATION
In Various Civil Service Salary Ranges

Range Number	Monthly Adjusted Salaries		Number of Employees in Department of Education
	Min.	Max.	
12	224	264	2
13	-	-	-
14	244	284	9
15	254	294	4
16	-	-	-
17	290	340	26
18	300	350	4
19	310	360	7
20	320	370	1
21	346	406	10
22	361	421	3
23	-	-	-
24	391	451	2
25	-	-	-
26	421	481	3
27	436	496	2
28	462	532	3
29	-	-	-
30	-	-	-
31	-	-	-
32	-	-	-
33	-	-	-
34	603	683	1
TOTAL			77

TABLE III

No. 12

Arts and Crafts Supervisor I
 Attendant Guard II
 Automotive Electrician
 Automotive Mechanic
 Baker II
 Building Service Foreman
 Cereal Chemist I
 Curriculum Editor
 Dietician I
 Dormitory Director

No. 14

Accountant I
 Arts and Crafts Supervisor II
 Attendant Guard III
 Blueprinter II
 Bridge Foreman
 Budget Examiner I
 Dental Health Advisor
 Drivers License Examiner II
 Woodworking Machine Foreman
 Steam Operating Engineer II

No. 15

Cook IV
 Electrician II
 Hearings Reporter II
 Farm Forestry Instructor
 Hospital Housekeeper
 Informational Representative II
 Land Clerk IV

No. 17

Insurance Examiner II
 Job Analyst II
 Landscape Architect
 Painting Supervisor
 Assistant Surveyor General of
 Logs and Lumber
 Airplane Pilot
 Accountant II

No. 18

Child Welfare Consultant
 Attendant Guard IV
 Guard Officer III
 Highway Equipment Supervisor
 Juvenile Control Consultant
 Nutritionist II
 Recreational Consultant

No. 19

Rural School Supervisor I
 Aquatic Biologist III (Fisheries)
 Bacteriologist II
 Attorney II
 Chemist II
 Entomologist II
 Farm Collection Executive

No. 20

Farm Employment Supervisor
 Deaf School Academic Supervisor
 Employment Counseling Supervisor
 Forest Ranger V
 Game Projects Coordinator I
 Welfare Training Supervisor
 Veterinarian I

No. 21

Apprenticeship Training Supervisor
 Bank Examiner III
 Building Maintenance Supervisor
 Construction Supervisor
 Highway Traffic Analyst
 School Survey Supervisor
 Prison School Supervisor II

No. 22

Safety Inspection Supervisor
 Public Utilities Account Examiner II
 Public Health Biologist II
 Property Assessment Supervisor
 Physical Education Supervisor
 Merit System Supervisor
 Parole Agent III
 Personnel Officer II
 Insurance Examiner III

No. 24

Librarian IV
 Liquor Stamp Supervisor
 Unemployment Compensation Supervisor III
 Veterinarian II
 Weights and Measures Inspection
 Supervisor
 Archivist
 Bank Examiner IV

TABLE III (Continued)

No. 26

Administrative Services Supervisor
 Assistant Director of State Parks
 Correctional Schools Supervisor
 Deputy Commissioner of Iron Range
 Resources and Rehabilitation
 Executive IV
 Fisheries Supervisor
 Game Supervisor
 Health Education Supervisor
 Insurance Examiner IV
 Public Health Nurse V

No. 27

Civil Engineer IV
 Deputy Commissioner of Securities
 Employment Security Supervisor IV
 Highway Planning Survey Manager
 Mining Engineer IV
 Public Health Dentist I
 Public Health Engineer III
 Sanitation Inspection Supervisor
 Teacher Personnel Supervisor

No. 28

Assistant Director of Forestry
 Assistant Director of Game and Fish
 Assistant Purchasing Director
 Dairy and Food Inspection Supervisor
 Deputy Commissioner of Insurance
 Economic Research Statistician
 Grain Inspection Supervisor III
 Health Administration Supervisor
 Industrial Consultant
 Machinery Factory Manager II
 Tax Research Supervisor
 Veterinarian III

No. 34

Housing Director
 Pediatrician I
 Psychiatrist I
 Public Health Dentist I
 Research Scientist III
 Assistant Commissioner of Education

TABLE IV

CENTRAL TENDENCIES IN SALARIES OF VARIOUS GROUPS OF
PROFESSIONAL EDUCATORS IN MINNESOTA

High School Principals, Minn. 1st class cities		\$5029 (1949-50) median
Minnesota Superintendents of Schools (outside 1st class cities)		4838 (1950-51) median
Minnesota High School Principals (outside cities of 1st class)		4318 (1949-50) median
Teaching Staff, State Teachers Colleges		4170 average
Professional Staff--State Dept. of Education		4080 (Dec.1950) median
All Minnesota Principals (Small and large--El. and H.S.)		3788 (1950-51) median

Special Teachers, Minn. (Comm'l., Home Ec., etc.)		3266 (1950-51) median
Secondary Teachers, Minnesota		3085 (1950-51) median
Elementary Teacher, Minnesota		2547 (1950-51) median

Teachers of Handicapped in Public Schools		4308 (1949-50) median
Teachers of Handicapped in State Mental Institutions		2276 to 2646

Schedule for Classroom Teachers - Three Cities of First Class		
Duluth Teachers	B.A. Degree	\$3028 - 4628 (4628 after 11 years)
Minneapolis Teachers	M.A. Degree	2800 - 5000 (5000 after 11 years)
	B.A. Degree	2600 - 4800 (4800 after 11 years)
*St. Paul Teachers	M.A. Degree	2600 - 4400 (4400 after 16 years)
*	B.A. Degree	2400 - 4200 (4200 after 16 years)

*Raise in salary now in process of determination.		

