A DIGEST

of

A REPORT OF A SURVEY OF PUBLIC EDUCATION IN THE STATE OF WEST VIRGINIA

GEORGE D. STRAYER
Director of Survey

LEGISLATIVE INTERIM COMMITTEE
STATE OF WEST VIRGINIA
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LEGISLATIVE INTERIM COMMITTEE
STATE OF WEST VIRGINIA
1945
Senate Concurrent Resolution No. 6
(By Mr. Vickers, Mr. President)

[Introduced February 12, 1945; adopted February 26, 1945.]

Interim Committee to Study Educational System; Operation, Government of State Institutions, Except Medical; Other Problems

Senate Concurrent Resolution No. 6—Creating an interim committee of the Legislature for the purpose of studying and making recommendations for the solution of important problems of government in West Virginia.

WHEREAS, Major problems of state government require more extensive research and more detailed study than the demands of a regular legislative session will permit; therefore, be it

Resolved by the Senate, the House of Delegates concurring therein:

That an interim committee be created for the purpose of studying the following subjects, and such others as may be agreed upon by the committee, on its own motion or at the request of the Governor:

(1) The educational system of West Virginia, including the institutions of higher learning, with particular reference to:
   (a) finances, sources of revenue, and the administration of state aid; (b) the elimination of duplicate or overlapping facilities; (c) the creation of incentives for the assumption by counties of greater local responsibility for the financing and administration of the public schools; (d) the nomination and election of members of boards of education; and (e) such other matters as would aid in the formulation of a financial, administrative and functional plan for the educational system of the State, that will guarantee to the taxpayers and the public generally a minimum of waste and a maximum of efficiency and service in our school system, which is at present absorbing approximately sixty per cent of the total state appropriations.

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(2) All problems connected with the government and operation of state institutions, other than state medical institutions, with a view to their more efficient administration and their more effective service to the people of the State.

That prior to the convening of the next regular session of the Legislature the committee make and issue reports to the Governor and to the Legislature concerning its studies, together with such recommendations and proposed legislation as may, in the opinion of the committee, aid in the solution of the problems considered.

That the membership of the committee be composed of the President of the Senate, as co-chairman, and four members of the Senate to be appointed by him; the Speaker of the House of Delegates, as co-chairman, and four members of the House of Delegates to be appointed by him.

That in connection with any particular problem under consideration, the Governor be authorized to appoint an advisory committee of not more than fifteen representative citizens of the State to consult and advise with the interim committee concerning the best solution of the problem.

That the committee be authorized to meet in Charleston, or elsewhere, as it may determine.

That in order to make possible the procurement of the necessary information to carry out the intent and spirit of this resolution, the committee be empowered to call upon any of the departments of the state government, to summon witnesses, and to take testimony and to cause the production of such papers, documents, records, and the like as the committee may deem pertinent.

That the committee be empowered to employ such advisory, clerical and stenographic assistants as may be necessary in the proper execution of its duties.

That the committee be authorized to fix the amount to be paid the members of the interim and advisory committees as an allowance for their expenses, not to exceed fifteen dollars a day per member, and for their mileage, and to fix the amount to be paid to such assistants as it may employ for their compensation and expenses.

That the expenses incurred, not to exceed seventy-five thousand dollars, be paid from the contingent funds of the Senate and the House of Delegates in as nearly equal proportions as may be practicable.
THE LEGISLATIVE INTERIM COMMITTEE

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John E. Amos, Speaker of the House of Delegates
Co-Chairmen

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Julian C. Hansbarger
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J. J. STRAIGHT, Superintendent, Marion County Schools

MRS. DOUGLAS C. TOMKIES, Vice President, West Virginia League of Women Voters, and member, American Association of University Women
FOREWORD

On June 21, 1945, the Legislative Interim Committee of the State of West Virginia, through its Co-Chairmen, executed a contract with George D. Strayer, of New York City, for a survey of those phases of public education in the State which are mentioned in Senate Concurrent Resolution No. 6, February, 1945. The Survey was begun on July 1 and completed on December 1, 1945.

The staff responsible for the field work of the Survey and for the preparation of the Report consisted of the following persons:

GEORGE D. STRAYER, Professor Emeritus of Education, Teachers College, Columbia University, New York, New York, Director of the Survey—State Administration.

WILLIAM L. CONNOR, formerly Director, Bureau of Educational Research, Cleveland, Ohio, Public Schools, Allentown, Pennsylvania, Associate Director—Program of Education.

FRANCIS C. BUROS, Assistant Superintendent of Schools in charge of Business Affairs, White Plains, New York—Business Administration, County Schools.

FRANK W. CVR, Professor of Education, Teachers College, Columbia University, New York, New York—Transportation of Pupils.

EDWARD C. ELLIOTT, President Emeritus, Purdue University, Lafayette, Indiana—The State University.

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HENRY H. LINN, Professor of Education, Teachers College, Columbia University, New York, New York—Business Administration, County Schools.
Digest of School Survey

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DANIEL R. DAVIES, Research Assistant.

PAUL WILLIAM MCLURE, Research Assistant.

TRUMAN MITCHELL PIERCE, Research Assistant.

CLEVE O. WESTBY, Research Assistant.

FRANK MABRY, Draftsman.

Clerical Staff

FRANCES W. DOUGLAS, Secretary, MARLYS W. BINNER, ALMA AMICK HALL, EMA D. HARLESS, MARGARET SMILEY SAVAGE, and NELLE SKEES.
ACKNOWLEDGMENT

The Survey Staff began its investigation with the expectation of receiving assistance from the administrative and supervisory officers in the State Department of Education, in the State University, in the state colleges, and in the offices of the county superintendents of schools. Without such assistance the conduct of the inquiry would have been exceedingly difficult. It should be recorded that this assistance was given unhesitatingly, generously, and cordially. The members of the staff of the State Department of Education, the presidents of the State University and of the state colleges and their faculties, and the county superintendents and their staffs were tireless in providing needed information and alert in interpreting and clarifying obscurities. The same may be said for the members of other state boards which have coordinate responsibilities for certain phases of the administration of schools. Throughout the period of fact finding and analysis, that is to say, from July 1 to September 15, 1945, numberless exchanges of views were made between the members of the survey staff and the staffs of state and local offices. Nearly every significant finding of the inquiry has been discussed with the appropriate administrative officer prior to its inclusion in the Report, and every major recommendation for future action has been reviewed by one or more administrative officers.

To the State Superintendent of Schools and his staff, to the presidents of the University and the state colleges and their faculties, to the county superintendents and their staffs, and to other employees of the schools and colleges of West Virginia who have assisted the investigators to expedite their work, the survey staff offers grateful acknowledgment.
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A Digest of a Report of a Survey of Public Education in the State of West Virginia

Many of the citizens of the State of West Virginia would like to know whether or not their public schools and schools of higher education are efficiently administered. They wonder whether the program of education in the schools and colleges satisfies the needs of the children, youth, and adults in the State. They are disturbed by statements appearing in the press that the schools are not properly financed. This Report deals with these three vital issues. The summary of findings and recommendations presents brief answers to these questions. The reader who wishes to review the evidence supporting these conclusions will want to read the complete Report.