Salary Schedule - College of Education, University of Minnesota		
*Full Professor	\$6000 - 8500	For 9 mos. - \$1600 possible for summer
*Associate Professor	5000 - 6900	For 9 mos. - 1600 possible for summer
Assistant Professor	4000 - 5000	For 9 mos. - 1400 possible for summer
Instructor	2900 - 4000	For 9 mos. - 976 - 1332 possible for summer

*There are additional stipends for those who assume additional administrative duties in addition to their regular teaching.

TABLE V

Salaries of present employes of the State Department of Education are in many cases below the salaries now being paid in the positions those employes previously held and then left to take positions in the State Department.

Illustrations:

Employee	Present Salary with State	Former Position & Current Salary for that Position
A	\$5772	\$6400 (Supt. of Schools - New Ulm)
B	5772	7300 (Supt. of Schools - Wayzata)
C	5952	6200 (Supt. of Schools - Marshall)
D	4320	4300 (Supt. of Schools - Kirkhoven)
E	4440	5700 (Supt. of Schools - Granite Falls)
F	3528	4400 (Recreation & Physical Education Director - Hastings)

TABLE VI

Levels of training are comparable to those in public school systems with which comparison have been made.

No Degree	6
Bachelor's Degree	32
Master's Degree	38
Ph. D.	<u>1</u>
TOTAL	77

TABLE VII

Teaching Salaries (Civil Service) in One of the State Mental Institutions

Teacher	Yrs. of Exp.	Highest Degree	Present Salary
A	6	B.A.	\$2430
B	5	B.S.	2656
C	1	B.S.	2286
D	9	B.A.	2430
E	10	B.S.	2286
F	25	B.S.	2430
G	4	B.S.	2574
H	32	2 yrs.	2484

MINNESOTA STATE CITIZENS COMMITTEE ON EDUCATION

Mailing List November 12, 1952

Mrs. H. K. Painter, Chairman, 4817 Fremont Avenue South, Minneapolis 9
Supt. Morris Bye, Vice-Chairman, Anoka
Mrs. Fred L. Paul, Secretary-Treasurer, 864 Sherwood Avenue, St. Paul 6

ORGANIZATIONS

Minnesota Education Association:

Walter E. Englund, Secretary, 2429 University Avenue, St. Paul 4
Mrs. Mabel I. Robinson, 2429 University Avenue, St. Paul 4
Mr. A. L. Gallop, 2429 University Avenue, St. Paul 4

Elementary Principals Section: Minnesota Education Association:

Clyde Yeaton, President, Blaine School, Minneapolis
Esther Newell, Secretary, Agassiz School, Minneapolis

Secondary School Principals Section: Minnesota Education Association:

B. L. Pehrson, Crosby
Minard W. Stout, University High School, Minneapolis 14

Classroom Teachers Section: Minnesota Education Association:

Maurice Wohler, President, Red Wing
Lucille Manuel, Secretary, Mora

Rural Teachers Section: Minnesota Education Association:

Casper E. Hanson, President, Ramsey County Schools, Court House, St. Paul
Miss Fern Cunningham, Secretary, Worthington

Association for Supervision and Curriculum Development:

Karl F. Nolte, President, Hibbing
Miss Ella M. Roverud, Secretary-Treasurer, Court House, St. Paul 2

Minnesota State Federation of Teachers:

Charles E. Boyer, President, Vocational High School, Minneapolis 4
Ann Isacson, Secretary, High School, St. Louis Park, Minnesota

Minnesota Association of School Executives:

Justin W. Swenson, Superintendent of Schools, Pipestone
W. W. Richardson, Superintendent of Schools, North St. Paul
D. D. Karow, Superintendent of Schools, Lake City

Minnesota Association of County Superintendents:

R. W. Siewert, President, Chaska
Mrs. Valborg Wallien, County Superintendent, Montevideo

Minnesota School Board Association:

Mrs. Oscar E. Hedin, President, Willmar
William A. Wettergren, Secretary-Treasurer, St. Peter

Minnesota Council of Parents and Teachers:

Mrs. T. V. Price, 2639 University Avenue, St. Paul 4
Mrs. David Aronson, 1217 Thomas Avenue No., Minneapolis 10
Mrs. Henry Kramer, 1760 Portland Avenue, St. Paul 5

Minnesota Association of School Business Officials:

Miss Marjorie M. Hamlin, 1795 Eustis Street, St. Paul 8

Minnesota Federation of Labor:

George W. Lawson, Secretary, 418 Auditorium Street, St. Paul

American Legion:

Carl Granning, Adjutant, Shubert Building, St. Paul

Carl N. Espeseth, 600 Shubert Building, St. Paul

American Legion Auxiliary:

Mrs. Blanche Scallon, Secretary, 222 Walker Building, Minneapolis

Minnesota Farm Bureau:

Mrs. L. O. Jacob, Anoka

Minnesota Grange:

William Pearson, Ogilvie

Minnesota Farm Bureau Auxiliary:

Mrs. Lewis Minion, Bingham Lake, Minnesota

Federated Womens Clubs:

Mrs. E. R. Starkweather, 1316 Osceola Avenue, St. Paul

Mrs. Willis L. Whitson, 4841 Harriet Avenue, Minneapolis 9

League of Women Voters:

Mrs. Kenneth McMillan, 84 South 10th Street, Room 406, Minneapolis 3

Miss Frances McKee, Economics Items Chairman, Bemidji State Teachers College,
Bemidji

Mrs. Robert Anderson, 46 West Road, Circle Pines, Minnesota

Minnesota Association of Commercial Club Secretaries:

W. H. Sykes, Albert Lea

Minnesota Junior Chamber of Commerce:

Dr. R. W. Lowery, Box #7, Worthington

Mr. Arnold Paulson, Granite Falls

Minnesota Business and Professional Women:

Miss Lula Converse, 1901 Hillcrest Avenue, St. Paul

Mrs. Mabel Bischoff, 14 South 16th Avenue E., Duluth 5

National Council of Jewish Groups:

Mrs. Stanley Zack, 234 No. Mississippi River Blvd., St. Paul

American Association of University Women:

Mrs. L. E. Schneider, 5708 London Road, Duluth 4

Mrs. W. P. Tucker, 1657 Lincoln Avenue, St. Paul

Mrs. Charles Hymes, 110 Pratt Street, Minneapolis 19

Farmers Union:

E. A. Fystad, General Manager, Box 5, St. Paul

Veterans of Foreign Wars:

J. H. Jorgenson, 511 State Office Building, St. Paul

Department of Conservation:

Carl W. Moen
Chester Wilson

Minnesota Vocational Association:

Leon Johnson, Bemidji
John A. Butler, Dunwoody Industrial Institute, 816 Wayzata Blvd., Minneapolis 3

Phi Delta Kappa:

Ellsworth Gerritz, Burton Hall, University of Minnesota, Minneapolis 14
Arthur Atkins, Burton Hall, University of Minnesota, Minneapolis 14

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Robert Gannon, 4820 Emerson Avenue So., Minneapolis 9

Minnesota A. F. of L.

Orlin Folwick, 4945 - 16th Avenue So., Minneapolis 17

Minnesota Association of Visiting Teachers:

Mrs. Alfred Wilson, 223 Ridgewood Avenue, Minneapolis
Mrs. Stuart Wells, Jr., Minnetonka Beach, Minnesota

Commission on Vocational and Higher Education:

Mrs. O. I. Borton, 4350 Blaisdell Avenue, Minneapolis

Delta Kappa Gamma Society:

Miss Marion Gould, Gamma Chapter, Plaza Hotel, Minneapolis 3
Miss Doris A. Blunt, Sheridan Hotel, Minneapolis

Minnesota Association of Junior Colleges:

Dean R. W. Goddard, Rochester Junior College, Rochester

Minnesota Nutrition Council:

Mrs. Clara Oberg, 4-H Club Headquarters, Court House, St. Paul

Minnesota Teachers Colleges:

Dr. Nels Minne, President, State Teachers College, Winona

National Polio Foundation:

Ben C. Nelson, 540 Syndicate Building, Minneapolis 2

Industrial Relations Center:

Dr. Harold Stone, 109 Vincent Hall, University of Minnesota, Minneapolis 14

Governor's Advisory Committee for the Handicapped:

Joseph Prifrel Jr., 1031 Woodbridge Street, St. Paul

Minnesota Society for Crippled Children and Adults, Inc.

Robert S. Booth, 1635 Hennepin Avenue, Minneapolis 6

Minnesota Society for the Prevention of Blindness:

Miss Mary H. Davis, 609 Hamm Building, St. Paul 2

Minnesota State Council of Agencies for the Blind:

Frank R. Johnson, 1936 Lyndale Avenue So., Minneapolis 5

Minnesota Speech Clinicians' Association:

Dr. Ernest H. Henrikson, University of Minnesota, Minneapolis 14

Legislative Research Council:

Louis Dorweiler, 109 State Capitol, St. Paul

St. Paul Council of Parents-Teachers Association:

Mrs. Richard Russell, 1671 Wellesley Avenue, St. Paul

Mrs. John B. Kettleson, 2025 Randolph Avenue, St. Paul 5

St. Paul Rehabilitation Center:

Mrs. Bernice Rutherford, 279 Rice Street, St. Paul

Special Class Section - Minnesota Education Association:

Miss Phillis Moran, Gillette Hospital, 1003 Ivy Avenue E., St. Paul

Minnesota Home Economics Association:

Miss Ann Krost, Minneapolis Board of Education, 807 N. E. Broadway, Minneapolis

Gross Earnings Schools:

A. I. Jedlicka, Superintendent of Schools, Proctor

Minnesota Mental Hygiene Society:

Miss Lucille Schultz, 309 E. Franklin Avenue, Minneapolis

Inter-Club Council:

Mrs. Anthony B. Wise, 867 Fairmount Avenue, St. Paul

Minneapolis Citizens Committee on Public Education

Lucille J. Osborne, 749 Midland Bank Building, Minneapolis

Mr. Carroll K. Mitchener, 118 South Sixth Street, Minneapolis

National Citizens Commission for the Public Schools

Mr. Cecil H. Hartung, Regional Director, 645 Midland Bank Building, Minneapolis

St. Paul Citizens Committee for the Public Schools

Mrs. Helen Sime, 1732 Summit Avenue, St. Paul

Minnesota Library Association

Robert H. Simonds, Minneapolis Public Library, Minneapolis 3

Glen M. Lewis, Minneapolis Public Library, Minneapolis 3

Ben Franklin Club - Minnesota Bookmen

Mr. Earl B. Forney, President, 1932 Princeton Ave., St. Paul 5

Mr. Roy A. Norstad, Secretary, 4328 Beard Ave. No., Robbinsdale

Mr. Oscar J. Thorvig, Ch. Defense Committee, 4723 Nokomis Ave., Minneapolis 6

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Mrs. Raymond M. Gould, 4954 Colfax Avenue So., Minneapolis

Mrs. Herbert K. Parker, 5128 Thomas Avenue So., Minneapolis 10

Mrs. M. D. Mudgett, 1417 E. River Road, Minneapolis

Elmer L. Andersen, Senator, 2168 Hendon Avenue, St. Paul

N. C. Kearney, St. Paul Department of Education, City Hall, St. Paul

Sister Jean Marie, College of St. Catherine, 2004 Randolph, St. Paul

Charles H. Williams, 627 Selby Avenue, St. Paul
Archie Gingold, 726 Commerce Building, St. Paul
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Mrs. Paul Light, Route #4, Stillwater
Frederic Kottke, 2741 Drew Avenue So., Minneapolis
A. F. Gallistel, 2123 E. Hennepin, Minneapolis
James Morrill, President, University of Minnesota, Minneapolis 14
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Raymond Black, Minneapolis Citizens Committee, 642 Midland Bank Building, Minneapolis
Mrs. J. M. Walgreen, 2231 No. Hamline Avenue, St. Paul 8
Myron Clark, Commissioner of Agriculture, 515 State Office Building, St. Paul 1
Arthur M. Clure, State Teachers College Board, Duluth
A. T. Stolen, Superintendent of City Schools, Court House, Duluth
Forrest E. Conner, Superintendent of Schools, City Hall, St. Paul 2
William Pierce Tucker, Macalester College, St. Paul
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Mrs. Leonard Powderly, 1210 Scheffer Avenue, St. Paul 5
Mrs. Harold Jordan, 34 No. Wheeler Street, St. Paul 5
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Milo Peterson, Farm Campus, St. Paul
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William Oppenheimer, 1st National Bank, St. Paul
Governor C. Elmer Anderson, State Capitol, St. Paul

State Department of Education

Dean M. Schweickhard

T. J. Berning

F. R. Adams

F. E. Heinemann

E. M. Weltzin

W. A. Andrews

Arnold Luce

H. C. Schmid

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R. J. Schunk

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Harold M. Ostrem

STATE CITIZENS COMMITTEE ON PUBLIC EDUCATION

Mrs. H. K. Painter, Chairman
Mr. Morris Bye, Vice-Chairman
Mrs. Fred L. Paul, Secretary-Treasurer

December 1, 1952

Mrs. Kenneth McMillan
League of Women Voters
84 South 10th Street, Room 406
Minneapolis 3, Minnesota

Dear Member:

Your State Citizens Committee on Public Education recognizes the very urgent need for the preparation and distribution of a series of informative publications.

These are to be aimed at bringing about a better understanding of certain provisions of state laws affecting public education. They will also detail the meaning and advantages of some legislative proposals to be advocated and submitted for the consideration of the 1953 Legislature.

To be effective these simply stated explanations should have widespread distribution through member organizations and by other interested groups and individuals. To suitably reproduce and to make such publications available in adequate quantities will cost a considerable sum of money.

As you know the only source of funds for the activities of the Committee is in the voluntary contributions from member organizations and individuals. We ask that you convey a request to the officers or executive board of your organization for a supporting financial contribution.


Some organizations have already sent checks of \$100, \$50, or \$10 to assist in getting the projects underway. Other groups have indicated that financial help in an amount based on five or ten cents per member of the organization would be forthcoming.

Please forward contributions to:

Mrs. Fred L. Paul, Secretary-Treasurer
State Citizens Committee on Public Education
864 Sherwood Avenue, St. Paul 6, Minnesota

Your cooperation in presenting this request to your organization is very much appreciated.

Sincerely,


John A. Butler
Chairman Finance Committee

JAB:dw

P.S. If your organization has recently contributed funds to support the work of the State Citizens Committee on Public Education please disregard this request and accept our thanks.

JAB

November 21, 1952

REPORT ON STATUS OF STATEWIDE EDUCATIONAL TELEVISION PLANNING, as of Nov. 7, 1952

The people of Minnesota must decide now whether or not we want education television. Channels made available by the Federal Communications Commission for educational purposes must be picked up by June 1, 1953, or they will be allocated for commercial usage. Since any request for channels has to be accompanied by guarantees of funds for construction and operation, this places the decision with the 1953 Legislature.

On November 7 a meeting was held to hear proposals for a statewide educational television network. Dean Schweickhard, State Commissioner of Education, who has been serving as chairman of the planning committee, called the meeting. The League of Women Voters was one of several organizations asked to send representatives to join with educators from all parts of the state.

Burton Paulu, manager of University Radio KUOM, presented the plan, which has been worked out on the basis of the population and topography of Minnesota. Two major channels are available, one in Minneapolis and one in Duluth. The plan also calls for eight satellite stations connected by microwave relays in Morris, Detroit Lakes, Brainerd, Thief River Falls, Marshall, Rochester, Mankato and Hibbing. The total cost of building the statewide system would be about five million dollars. Yearly operating costs would average \$500,000; in other states, some of this cost has been raised from private sources. With this system nearly all parts of the state could be reached.

Educational programming would be on the elementary, secondary, and college levels as well as in the area of adult education. This last could include cultural, civic, and informational programs, sports events and farm and market reports. It would also be possible to retelecast programs from the commercial networks.

The FCC requires that requests for educational channels come from a single authority. It was thought that the most logical "person" for this purpose would be the University of Minnesota. The University would make the request and serve in a managerial capacity. As manager, it would be responsible to a policy board, which would govern programming and administration. Members of this board would be selected from among educators and persons representing various citizens organizations.

Mr. Samuel C. Gale, member of the National Citizens Commission for the Public Schools, was elected temporary chairman of a Citizens Committee for Educational Television. This proposed three point program was adopted at the November 7th meeting.

1. Establishment of a statewide educational television network in the following order of priority:
 - a. Channel #2 in the Twin Cities;
 - b. Channel #8 in Duluth
 - c. Eight Sub-Stations
2. Formation of a policy board.
3. Application for a license in the name of the University of Minnesota.

The State Board of the League of Women Voters of Minnesota felt that the League should take a position on this proposal. The establishment of educational television would have at least two specific results for the League: 1.) the availability of a new, effective medium to implement the League's purpose of developing a more informed citizenry; and 2.) the opportunity to reach into areas of the state where it has heretofore been difficult to make the League's influence felt.