The Administration of Public Education

The Constitution of the State of West Virginia provides for the election of a State Superintendent of Free Schools. As is the case in the other states in the union, there is a State Board of Education. Both by constitutional provision and by legislative enactment, the State Department of Education is given general supervisory responsibility for public education organized from kindergarten through high school in the several counties of the State and for the state colleges. A separate board, called the Board of Governors, has been made responsible for the educational program of the State University.

Responsibility for the control and administration of the State's school system should be given to the State Board of Education and to the Board of Governors.

Unlike the great majority of the states in the union, West Virginia does not place full responsibility for the control and administration of the schools in the hands of the State Board of Education, nor does the Board of Governors of the University enjoy such general responsibility. In the case of the elementary and secondary schools organized under the super-

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vision of the county boards of education, a review of their financial and business administration is lodged in a Board of School Finance consisting of the State Superintendent of Schools, the State Tax Commissioner, and the Budget Director. The State Tax Commissioner is also made responsible for auditing the accounts of the county boards of education. In like manner, the Board of Governors of the University is not given full responsibility for the development of this institution. All matters of business and finance, including the control of physical properties, must clear through the Board of Control, a body made up of three members appointed by the Governor. This Board is also charged with general responsibility for the financial and business administration of the state colleges. In a later section of this Report, there will be found a discussion of this division of responsibility, and recommendations for consolidating the general supervision and control of the public school system, including the state colleges, in the hands of the State Board of Education and the giving of like responsibility to the Board of Governors in the case of West Virginia University.

The state education office provides leadership.

In West Virginia, as in other states of the union, the responsibility of the State Department of Education is exercised through the requirement of reports or of other evidence, indicating that the local school districts or institutions have complied with the state law. The state office furnishes even more important service when it exercises general supervision and leadership throughout the State. It is a relatively simple matter to set up a state office responsible for the enforcement of the law. It is much more difficult to provide through the state office the services of supervision and of leadership which will promote the development of an efficient system of public education.

In West Virginia, as elsewhere, the people have provided through the statutes enacted by the Legislature for a large degree of local responsibility for the administration of schools. But even with this delegation of responsibility to county boards of education, there is a clear recognition in the Constitution and in the law that education is a state function. There is the assumption that the State will take such measures as are necessary to improve the quality of services available to all children, youth, and adults. This service can be rendered only when a sufficiently large staff of highly competent men and women are organized in the State Department of Education under the leadership of the State Superintendent.
The State Superintendent of Free Schools should be selected by the State Board of Education.

The State Superintendent of Free Schools should be recognized as the peer of the ablest and most highly respected educational leaders in the State. He should be classified as belonging to that group represented by the President of the State University or the superintendents of schools in the larger counties. He should receive a salary comparable to that paid to these top educational administrators.

We have long recognized in the United States that professional leadership can be most certainly secured by placing the responsibility for the selection of the leaders in the hands of a relatively small board of laymen. There is no certain prospect that over a long period of years the highest type of professional services can be secured by placing the office in the hands of the electorate. We have learned that where engineering or architectural services of the highest type are required, we cannot select these professional persons by popular vote. We have, over a long period of years, recognized the fact that the best method of securing the judges of our higher courts is by appointment. We have recently arrived at the conclusion in many communities that municipal administration can be made more efficient by providing that the members of a popularly elected council choose the city manager.

It is the firm recommendation of the staff of the educational survey that the Constitution of the State be amended to provide for the selection of the State Superintendent of Free Schools by the State Board of Education, and that he be designated as the chief executive officer of the Board and its Secretary. It is also recommended that the State Board be given complete freedom in exercising this responsibility, even to the point of fixing the salary to be paid to the State Superintendent. If West Virginia wants the highest type of leadership possible in the years which lie ahead, it will be necessary for the Legislature to submit this amendment to the Constitution, and for the people by their votes to adopt it.

In making the recommendation for the selection of the State Superintendent by the State Board of Education, the survey staff has rejected the proposal that he be appointed by the Governor. In more than one state where this method of selecting the state superintendent has been followed, the office has become the football of partisan politics. High professional competence and continuity in office and in educational policy, and not partisan political availability should always determine the selection of this most important professional leader.
It is desirable to change the law so as to make state and county superintendents of schools employees of state and county boards of education.

A recent ruling of the Supreme Court of the State of West Virginia designates the county superintendent of schools as a public official. It is important from the standpoint of both the State Superintendent of Schools and of county superintendents that they be considered as employees of boards of education rather than as public officials. This is their status in most of the states in the union. It is of the utmost importance that both state and local boards of education be able to choose their executive officers from among those best qualified without regard to their place of residence. If the State Board of Education in West Virginia is given the responsibility for the selection of a State Superintendent, it should be given complete freedom to employ the best person available regardless of his place of residence. In order to make such action possible, it appears that it will be necessary to amend the statutes of West Virginia in this regard.

The members of the State Board of Education should be appointed by the Governor and should be subject to removal only for cause.

The best practice in the United States calls for the appointment of members of the state board of education by the governor with confirmation by the Senate or by both houses of the Legislature. It is proposed that the Constitution be amended to provide that the Governor appoint the members of the Board of Education, subject to confirmation by the Senate; that the number of members be nine; and that the members serve for overlapping terms of nine years, the original appointments to be for one, two, three, four, five, six, seven, eight, nine years, respectively. Such an arrangement would provide for relatively long and overlapping terms, and for continuity in the development of educational policies. It would tend as well to secure the highest type of service on the Board. Under such arrangement no governor would have the certainty of appointing a majority of the members of the Board. In the states in which this type of provision prevails, governors have commonly appointed able citizens for this most important public service. The fact that there is no certainty of appointing a majority of the members of the Board makes it unlikely that any governor will make these appointments to pay political debts.

The amendment to the Constitution should provide that the Governor have power to remove any member of the Board
only for misconduct, incompetence, or neglect of duty, and upon written charges, but for no other reason. A single amendment to the Constitution providing for the constitution of the State Board of Education, as has been proposed, and for the election of the State Superintendent of Free Schools by this Board, is, in the judgment of the survey staff, the most fundamental step to be taken for the realization of the purposes for which this Survey was undertaken; "the formulation of a financial, administrative and functional plan for the educational system of the State that will guarantee to the taxpayers and the public generally a minimum of waste and a maximum of efficiency and service in the school system of West Virginia".

The members of the Board of Governors of the University should be appointed by the Governor.

The proposed amendment should also provide for the appointment of the Board of Governors of West Virginia University who shall be removable by the Governor only for cause. The inclusion of this special provision to stabilize the Board of Governors of the University is necessary because under present provision of the Constitution the Governor can remove the members of any board at will.

The State Superintendent of Schools should be provided with an adequate staff.

Second only in importance to the amendment to the Constitution which will provide for a stable State Board of Education and for the highest professional leadership in the office of State Superintendent, is the necessity for financial support which will make possible the organization of a staff of highly competent professional workers in the state office. The service of the state office to the counties and to the institutions of higher education will be measured both by the number and by the degree of competence of the specialists who work under the general supervision of the State Superintendent of Free Schools.