The effectiveness of this type of communication is illustrated by a pre-election project of the Minneapolis and St. Paul Leagues. A daily 15 minute television show, "Know Your Candidates", was presented as part of its voters' service work, from

November 21, 1952

September 10th through November 3rd. The program reached a far greater audience than has been reached through the use of more traditional League channels and received enthusiastic praise from many sources. This experience has prompted the Minneapolis League to devote a larger portion of its time and efforts to television programming.

Representatives of the League who attended the educational television meeting have prepared this information for you. We are asking you to discuss it with your membership and let us know whether or not you would support such a plan.

These are some of the considerations to be kept in mind during such discussion:

1. The cost of such a network. The initial cost of such a network is roughly equivalent to the cost of two or three modern schools, serving only a fraction of the potential audience of a television network, yet the cost is high and must be weighed against possible benefits to accrue, and against other possible uses of that same amount of money.
2. The managing agency. The questions will arise as to whether the University is the best possible managing agency. Could another authority handle it more efficiently or more fairly? Or could the policy board be set up in such a way as to guarantee equitable programming and administration through the University as agent?
3. Is television an appropriate field in which state government should participate?

THIS IS A NOW OR NEVER DECISION.

There is a set number of television channels. Certain of these have been set aside for educational uses. This is a technical limitation; once these have been assigned, no more will ever be available.

The State Board will meet again on December 4th and will take action on the basis of your recommendations at that time.

To Local League Presidents

From Mrs. Robert Anderson, Education Chairman

November 21, 1952

This is an emergency call for League opinion! We have prepared for your consideration information outlining a proposal for a state-wide educational television network. The State Board felt that this was a decision that you might want them to be in a position to act upon at the coming legislative session. (Since it is a matter which has come to our attention between state conventions, it could not get on the State Agenda through the usual process.) The State Board's action is dependent on your decision to support or oppose such a plan. Since the Board wants to discuss your reactions at their next meeting on December 4th, will you please bring this to the attention of your members and send in the attached form by December 3rd.

League of Women Voters of Minnesota - EDUCATIONAL TELEVISION QUESTIONNAIRE - 11/21/52

1. Does your membership favor or oppose this plan?
2. Does this decision represent a unanimous or partial opinion?
3. What were some of the questions or qualifications expressed by your members?
4. What action, if any, do you want the State Board to take in your behalf?

League of Women Voters of Minnesota, 15th & Washington S.E., Minneapolis 14, Minn.
June 1960 063060CC

MASTER FILE CARD INSTRUCTIONS
Metropolitan Finance Agreement

I. Where

- A. The master card file for Leagues in Anoka and Hennepin counties is kept in the Minneapolis League office.

II. What to Do

- A. List your League's contributors and prospects, each on a separate file card.
- B. Include name, address, and business firm and address if important, on each card in upper left hand corner.
- C. Use 4" x 6" white file cards.

III. How to Use

- A. Set up original card file and place in the Minneapolis League office.
- B. Bring your card file up to date each year prior to your finance drive, marking date last checked on card in front of master file, and again following your drive.
- C. Pull all cards of prospects and contributors who have not contributed in three years. When a contributor has moved to another area where there is a League, send card to that League noting any information that would be of value when they contact this person.
- D. Check your card file of contributors and prospects each year against that of any other League where duplicate solicitation might occur.
- E. Settle instances of duplicate solicitation with the League involved using standards set up under the Metropolitan Finance Agreement or bring to the attention of the state office.

LEAGUE OF WOMEN VOTERS OF MINNESOTA

University of Minnesota 15th and Washington Ave., S.E. (TSMc) Minneapolis 14, Minn.
Price 89 FE 8-8791 February - 1956

education file

FINANCING THE PUBLIC SCHOOLS OF MINNESOTA

This material on financing the public schools of Minnesota was prepared on request of the state convention meeting in May, 1955. It is not part of the League's program (current agenda or continuing responsibilities) but the delegates clearly thought the subject of sufficient importance to ask for this "extra."

Introduction

The contemporary problems of public education in Minnesota are many and complicated and the solution of no one of these problems would eliminate all the others. This report will attempt to orient the reader to a central problem in education in Minnesota -- the financial situation of the public schools -- for, upon the financial status of the schools most other school problems to some degree hinge. While this report is only introductory in nature, the information which is obtainable and pertinent is limited only by the enthusiasm and interest of the people willing to study it.

I. SPECIFIC PROBLEMS IN FINANCING MINNESOTA'S PUBLIC SCHOOLS

The right of a child in the State of Minnesota to an education is assured by the authors of our state constitution in Article VIII, Section 1, as follows: "the stability of a republican form of government depending mainly upon the intelligence of the people, it shall be the duty of the Legislature to establish a general and uniform system of public schools."

At the present time there are many things which complicate the carrying out of this constitutional assurance. Among these are:

A. The great increase in the number of children to be educated. The post-war birth rate has increased tremendously and unpredictably. It was expected that there would be a crop of post-war babies and that the birth rate would then level off. Instead, the high birth rate is continuing and the number of pre-school children now is greater than ever before. The young family of today is larger than anticipated by school planners, and, therefore, adjustments have to be made to accommodate the increased school population.

At the end of 1955 the new school enrollment in Minnesota totaled 584,077, indicating a 4.1% increase over 1954. Of the total enrollment, 366,211 pupils were in elementary school, and 216,762 pupils were in high schools. It is estimated that there are at the present time 427,012 pre-school children in the state, and the peak load in enrollment is not expected for several years.

On the basis of the school census and estimated births at the current rate, the State Department of Education estimates that public school enrollment for the next ten years will be:

<u>School Year</u>	<u>Pupils Enrolled</u>
1955-56	596,691
1956-57	615,454
1957-58	634,488
1958-59	653,248
1959-60	671,306
1960-61	686,452
1961-62	700,850
1962-63	716,422
1963-64	732,199
1964-65	742,699

II. SCHOOL REVENUE

The financial support of the public schools of Minnesota is derived mainly from two sources: (1) Non Revenue Receipts (receipts from bond issues) and (2) Revenue Receipts (local school taxes, county support, federal aid and state aid). The following figures indicate the amounts and proportions of revenue from these sources in 1955:

Sources of Financial Support of the Public Schools of Minnesota in 1955

<u>Source</u>	<u>Amount</u>	<u>% of Revenue Receipts</u>	<u>% of Total Receipts</u>
<u>Revenue Receipts</u>			
Local School Taxes	\$ 93,677,319.00	50.8	36.7
County	8,211,699.00	4.5	3.2
Federal Aid	3,631,171.00	2.0	1.4
Miscellaneous	5,612,690.00	3.0	2.2
State Aid	73,209,951.00	39.7	28.7
<u>Total Revenue Receipts</u>	<u>\$184,342,836.00</u>	<u>100.0</u>	
<u>Non-Revenue Receipts</u>	<u>71,079,198.00</u>		<u>27.8</u>
<u>Total Receipts</u>	<u>\$255,422,028.00</u>		<u>100.0</u>

A. Non-Revenue Receipts. Non-revenue receipts consist primarily of receipts from the sale of bonds and certificates of indebtedness.

School building programs are financed on a local level, with a legal limit for bonding set up by the state legislature at 50% of the assessed valuation of the district. If school districts want to sell their bonds to the State Board of Investment there is a limit of bonded indebtedness of 15% of the assessed valuation of the district. These limitations make it almost impossible for most school districts to finance the building programs which are needed for present and future school enrollments. The financing of school building programs is particularly difficult in districts where very low assessments of property prevail.

B. Revenue Receipts.

1. Local Revenue Receipts. Approximately half of the school revenue receipts (50.4%) in the state of Minnesota comes from local school taxes. There is a great deal of variation from one district to another in the actual amount of local school taxes, depending on the amount of property, the assessment of that property, and the millage rates employed. At the present time assessed valuations in school districts in the state range from a low of \$21.00 to a high of \$22,314.00 per pupil unit. With reference to millage rates, there are approximately 200 school districts in the state which make no levy for educational purposes, and the remaining 3,800-plus school districts have a range of levies running from less than 10 mills to 209.82 mills.

The local school district in Minnesota has always been the largest contributor to the financial support of the public schools; however, percentage-wise that contribution is declining. In 1890, 82.6% of public school revenue was received from local sources, whereas in 1955, the percentage of local support of public school revenue was 64.5% (36.7% from local school taxes and 27.8% from non-revenue receipts.) Conversely, the revenue from state sources increased from 15.9% in 1890 to 28.7% in 1955.

2. School support from the county. Revenue to the school district from the county includes an apportionment of fines and penalties collected by the county, tuition payment and transportation reimbursement for students from other districts in the county, and in some cases revenue from county taxes. Revenue to the school district from the county averages less than four percent of the total receipts.

I. Shortage of classroom space, deterioration and obsolescence of buildings.

In addition to the need for space and equipment for new kinds of subjects and services, there is currently a shortage of regular classroom space. About one third of Minnesota's schools are more than fifty years old, and over 70% are more than thirty years old. In contrast, only 4% of all Minnesota's schools are less than eleven years old, and only 13% are less than twenty years old.

The fact that there is an urgent need for replacement of old buildings is indicated by the following data collected in 1953:

26% of the pupils are housed in buildings that are not considered safe.

21% of the pupils are housed in buildings that are considered only partly safe.

53% of the pupils are housed in buildings that are considered fire-safe.

During 1951-52, 80,457 pupils attended school in buildings which should be abandoned.

It is estimated that to catch up with the shortage of classroom space by 1960, it would be necessary to build at least 1,700 classrooms per year. The present rate of construction is 700 classrooms per year. This does not include replacement of buildings which are currently becoming obsolete.

J. The teacher shortage. A very large item in the maintenance costs of Minnesota's schools is teachers' salaries. The growing shortage of teachers is a very real indication of the growing financial problem of Minnesota's schools, for it indicates future needs for increased revenue for education purposes.

Minnesota now has about 25,000 teachers, and each year requires 1,000 more to meet the increasing enrollment. While about 2,000 teachers are trained annually, each year the schools lose about 2,000 teachers (1,500 to homemaking, 500 to death, retirement or transfer). Thus there is an annual shortage of about 1,000 teachers which, up to this time, has been partly counterbalanced by the recalling of former teachers. However, this latter reserve source is fast dwindling.

In addition to the difficult task of finding enough teachers to keep up with the increasing enrollment, there is also the added problem of financing high-standard education institutions where able teachers can be prepared.

K. Problems of Federal Aid. Historically, education has been the sphere of the individual states and until the present time federal aid to schools has been negligible and for specific, limited projects. In Minnesota federal aid to schools equaled 2% of the school revenue receipts in 1955, and that amount was contributed mostly through the school lunch program.

Federal aid was an issue discussed at the Minnesota White House Conference, and while the assembly turned down any recommendation in favor of federal aid, a minority statement supporting federal aid was included in the official report. The Washington White House Conference assembly, however, did recommend that federal aid be offered for the building of schools.

The matter of federal aid to schools is expected to be a hot issue in the current session of Congress, for it involves testy questions such as states' rights, de-segregation, and sources of tax revenue.