The State Superintendent should, in the first instance, be supported by an able deputy who would act for him in his absence and who could, as well, accept any responsibility that the State Superintendent might delegate to him. He should have large responsibility for coordinating the activities of the several divisions of the department. The Deputy Superintendent, the several assistant superintendents responsible for the major activities carried on by the State Department, and all other persons employed in the State Department of Education,
should be appointed by the State Board of Education upon nomination of the State Superintendent of Schools. In the development of the services of the state office, the administrative divisions are listed below.

I. Curricula Development and Improvement of Instruction.
II. Personnel.
III. Finance and Business Administration.
IV. Elementary Education.
V. Secondary (High School) Education.
VI. Schools for Negroes.
VII. Higher Education (State Colleges).
VIII. Vocational Education.
IX. Vocational Rehabilitation.
X. Adult Education and Special Services.
XI. Research.

A well organized staff will contribute to the development of an efficient system of public education.

The adoption of such a plan of organization calls for a reorganization of the staff of the State Department, and for its organization in terms of services to be rendered. It emphasizes the importance of research and of the development of curricula and the improvement of instruction. It also contemplates the placing in the hands of the State Board full responsibility for the business and financial affairs of the public school system and of the state colleges. To carry into effect the program which is discussed in later sections of this Report would require an increased personnel and a corresponding increase in support for the State Department. The State of West Virginia cannot hope for the development of an adequate program of education or for the highest degree of efficiency in its administration without increasing the number of persons of high professional competence on the staff of the State Department.

The present organization for the administration of the public school system of West Virginia is confused and confusing. A graphic representation of the organization is given in Charts I, II, and III.

There is great need for the reorganization of the plan of administration now in operation in the State.

It will be observed from a reading of the following charts that there are several boards and officers who enjoy coordinate responsibility for the control and administration of public education in West Virginia. Possibly the most important single
CHART I.

THE PRESENT ORGANIZATION FOR THE ADMINISTRATION OF THE PUBLIC SCHOOLS

LEGISLATURE

AUDITOR

BOARD OF PUBLIC WORKS
DIRECTOR OF BUDGET

STATE TAX
COMMISSIONER

BOARD OF SCHOOL
FINANCE

STATE SUPERINTENDENT
OF FREE SCHOOLS

THE STATE BOARD OF EDUCATION
STATE SUPERINTENDENT OF FREE SCHOOLS
THE EXECUTIVE OFFICER OF THE BOARD

STATE BOARD
OF CONTROL

DIRECTOR
OF PURCHASES

SECRETARY OF
THE STATE BOARD OF EDUCATION

SUPERINTENDENTS
OF SCHOOLS FOR THE DEAF AND BLIND

PRESIDENTS
STATE COLLEGES

COUNTY BOARDS OF EDUCATION
COUNTY SUPERINTENDENTS OF SCHOOLS
THE EXECUTIVE OFFICERS OF THE BOARD
CHART III.
THE ORGANIZATION FOR THE ADMINISTRATION OF HIGHER EDUCATION

THE LEGISLATURE  THE GOVERNOR

THE AUDITOR

THE BOARD OF PUBLIC WORKS

THE BUDGET DIRECTOR

THE BOARD OF CONTROL

THE DIRECTOR OF PURCHASES

THE BOARD OF GOVERNORS OF WEST VIRGINIA UNIVERSITY

THE STATE BOARD OF EDUCATION

THE STATE SUPERINTENDENT OF FREE SCHOOLS AND THE SECRETARY OF THE BOARD

THE PRESIDENT OF WEST VIRGINIA UNIVERSITY

THE PRESIDENTS OF THE STATE COLLEGES
body is the State Board of Education. However, it must be observed that the State Superintendent of Free Schools, elected by the people, is a constitutional officer having responsibility altogether separate from his service as the executive officer of the State Board of Education. Coordinate with the State Board and the State Superintendent is the Board of School Finance. This body is made up of the State Superintendent of Free Schools, the State Tax Commissioner, and the Director of the Budget.

In like manner, the action of the State Board of Education is limited by the control of financial and business affairs of the state colleges by the State Board of Control, composed of three members appointed by the Governor. Still another officer responsible and in control of the purchases for the state colleges is the State Director of Purchases. The State Tax Commissioner enjoys a very considerable responsibility coordinate with the other boards and officers already mentioned in that he has the responsibility for auditing the accounts of the county boards of education.

Undoubtedly, those responsible for the development of this type of administration hoped to develop efficiency. There is little likelihood that this result will be achieved. Administration becomes efficient as the line of responsibility flows directly from a single responsible body to its agents who actually carry the program into effect. The division of responsibility such as is indicated in Chart I leads to delay, to maladministration, and often to increased costs. A reorganization of the administrative control of the public school system, which in the judgment of the members of the survey staff promises greater efficiency and more certain economy, is proposed in Charts IV and V.

A reorganization of the plan of administration will contribute to increased efficiency.

It will be observed that in the following chart the State Superintendent is represented, as he should be, as chief executive officer of the State Board of Education. If the constitutional amendment proposed above is passed, he would no longer be elected by the people, and he would have no responsibility except as he exercised it under the general supervision and control of the State Board of Education.

It will be observed as well, that the Board of School Finance no longer appears in the picture. There is no good reason why the responsibilities now placed in the hands of
THE PROPOSED ORGANIZATION FOR THE ADMINISTRATION OF FREE PUBLIC SCHOOLS

CHART IV.

THE LEGISLATURE

THE BOARD OF PUBLIC WORKS

THE STATE BOARD OF EDUCATION

THE STATE SUPERINTENDENT OF FREE SCHOOLS
THE CHIEF EXECUTIVE OFFICER AND SECRETARY OF THE BOARD

THE COUNTY BOARD OF EDUCATION

THE COUNTY SUPERINTENDENT OF SCHOOLS
THE CHIEF EXECUTIVE OFFICER AND SECRETARY OF THE BOARD
CHART V.
THE PROPOSED ORGANIZATION FOR THE ADMINISTRATION OF HIGHER EDUCATION

THE LEGISLATURE

THE BOARD OF PUBLIC WORKS
THEIR EXECUTIVE OFFICER
THE BUDGET DIRECTOR

THE BOARD OF GOVERNORS
OF
WEST VIRGINIA UNIVERSITY

THE STATE BOARD OF EDUCATION
THE STATE SUPERINTENDENT OF FREE SCHOOLS
THE EXECUTIVE OFFICER OF THE BOARD

THE PRESIDENTS AND FACULTIES
OF
THE STATE COLLEGES
this Board should not be assumed in their entirety by the State Board of Education. In the proposal for the development of the state office given above, it is recommended that a division concerned with financial and business administration be organized. The assistant superintendent in charge of this division in the State Department of Education, together with his staff, should take over all the responsibilities for financial administration now exercised by the Board of School Finance. There can be no proper relating of the financial and business affairs of county boards of education to the development of the educational program except as these two aspects of administration are placed under the control of a single body. In a great majority of the states of the union, the state board of education enjoys this responsibility.