II. SCHOOL REVENUE

The financial support of the public schools of Minnesota is derived mainly from two sources: (1) Non Revenue Receipts (receipts from bond issues) and (2) Revenue Receipts (local school taxes, county support, federal aid and state aid). The following figures indicate the amounts and proportions of revenue from these sources in 1955:

Sources of Financial Support of the Public Schools of Minnesota in 1955

<u>Source</u>	<u>Amount</u>	<u>% of Revenue Receipts</u>	<u>% of Total Receipts</u>
<u>Revenue Receipts</u>			
Local School Taxes	\$ 93,677,319.00	50.8	36.7
County	8,211,699.00	4.5	3.2
Federal Aid	3,631,171.00	2.0	1.4
Miscellaneous	5,612,690.00	3.0	2.2
State Aid	73,209,951.00	39.7	28.7
<u>Total Revenue Receipts</u>	<u>\$184,342,830.00</u>	<u>100.0</u>	
<u>Non-Revenue Receipts</u>	<u>71,079,198.00</u>		<u>27.8</u>
<u>Total Receipts</u>	<u>\$255,422,028.00</u>		<u>100.0</u>

A. Non-Revenue Receipts. Non-revenue receipts consist primarily of receipts from the sale of bonds and certificates of indebtedness.

School building programs are financed on a local level, with a legal limit for bonding set up by the state legislature at 50% of the assessed valuation of the district. If school districts want to sell their bonds to the State Board of Investment there is a limit of bonded indebtedness of 15% of the assessed valuation of the district. These limitations make it almost impossible for most school districts to finance the building programs which are needed for present and future school enrollments. The financing of school building programs is particularly difficult in districts where very low assessments of property prevail.

B. Revenue Receipts.

1. Local Revenue Receipts. Approximately half of the school revenue receipts (50.4%) in the state of Minnesota comes from local school taxes. There is a great deal of variation from one district to another in the actual amount of local school taxes, depending on the amount of property, the assessment of that property, and the millage rates employed. At the present time assessed valuations in school districts in the state range from a low of \$21.00 to a high of \$22,314.00 per pupil unit. With reference to millage rates, there are approximately 200 school districts in the state which make no levy for educational purposes, and the remaining 3,800-plus school districts have a range of levies running from less than 10 mills to 209.82 mills.

The local school district in Minnesota has always been the largest contributor to the financial support of the public schools; however, percentage-wise that contribution is declining. In 1890, 82.6% of public school revenue was received from local sources, whereas in 1955, the percentage of local support of public school revenue was 64.5% (36.7% from local school taxes and 27.8% from non-revenue receipts.) Conversely, the revenue from state sources increased from 15.9% in 1890 to 28.7% in 1955.

2. School support from the county. Revenue to the school district from the county includes an apportionment of fines and penalties collected by the county, tuition payment and transportation reimbursement for students from other districts in the county, and in some cases revenue from county taxes. Revenue to the school district from the county averages less than four percent of the total receipts.

3. Federal aid. Federal aid to Minnesota's public schools, which amounts to less than two per cent of the total receipts, is received for the specific purposes of aiding vocational programs in schools, Indian schools and the school lunch program.

4. State aid. State aids to public schools in Minnesota are paid out of the Endowment Fund (7.9% in 1955) and the Income Tax School Fund (92.1% in 1955). In 1955 the ratio of state aid to local school taxes was approximately 72¢ to the dollar.

a. The Endowment Fund. The Endowment Fund consists of all the interest earned by the Permanent School Fund and one-half of the interest earned by the Swamp Land Fund.

(1) The Permanent School Fund. The Permanent School Fund is made up of the proceeds from the sale or lease of school lands, plus 40% of the Iron Ore Occupation Tax. (The Iron Ore Tax Amendment to be voted on in November, 1956, if passed, would permit this 40% of the occupation tax to be put directly into the Endowment Fund for current expenditures rather than into the Permanent School Fund.)

As of December, 1955, the principal of the Permanent School Fund (which cannot be touched for school purposes) was \$202,383,100.00. The income from the Fund (which goes into the Endowment Fund, and then to state aids) in 1955 was \$5,120,761.92. This is an unusually large dedicated fund, and only the state of Texas has a larger fund dedicated to education.

(2) The Swamp Land Fund. The principal of this fund was created from the proceeds from sale or lease of Swamp Lands, which were granted to the state by congress in 1860. The income from this fund is divided, half going to the Endowment Fund and thereby to the aid of public schools, and half going to the state's educational institutions. The principal of this fund totaled \$23,279,024.00 in 1955, and the income from the Swamp Land Fund in 1955 was \$603,884.35.

b. The Income Tax School Fund. The Income Tax School Fund, which was created by the state legislature in 1933, received its first funds from the income tax receipts collected in 1934. This fund, which has since become the major source of funds for state aid, was dedicated to elementary and secondary education. However, since the dedication was made by the state legislature rather than by the constitution, it is possible for the legislature to divert funds from this fund for other purposes (this has been done twice). The balance in this fund fluctuates with tax collections and payments of state aids. The total Income Tax School Fund for 1955 was \$60,123,365.00. The Income Tax School Fund for 1956 is expected to approximate \$59,000,000.00.

There is no direct relation between the income tax rates set by the legislature and the amount of revenue needed to meet the costs of state aids to schools. Up until the present time annual receipts from the state Income Tax School Fund and the Endowment Fund have been sufficient to cover the cost of state aids.

The following statistics indicate trends in school expenditures in the last 54 years.