The State Board of Control has also been omitted from Charts IV and V. The State Board of Education should have the same responsibility for the general supervision and control of the financial and business affairs of the state colleges and for the schools for the deaf and blind as has been recommended in the case of the public school system, administered under the auspices of the county boards of education. As will be developed in greater detail in a subsequent section of this Report dealing with the administration of higher education, the function of the Auditor should be limited to that ordinarily comprehended in an official audit. He should not exercise veto power over expenditures which fall within the limits of the budget and which have been validated by the governing boards concerned, namely the State Board of Education or the Board of Governors of West Virginia University. If a governmental audit is to be maintained, rather than an independent audit made annually by public accountants, then the State Tax Commissioner may well continue to serve in this capacity.

There is need for the reorganization of the staff of the State Department of Education.

The State Department of Education is understaffed. With the limited support which it currently enjoys, personnel has been employed and assignments have been made which make it possible for the Department to perform those functions required by law. As has been suggested in the discussion above, the much more significant service of the State Department is that which has to do with providing leadership and creative supervision. The present organization of the staff is limited not only by numbers, but by the relationships of members of the staff to the controlling boards. A graphic representation of the present organization is presented in Chart VI.
CHART VI.
THE PRESENT ORGANIZATION OF THE STAFF OF THE STATE DEPARTMENT OF EDUCATION

THE STATE SUPERINTENDENT OF FREE SCHOOLS (ELECTED BY THE PEOPLE)

THE STATE BOARD OF EDUCATION
THE STATE SUPERINTENDENT OF FREE SCHOOLS (A MEMBER OF THE BOARD AND ITS EXECUTIVE OFFICER)

DIVISION OF ELEMENTARY SCHOOLS
DIVISION OF HIGH SCHOOLS
DIVISION OF NEGRO SCHOOLS
DIVISION OF CERTIFICATION
SECRETARY OF THE STATE BOARD
DIRECTOR OF VOCATIONAL EDUCATION
DIRECTOR OF VOCATIONAL REHABILITATION

DIVISION OF TRANSPORTATION
DIVISION OF SCHOOL STATISTICS
APPORTIONMENT OF STATE AID
DIVISION OF SURVEYS AND SCHOOL HOUSE PLANNING
SCHOOLS FOR THE DEAF AND BLIND
STATE COLLEGES
TEACHER TRAINING

THE PUBLIC SCHOOL SYSTEM OF THE STATE
Possibly the most striking thing revealed by Charts I and II is the dual capacity in which the State Superintendent of Schools serves, first as an elected public official, and second as the executive officer of the State Board of Education. Scarcely less significant is the fact that the State Board of Education employs another executive officer called its Secretary (Chart III). The most efficient administration cannot be hoped for under this form of organization. The present titles of the several members of the staff have reference to the services which the law requires the State Department to render. For the most part they should all be continued. Their relative importance, however, in the organization of the staff of the State Department should be carefully reviewed. The members of the survey staff have made a study of this problem. In Chart VII on p. 16, relationships among the staff and the major divisions which should be constituted are indicated.

As is indicated in the chart on p. 16, the State Superintendent should be selected by the State Board of Education and serve as its executive officer and as its secretary. There should be no other employee of the State Department of Education reporting directly to it.

There should be a Deputy State Superintendent.

In order to relieve the State Superintendent of Schools from administrative detail, and in order that there will be someone who can always act in his stead, there is proposed a Deputy State Superintendent. This Deputy should be a man of first-rate professional competence. He should be expected to carry a very considerable part of the load of the office. He should be nominated for this post by the State Superintendent of Schools, and should be elected by the State Board of Education because of his high competence and because of his entire acceptability to the State Superintendent.

Assistant superintendents should be made responsible for the several divisions of the state office.

At the next level in the chart, indicated by dotted lines, are two associate superintendents. A thoroughly efficient organization of the staff of the state office would require that these two officers be nominated by the State Superintendent and appointed by the State Board, and be included in the organization of the staff. They would have the responsibility indicated: the one for the coordination of the activities carried on by those assistant superintendents responsible for the administration of the several divisions of the public school
CHART VII.
THE PROPOSED ORGANIZATION OF THE STAFF OF THE STATE DEPARTMENT OF EDUCATION

THE STATE BOARD OF EDUCATION

THE STATE SUPERINTENDENT OF FREE SCHOOLS

THE DEPUTY STATE SUPERINTENDENT

ASSOCIATE SUPERINTENDENT

ASSOCIATE SUPERINTENDENT

ASSISTANT SUPERINTENDENT

ASSISTANT SUPERINTENDENT

RESPONSIBLE FOR THE ORGANIZATION AND EFFICIENT ADMINISTRATION OF THE SEVERAL DIVISIONS OF THE STATE SCHOOL SYSTEM

RESPONSIBLE FOR THE FUNCTIONS WHICH CUT ACROSS THE DIVISIONAL ORGANIZATION OF THE STATE SCHOOL SYSTEM

ECONOMY OF SCHOOLS, STATE COLLEGES, AGRICULTURAL SCHOOLS, VOCATIONAL EDUCATION, ADULT SCHOOLS AND SPECIAL SERVICES

DEVELOPMENT OF CURRICULUM AND IMPROVEMENT OF INSTRUCTION PERSONNEL PROBLEMS FINANCE AND BUSINESS ADMINISTRATION RESEARCH

THE PUBLIC SCHOOL SYSTEM OF THE STATE

THESE SPECIALISTS MUST BE SUPPORTED BY PROFESSIONAL ASSISTANTS, STATISTICAL, SECRETARIAL AND CLERICAL WORKERS.

* THE EFFICIENCY OF THE STATE SUPERINTENDENT WOULD BE GREATLY INCREASED BY THE APPOINTMENT OF TWO ASSOCIATE SUPERINTENDENTS.

** THE DIRECTORS OF VOCATIONAL EDUCATION AND OF VOCATIONAL REHABILITATION REPORT DIRECTLY TO THE STATE BOARD OF EDUCATION AS IS REQUIRED BY FEDERAL STATUTE. THEIR RELATIONSHIP TO THEIR COLLEAGUES IS INDICATED IN THIS CHART.
system, and the other responsible for the coordination of those functions which cut across the divisional organization. But whether or not these associate superintendents are added to the staff, it is absolutely essential that additions be made to those who have responsibility properly indicated by the title, assistant superintendent.

As the staff of the State Department is at present organized, the titles supervisor and director are used interchangeably to designate persons having major responsibility on the staff of the State Department. Much more common practice designates these persons by the title, assistant superintendent. There is no good reason why this title should not be used in West Virginia.

Those carrying major responsibility in the State Department must be supported by other workers.

No attempt has been made in Chart VII to indicate the persons who should be provided in support of the assistant superintendent. Obviously, no assistant superintendent in charge of elementary education, of secondary education, of higher education, of vocational education, or of adult education and special services could be expected to assume responsibility for the complete area indicated by his title. Under the assistant superintendent of schools responsible for the elementary school program should be at least two or three persons who can support this important member of the staff in the work of organization, administration, and supervision of the elementry schools of the State. In like manner in the field of secondary education, it will be necessary if the junior and senior high schools of the State are to be properly served, to provide three or four persons specialized in the field of secondary education to support the work of the assistant superintendent of schools in this area. And so, also, for the fields of vocational education and vocational rehabilitation. Attention is called to the fact that the present State Director for Vocational Education is supported by two supervisors in home economics, one in trades and industry, one for teacher training, one for distributive education, one for occupational information and guidance. It may not be out of place to remark that it is in this one general area enjoying federal support that the state office has been most adequately developed.