	<u>1899-1900</u>	<u>1929-1930</u>	<u>1933-1934</u>	<u>1953-54</u>	<u>% increase</u>
Total School Expenditures (Main. & Cap. Outlay)	\$5,644,661	\$54,613,386	\$40,454,837	\$229,586,609	3,967.3%
Cost per pupil	\$14	\$99	\$72	\$399	2,750.0%
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Total Maintenance Costs	\$4,819,026	\$45,832,186	\$35,596,337	\$153,715,822	3,090.0%
Cost per pupil	\$12	\$83	\$64	\$267	2,125.0%

III. ALLOCATION OF STATE AID TO PUBLIC SCHOOLS.

In order for a school district to receive state aid, it must meet certain qualifications established by the State Board of Education. These are: (a) a minimum school term of nine months, with 170 days in session; (2) free textbooks; (3) a definite percentage of the maintenance costs of the district must go to teachers' salaries; (4) teachers must be certified by the State Board of Education. State aid may be withheld when a district fails to meet these qualifications, and it may be reduced when districts spend less than a set minimum per student. Payments are made on an estimated basis in October and March of the school year, with final distribution completed in August after the school year ends.

Most state aids are granted to school districts on the basis of average daily attendance multiplied by the number of pupil units. A weighted system of pupil units rather than a simple total of students permits consideration of special educational needs of secondary school students as well as allowance for half-day attendance of some students. The rate thus calculated is for "pupil units in A.D.A." (average daily attendance) .

The school aids which the state of Minnesota grants to its school districts are as follows:

A. Basic Aid. This is a fixed amount per pupil unit in A.D.A. which is set by the state legislature at each biennium. At the present time the basic aid is \$82.50. This is paid out of the Income Tax School Fund and the Endowment Fund. The percentage of the basic aid which is taken from the Endowment Fund is called the "apportionment." Currently basic aid constitutes 66.9% of the total state aid to schools, (59.0% of which is paid out of the Income Tax School Fund, and 7.9% from apportionment of the income of the Endowment Fund).

B. Equalization Aid. Equalization aid is granted to districts unable to maintain a minimum school program. It is calculated on the basis of assessed valuation per pupil unit in A.D.A. About one-third of the school districts in the state qualify for this aid. The amount of equalization aid granted in 1955 constituted 10.5% of the total state aid. Equalization is paid out of the Income Tax School Fund. Equalized assessments in the state are essential to making equalization aid a fair aid to the school districts.

C. Special Aid Distribution. About one-fourth of state aid to schools in Minnesota is classified as special aid. Funds for this type of aid, which are taken from the Income Tax School Fund, are granted for the following specific purposes:

1. Transportation. This aid goes to consolidated districts and to other districts for reimbursement for the transportation of crippled children, mentally retarded, isolated, non-resident high school, area-vocational pupils and elementary pupils in closed school districts.

2. Aids to Handicapped Children. This aid is in addition to regular aid to blind, deaf, crippled, mentally retarded, speech defective, and home-bound children, and includes aid for special summer classes.

3. Emergency Aid Distribution. This aid is available to permit the continuance of school services in a school district which suffers a calamity, excessive debt, or high tax delinquency.

4. High School Teacher Training Aid. This program (which is dwindling -- only eight school districts now participate in it) aids high schools with one-year teacher training programs (to prepare superior students for teaching in ungraded elementary schools).

5. Area-Vocational Aid. This is a flat sum granted to the State Department of Education (which is also the State Department of Vocational Education) to encourage area-vocational schools.

6. School Lunch Program. This program is in cooperation with the Federal plan. Reimbursements are made to the districts depending on the kind of lunches served.

7. Census Aid or Income Tax School Aid. This aid is a flat \$10.00 per child from 6 to 15 years of age in the school district, whether the child attends public school or not, and for each 16-year-old attending public school.

In addition to the state aid to school districts, money from the Income Tax School Fund is also used for the following purposes: (about \$1,500,000 per year)

1. Aid to state institutions for instructional costs and educational supplies.
2. Replacement Aid.
 - (a) to districts where railroading is the main industry. The railroads are not taxable locally and this replacement aid returns to the district some of the state tax on the railroad property.
 - (b) to districts with tax exempt lands.
 - (c) to common schools in the forestry program.
3. Tuition and transportation aid to the University of Minnesota for eligible students attending state schools of agriculture.

IV. INSTITUTIONS OF HIGHER LEARNING

In addition to the elementary and secondary public schools in Minnesota, passing mention should be made of the institutions of higher learning in the state which depend upon public support, since these educational institutions are also involved in the pressures of increasing enrollment and financial difficulties. These institutions are:

- A. The University of Minnesota, constituting 13 colleges, located at Minneapolis, St. Paul, and Duluth. The University receives 10% of the Iron Ore Occupation Tax, which is put into the Permanent University Fund, the interest from which is used for current needs of the University. Over and above the tuition and fees, and gifts from individuals, the University must depend upon the state legislature for appropriations to meet the balance of its needs.
- B. Five State Teachers Colleges, located at Bemidji, Mankato, Moorhead, St. Cloud and Winona. These colleges receive their funds (in addition to tuition and fees) from the state legislature.
- C. Nine Junior Colleges, located at Austin, Brainerd, Coleraine (Itasca), Ely, Eveleth, Hibbing, Rochester, Virginia, and Worthington. These colleges are completely supported by local school taxes and are the only segment of the state public school system which receives no state aid.

Conclusion

In a nutshell, the financial problem of the schools of Minnesota is essentially that the increased need for educational facilities and services has grown to a point where it cannot be satisfied by present revenue sources. The solution would be to bring the situation into balance. This cannot be done to any marked degree by adjusting the increased need for facilities and services; therefore, the solution must be found by the proper adjustment of the sources of revenue.

Decisions which will face the citizens of Minnesota in the future concerning sources of revenue for educational purposes include the following:

1. The Iron Ore Occupation Tax Amendment.
2. An equal assessment formula for the state.
3. Reorganization of school districts.
4. Federal aid to schools.
5. Increase of the state income tax rate.
6. Other new taxes.

The attention of people interested in the best solution of the financial problems of the schools of Minnesota should be directed to the understanding of the aforementioned problems as they develop, and to the consideration of other solutions which may ameliorate the situation.

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