The division of adult education and special services should include the organization and administration of evening schools and extension courses, of schools for the deaf and blind, the development of special opportunities for the mentally, phy-
sically and socially handicapped, the organization and administration of health services and physical examinations, and the administration and supervision of the attendance service. At least four competent persons should be employed to work under the general supervision of the assistant superintendent of this division of the state office.

The assistant superintendent in charge of the division of higher education takes the place of the Secretary of the State Board of Education in the present organization of the staff of the State Department. If he is to serve adequately in this important field, he will need to have one or more assistants. There are many problems of organization and administration in the state colleges which await the services which can be rendered only when an adequate staff is provided in the state office.

The staff should include assistant superintendents specialized in the fields of curriculum, personnel, finance, and research.

Possibly the greatest change in the organization of the staff and in the development of the functions of the state office is indicated in that part of the diagram which shows the assignment of four assistant superintendents to functions which cut across, and in a very significant fashion support the work of the divisional assistant superintendents referred to just above.

One of the most important of all services that can be rendered by the State Department is that which has to do with the development of curricula and the improvement of instruction. Assistant superintendents who are necessarily busy with problems of organization and administration cannot reasonably be expected to make major contributions to the development of curricula. The problems in this field involve a continuing program of cooperation with county superintendents of schools, principals of schools, and teachers in every phase of the school program. There is involved as well, a type of research which is time consuming and which requires a very high level of professional competence. The most significant improvement and development of the schools will never take place without the continued competent and devoted leadership of men and women charged with the special responsibility of developing curricula and improving the methods of teaching employed in the schools. The assistant superintendent in this field should be supported by at least three or four highly competent curriculum specialists.
An assistant superintendent in charge of business affairs is required.

An assistant superintendent in charge of business and finance will be necessary, if the firm recommendation of the survey staff that the State Board of Education be given full responsibility in this field is followed. All of the functions now performed by the State Board of School of Finance and by the State Board of Control should be centered in this division of the state office. An assistant superintendent thoroughly competent in dealing with the business affairs of school systems and of educational institutions should be selected for this post. Under his general supervision there should be competent assistants dealing with (1) problems of state aid, (2) accounting and budgeting, (3) construction of buildings and maintenance and operation of plant, (4) school bus operation and maintenance, (5) administration of school lunches.

The assistant superintendent in charge of personnel would carry the responsibilities now exercised by the Director of Teacher Certification and would add to these responsibilities a continuing study of the problems of personnel dealing with (1) recruitment, (2) professional education, (3) salaries, (4) training in service, (5) tenure, and (6) retirement. This office would also be responsible for the development of an adequate personnel service for the non-professional employees of the public school system.

The assistant superintendent responsible for research would be assigned from time to time problems of research dealing with (1) the financing of schools, (2) business administration, (3) personnel administration, (4) pupil adjustment, (5) building planning, (6) maintenance and operation of plant, (7) purchase, routing, insurance, and maintenance of busses, and (8) insurance.

As is indicated in Chart VII the results secured from such an organization of staff would be in no uncertain fashion limited by the adequacy of the statistical, secretarial, and general clerical services made available to these important professional workers. It is not economical to employ able professional workers and have them spend their time on clerical work.

The reorganization of the administration will make possible the results sought by the survey.

The State of West Virginia should move at this time to establish a thoroughly adequate state office of education. The
steps which must be taken have been discussed above. The office of Superintendent of Schools should be taken out of politics. The State Board of Education should be named by the Governor and its members given relatively long overlapping terms and certainty of tenure, except as they fail to perform the functions assigned to them. The State Board should have as its most important function the selection of the State Superintendent of Schools. The State Office should be developed by providing the services of highly competent men and women charged with responsibility for each division of the school system and for those functions which are necessary for the proper business management and significant educational development of all units of the public school system. There is no place where the State can more certainly make an investment which will produce the results which this inquiry was instituted to achieve.

The County Unit in the Organization and Administration of the Free Schools of West Virginia

By the end of 1932, the depression had taken a staggering toll of the economic life of West Virginia. Prices of mine, farm and factory products had collapsed, bankruptcies were epidemic, wages had sadly decreased, and unemployment was rampant. Valuations of property for purposes of taxation were greatly reduced, but notwithstanding these reductions, tax delinquencies were common. Since the schools were then almost entirely depending on the property tax for support, decreasing tax valuations and increasing tax delinquencies had a devastating effect on their efficiency. Hundreds of school employees went unpaid, school terms were shortened, and scores of schools closed.

In the fall of 1932 the people of the State adopted an amendment to the Constitution classifying property for purposes of taxation and limiting the rate of taxation on each class of property. Although the amendment provided that the proposed limit could be exceeded by vote of the people, provided "at least 60 per cent of the qualified voters shall favor such increase," schools were still seriously handicapped for lack of funds.

When the Legislature met early in 1933, it was faced with the task of dividing limited revenues among different agencies of government, including the schools. To make up an anticipated deficit of approximately $10,000,000 in the revenues of the schools, two chief measures were passed. The first appro-
priated $10,500,000 of the state funds for aid to schools. The second, aimed at economy, abolished all school districts inside the counties and made the county the sole unit for the administration of schools.

The county unit for school administration in West Virginia conforms to sound practice in other states.

West Virginia was not the first state to adopt the county unit as the best way to administer schools. Practically all of the southern states had already adopted the plan, as had the neighboring State of Maryland and the western State of Utah. The idea of the county unit as it operated in these states had long been studied by educational and civic leaders of West Virginia, and they had come to believe that it was peculiarly well adapted to solve many of the problems of the schools of the State. Results have shown this belief to be well founded.

The county unit has been accompanied by many improvements in the schools of West Virginia.

Pupils in the rural schools of West Virginia generally receive, under the county unit plan, better transportation; better health services; better courses of study, textbooks, and educational supplies; and better teachers and educational leadership. The complaint is still heard in some quarters that the rural schools have been "leveled up" and the city schools have been "leveled down." As shown elsewhere in this Report, test results indicate general improvement, somewhat more rapid in rural than in urban areas.

On the financial side, tax rates have been equalized within the county, and many economies in purchasing and management of supplies and equipment have been made.

The county unit is not a panacea for all of the ills which have beset the schools of West Virginia, and still beset them. It is a convenient and economical way of equalizing opportunities for education within a fairly large area. The county unit does not of itself improve schools. It simply removes some of the difficulties in the way of conducting schools. It still remains for the people of each county, through their elected officials and school employees, to work out plans for a better program of education for the children and youth of the county.

The first duty of the county board of education is to choose a professionally competent superintendent of schools.

The board of education should take seriously the task of finding the best man available for the superintendency. The
search should be state-wide, and it may well be extended to neighboring states. When a superintendent has been found and elected, it becomes the duty of the board of education, with the advice of the superintendent, to formulate plans for the development of the schools of the county. Once these plans are developed, the board should delegate to the superintendent the authority to carry them out, and then hold him responsible for doing so.

One minor change is recommended in the law which requires that the election of the superintendent "shall be held on the first Monday in July, the superintendent taking office immediately thereafter". The provision is faulty in that it does not give any time between the election of the superintendent and his taking office. This section of the law (Article 4, Section 1) should be amended to require that the superintendent be elected at a time to be made optional with each board, but from April 1 to June 15.

The quality of education in any county depends largely upon the freedom of the board of education from political pressures.

If some of the members of the county board of education have been elected to provide jobs or business for their relatives and friends, or for the members of the party which elected them, three things usually happen: (1) The best persons to do the work of the schools are seldom employed. Morale suffers. Few things are done as well as they could be done. This deterioration in service extends from the janitor in the smallest rural school through the teachers of all schools right up to the superintendent. (2) Money is wasted. Supplies and equipment purchased are of poor quality, or dealers fail to deliver the amounts paid for. But these are not the most serious losses. (3) The board of education wastes much of its time because some members spend the time of the board working covertly to divide up the spoils and refuse to consider the real business of the board—the planning of the best schools which the resources of the county can be made to provide for the children and youth of the county. Unfortunately, this is a picture of what is happening in a few of the counties of West Virginia.

In other counties, and these counties are a large majority of all the counties, board members take their responsibilities seriously. They elect the best superintendent available. They spend their time in board meetings planning, with the advice of the superintendent, the school system of the county; they delegate to the superintendent full responsibility for the ad-
ministrative management of the schools, including the nomination of all employees of the board; and they hold the superintendent responsible for the success of the whole enterprise. This is as it should be.

No law will guarantee a board of education which is free from political pressure, nor will it guarantee a board whose members are able to withstand political pressures. However, certain provisions, if made by law, have been found to be helpful to the people in choosing the best board members, and in supporting them in sound decisions. For example, (1) the members of the board should be elected for a relatively long term; (2) they should be elected on a separate non-partisan ballot; (3) the election should be held at some time other than at the time of the general election—preferably, at the time of the primary election; (4) candidates for election to the board and members of the board should not hold any other public office, elective or appointive; (5) no member of the board should vote in any case where a near relative has been nominated for appointment or is a party to a contract with the board of education.

West Virginia law conforms to these criteria in the main. It should be amended (1) to provide for the election of board members at the time of the primaries on a distinctive non-partisan ballot, (2) to exclude appointive officers on the same terms as elective officers, and (3) to forbid voting by any board member in a case where he, himself, or a near relative is financially interested in the outcome.

The legal qualifications for the offices of county superintendent and assistant superintendent should be raised.

Article 4, Section 2, of the school law stipulates that "the superintendent at the time of his election shall hold a certificate valid in West Virginia and an approved bachelor's degree including at least twelve semester hours in school administration and supervision, and at least five years experience in public school teaching and/or supervision". A health certificate is also required by the same Article and Section.

Article 7, Section 27, of the school law authorizes the state superintendent to issue a county superintendent's certificate. This statute, however, does not require the county superintendent to hold this certificate. He can, and often does, qualify under the stipulations of Article 4, Section 2, outlined in the preceding paragraph.
Because of the importance of the office of county superintendent, it is recommended that the legal qualifications for holding it be raised. The superintendent should be required to hold a certificate in school administration and supervision, this certificate to be granted by the State Department of Education under regulations of the State Board of Education. The statute should prescribe the following requirements for obtaining the certificate: (1) at least one year of graduate work at a recognized university, including at least 20 semester hours in school administration and supervision; (2) at least five years of experience in teaching, administration, or supervision and (3) good character. The statute should exempt from its provisions all superintendents who hold office at the time of passage. Putting this recommendation into effect will require an amendment of Article 4, Section 2, and of Article 7, Section 27.

Approximately three-fourths of the county superintendents now in office possess the qualifications above recommended. They usually hold a master's degree in school administration and have had an average of 20 years of educational experience.

Practically all of the county superintendents are natives of the county which now employs them, and practically all of them have had all of their educational experience in that county. Practically all are products of the schools, the colleges, and the University of the State. Practically all are members of the same political party as the majority of the board which elected them. These facts strongly suggest that educational qualifications are not always the deciding factors in employing the superintendent.

The legal qualifications for the office of assistant superintendent should be the same as for the office of superintendent.

The minimum salary for the county superintendent should be fixed by law and the maximum left to the discretion of the board.

The county superintendent is the only employee of the board of education whose salary is largely prescribed by state law. According to Article 4, Section 4, as enacted by the Legislature on March 10, 1945, the annual salary cannot be less than $1,200. The statute also prescribes the maximum salary which may be paid from local funds; this maximum is based on the population of the county as determined by the figures of the last federal census. The maximum salary which can be paid from local funds in counties with a population of 100,000 and
up is $5,500; the maximum which can be paid in counties having a population of less than 30,000 is $3,400.

The maximum salaries above indicated are in addition to any state subsidy for the purpose. At present the State provides a subsidy of 20 cents per pupil in average daily attendance for the salary of the county superintendent; no county, however, may receive a subsidy of more than $2,000 annually for this purpose. During the school year 1944-45, ten counties received the maximum subsidy, while the average county received $1,022; the smallest county received $220.

It is recommended that the statutes be amended to permit the board of education to fix the maximum compensation of all its employees; this would, of course, include the compensation of the county superintendent. It is also recommended that the minimum salary which any board could pay its superintendent be set at $2,500 annually. Even the smallest county in West Virginia deserves to have a superintendent worth at least that much, and the higher qualifications which this chapter has previously recommended for all superintendents will give greater assurance that any person elected to the superintendency will be worth an annual salary of at least $2,500.

If any reader believes that the proposed change would result in salaries that are too high, he should be reminded that they would probably be, as now, lower than those paid in other states for similar positions. He should further be reminded that they would probably be lower than those paid to most city superintendents in West Virginia before the advent of the county unit. Neither the state nor the county school system should levy a tariff on ability as does West Virginia through its law which establishes a maximum salary for its superintendents.

Assistant superintendents who meet the recommended qualifications should be placed on continuing contracts, as are teachers. Consideration should be given to placing the superintendent on a similar contract after a probationary period of three years.

The powers of the board to provide a needed supervisory staff should be enlarged.

Because of its size, the county unit for school administration provides a splendid opportunity for obtaining an adequate supervisory staff for the improvement of instruction. With few exceptions, the county school systems of West Virginia do not have an adequate supervisory staff. The staff should be ade-
quate in number and in quality to provide leadership for the teachers in their attempts to solve the problems of teaching and learning and to improve pupil health, school and community relations, the school plant, and any other service or facility of the school. Teachers who are beginning their careers are in especial need of supervision and should usually be helped first. These teachers are usually found in the one-room schools, which do not afford any help from a principal such as may be found in the larger schools.

It is recommended that Section 13-a of Article 5, authorizing boards of education to employ directors of instrumental music, be amended to authorize boards of education to employ supervisors of instruction for any school subject or area. For the statutes to authorize only supervisors of instrumental music unnecessarily restricts the power of the board.

County school administrative offices in all counties should be brought up to the standard of the best counties.

Article 4, Section 7, of the school law stipulates that the board "shall provide the superintendent with a suitable office at the county seat, which office shall also be the office of the board". The section further stipulates that the board "shall supply the office with janitor service and with the necessary equipment and supplies". The present statute is adequate, and no change in it is recommended.

The offices of all of the county boards and superintendents were visited by at least one member of the survey staff and were checked as to their location, size, arrangement, and equipment.

In location, approximately 80 per cent of the offices were rated "adequate", and the others were classified as "inadequate". There was found in the State a well-developed and commendatory tendency for the county boards to own their office buildings and to house in these buildings all the general administrative and supervisory staff as well as the storerooms for textbooks and supplies. Approximately one-fourth of the counties now have their own office buildings.

In size, approximately three-fifths of the offices were rated as inadequate. The offices that are located in the courthouse were almost always found to be too small; they possessed inadequate storerooms and lacked any conveniences for the public that might wish to attend board meetings.

In arrangement, approximately two-thirds of the offices were rated as adequate, and the remainder were rated as inadequate.
In equipment, approximately three-fifths of the offices were rated as adequate. Practically all of them have the customary office equipment such as typewriters, calculators, mimeograph machines, safes, files, cupboards, shelves, desks, and chairs. Approximately one-fifth of them do not have a fire-proof safe or vault, and these are usually the identical offices which are located in ramshackle and fire-trap buildings.

Only a few counties rated high on all points. Every county should provide quarters suitable in all respects to the work to be done in them.

The staff of the county superintendent should be organized functionally, so as to utilize the skills developed by specialization.

The superintendent of schools has at least five principal functions to perform. These are (1) the direction of the organization and administration of classes and schools; (2) the leadership of teachers, principals, supervisory officers and educational research workers in solving the problems of teaching and learning—supervision and curriculum development; (3) the selection, assignment, and management of personnel; (4) the administration of special services, such as child accounting, census and attendance, vocational guidance and placement, and health services; (5) the administration of the business affairs of the school district—finance and accounting, supplies and equipment, maintenance and operation of plant, planning and construction of buildings, transportation, and school lunches. However small the county, or however large, these are the functions that have to be performed. In the smallest counties the superintendent with two or three clerical assistants may have to perform all of them. Even here, however, there should be some specialization of function. The superintendent will have to perform the first three functions in his own person, assisted only by a secretary. The clerical and minor administrative phases of functions four and five may be delegated, one to each of two other clerks. Even here the superintendent will have to accept direct executive responsibility for making major decisions.

Some of the larger counties in the State now employ two or three assistant superintendents for white schools and two or more other persons of nearly the same rank who are assigned to nearly all of the duties in functions four and five, respectively, as enumerated above. It should not be too difficult in any one of these counties to complete a functional organization with one assistant superintendent in charge of each of the major functions.
The least adequate services performed by the county organizations are generally in the fields of (1) supervision and (2) business administration. The true function of supervision is leadership of teachers in solving problems of teaching and learning. Curriculum development is only a matter of recording and presenting systematically the solutions found to problems of teaching and learning. If these functions of supervision and curriculum development are clearly understood as the chief means of improving instruction, it should be possible to combine them under the direction of a single assistant superintendent. This is in accord with the best modern practice.

The duties which make up the function of business management are so well understood that it remains only to combine them under one assistant superintendent in the larger counties and under a chief clerk in the smaller ones.

To summarize, the dispersion of unrelated duties to assistants, both professional and clerical, is generally the weakest aspect of school administration in the counties of West Virginia. Every superintendent should analyze the work to be done through his office and make a more nearly functional assignment of duties.

The compulsory attendance law should be amended to include all pupils six through 17, and attendance services should be improved.

School attendance in West Virginia is required by law of all pupils seven through 15 years of age. The United States census for 1940 showed that 4.07 per cent of the children between seven and 13 years of age were not in school at the time of taking the census; 11.15 per cent of those between 14 and 15 years of age were not in school; and 42.36 per cent of those between 16 and 17 years of age were not in school. This is not a record of which the State of West Virginia can be proud.

The statute providing for compulsory school attendance should be amended to provide that compulsory school attendance shall begin with the sixth birthday and continue to the eighteenth birthday. Although compulsory attendance cannot, under the present statutes, be enforced upon a pupil until his seventh birthday, he can enter school at the age of six, and more than half of all pupils do; and he can come to school irregularly, thus creating a constant problem in the school.

Although the law requires each county board to appoint a director of attendance and empowers the board to appoint as many assistants as needed, attendance services in most counties
are not satisfactory. The law should be amended (1) to give the county board authority to fix salaries and to make reasonable allowances for expenses, and (2) to require the attendance officer to hold a professional certificate issued by the State Department of Education. The State Board of Education should request at least one of the state colleges or the University to offer courses to satisfy the requirements for this certificate.

In addition, the task of establishing a continuing census of all children and youth in the State should become the duty of the directors of attendance. This would indicate their employment on a full-time basis every month in the year.

The county superintendent should recommend and the county board should adopt all textbooks for use in the county.

The recommendation of local adoption of textbooks is in accord with the best theory and practice of today. It would permit textbooks to be adopted to meet local needs, and it would transfer the authority to recommend textbooks from a state board of laymen to professionally prepared school employees. Teachers, principals, superintendents, and other educational employees are best qualified to select the tools with which they and their pupils shall work.

To make the free schools of West Virginia really free, textbooks and educational supplies should be furnished free to all pupils.

Although many counties now provide free textbooks for all subjects through the eighth grade, a few counties do not yet provide them beyond the fourth grade, except to indigents. During recent years the Legislature has been making a special appropriation to each county for the purchase of textbooks to be used in the elementary schools, and this appropriation has greatly stimulated the free textbook movement in the State.

Free textbooks for the secondary schools are seldom found in the State, and there is some doubt about the legality of such provision. The statutes should be amended to authorize a county board to provide free textbooks for the secondary schools of the county as soon as they have been provided for all subjects through the eighth grade. The statutes should also authorize the board to establish a rental plan for secondary school textbooks. This plan is already in operation in one county.
In most counties of the State, pupils must furnish their own stationery, pencils, ink, crayons, and similar supplies. Such conditions are, of course, not uncommon elsewhere. However, the schools of West Virginia, or of any other state, will not be “free” in fact as well as in name until all necessary instructional supplies are provided from public funds to every pupil.

The health program of the schools needs to be supported by a competent professional staff.

Article 5, Section 22, of the school law permits boards of education to “provide proper medical and dental inspection for all pupils attending the schools of their districts”. The section also permits the boards “to employ school nurses and to take any other action necessary to protect the pupils from infectious diseases”. The section further permits boards to require a health certificate from each teacher.

Section 22 of Article 5 permits boards to maintain dental clinics or courses for teaching mouth hygiene, and to furnish dental treatment to pupils when it is requested by their parents.

When the importance of good health is considered, the very limited provisions for the improvement of health which the schools of the State now make, must be regarded as tragically small. Even the smallest county in the State should have one full-time nurse, yet 15 counties of the State do not employ either a full-time or a part-time nurse.

Other widely needed improvements in the county school systems follow:

Kindergartens for children four and five years of age should be introduced and supported by the State on the same basis as classes for older pupils.

Handicapped children should be given equal opportunities with other children for an education suited to their needs. In some cases, this may mean only special supplies and equipment. In others, it must mean special classes under teachers with special qualifications.

Libraries should be improved. Librarians should be classed as teachers in figuring state aid. Boards of education should have the same control over the development of libraries as they have over the development of schools.

The hot lunch program developed under federal and state subsidies should be continued and strengthened as an integral part of the health education program.
The selection and management of personnel should be improved. The superintendent should have full authority and responsibility for recommending all appointments and for assignments, and he should have whatever assistance he needs to do this job well.

*Expenditures for administration of schools in the counties of West Virginia should be increased.*

The county school systems of West Virginia are economically administered. The following table shows how school expenditures in West Virginia and in the nation were distributed in 1941-42:

<table>
<thead>
<tr>
<th></th>
<th>Per Cent for Nation</th>
<th>Per Cent for West Virginia</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Control</td>
<td>4.9</td>
<td>4.0</td>
</tr>
<tr>
<td>Instruction</td>
<td>70.5</td>
<td>73.3</td>
</tr>
<tr>
<td>Operation of Plant</td>
<td>10.2</td>
<td>8.4</td>
</tr>
<tr>
<td>Maintenance of Plant</td>
<td>3.8</td>
<td>4.1</td>
</tr>
<tr>
<td>Auxiliary Services</td>
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<td>6.8</td>
</tr>
<tr>
<td>Fixed Charges</td>
<td>3.9</td>
<td>3.4</td>
</tr>
</tbody>
</table>

The expenditures made for school administration in West Virginia in 1944-45 were only 2.7 per cent of all expenditures. This must be regarded as too small. Expenditures do not appear to be too large even in the county which spent 4.4 per cent of its budget for school administration in the school year 1944-45. In nearly all counties the expenditures for administration are probably too small to serve the best interests of the children and youth in the schools.

*Public relations in the counties should be improved.*

Some counties maintain public relations through keeping the public informed as to the achievements and needs of the schools. This is done in order to obtain the necessary financial support for the program. This work is good as far as it goes. However, what is needed is a public relations program which will bring the people of the counties and local communities back into the work of planning the program of the schools. This is the severest challenge in the present situation to the county superintendents and to the county boards of education. If they have the courage, the ingenuity, and the love of democracy necessary to meet the challenge, there is little in the way of a modern educational program that is impossible in most of the counties of West Virginia. Only by meeting this challenge can the real needs of the children and youth of West Virginia be met, and only in this way can the aspiration of West Virginia for an educated citizenry be achieved.
Public School Business Administration in West Virginia

The aggregate physical plant assets of the public schools of West Virginia amounted, in June 1944, to $93,755,427.46. These assets consisted of land, schoolhouses (4,917), furniture, apparatus, libraries, teaching aids, school busses, and transportation equipment and repair shops. They were scattered over 55 counties under the control of 55 county boards of education.

Total expenditures for schools in 1943-44 amounted to $35,391,736.80. Of these, $33,871,995.93 were classed as current expenditures.

The business services required to operate the schools of West Virginia are many and varied.

The business services required to operate the schools of West Virginia consist, in each county, of the following activities (1) preparation and administration of the fiscal budget, (2) financial accounting, (3) auditing of financial accounts, (4) payment for service, (5) the purchase and management of supplies, books and equipment, (6) management of long-time obligations, (7) operation and maintenance of physical properties, (8) school site selection, acquisition and development, (9) new building program, (10) property accounting, (11) the development of an adequate insurance program, (12) transportation, (13) food service, (14) personnel management, (15) general office management, (16) records and reports.

A high type of professional skill is required for the administration of the business services in the counties.

There is no general pattern of school business organization in the several counties of West Virginia. If the largest of the local county units followed the practice of the better city school systems in other states, there would be an assistant superintendent in charge of business affairs, and responsible to the superintendent of schools. This generally is not the case in West Virginia, however, for the local arrangements tend to split the business activities into segments, with unrelated assignments to different people, each responsible to the superintendent. For example, the supervisor of transportation may be the chief attendance officer also. The superintendent of buildings and grounds may serve as purchasing agent. The attendance officer may be the supply clerk. The accountant may be textbook librarian. It is possible that such dual assignments may result in acceptable service, but there is reason to believe that many of them are not based on a carefully analyzed plan
of organization. A part of this peculiar differentiation is due to local politics which at times results in a sharp turn-over among the executive and business personnel. Then new people are appointed with assignments made on the basis of personal interests. What is needed is a careful analysis and organization of the business services to be performed and the selection of personnel, on merit, to perform these services.

Business offices and repair shops should be well planned.

It appears that more often than not the local arrangements for school business offices and shops have been based on temporary expediency rather than on a coordinated long term plan. It is suggested that in planning for the future, greater consideration should be given to the proper housing of central business offices and repair shops, with emphasis on availability, adequacy, dignity, convenience, operating economy and general all-around efficiency. There are communities in which a former school building can be rehabilitated to serve such purposes, but in other cases new administrative buildings should be planned.

So far as the central school business offices are concerned, most of them appear to be equipped with the required major pieces of equipment and mechanical machines. There are typewriters, check writers, adding machines, calculators, duplicators and a few dictaphones. Accounting machines at present are quite limited, but a number of the more populous counties ought to find mechanical accounting advantageous. Improved types of duplicating equipment also ought to be given further consideration in some of the counties. There also ought to be a place for more dictating and sound recording equipment.

County school authorities in West Virginia are unnecessarily restricted in handling their financial affairs.

The income of the boards of education depends on two major factors beyond their control: (1) the amount of state aid granted their counties, and (2) the amount of the local tax levy which is limited by the maximum tax rates permitted by law. The boards of education have no control over the property assessments for tax purposes so they can exercise no flexibility in that area.

Local initiative also is restricted in the spending program. Teachers' salaries, which constitute the major item of expense, have minimum limits fixed by law. This is a good provision in the sense that it forbids boards of education to pay unreason-
ably low salaries, but nevertheless, it is a restriction. Boards of education in counties that receive marginal aid cannot pay teachers salaries in excess of the basic state approved salary schedule.

The State Board of School Finance, consisting of the State Superintendent of Free Schools, the State Tax Commissioner, and the Director of the Budget, and the State Tax Commissioner in his separate official capacity, have many powers over local financial matters, both in determining the mechanics of accounting, budgeting and auditing procedures, and in setting up regulations for the performance of the powers and duties pertaining to school finance. These officials have done praiseworthy work in setting up standard forms and procedures to be used for local accounting and budgeting, and in providing auditing service, as these mechanics now generally are following a sound, useful and uniform pattern.

A serious question may be raised, however, as to whether or not the Board of School Finance has assumed too much power over local fiscal administration through its attempt to determine the purposes for, and the conditions under which monies may be spent, as the development of state control usually results in the weakening of home rule.

Uniform budgetary procedure has been established for public schools throughout the State.

The form of the budget adopted for use in the counties of West Virginia agrees closely with national standards. It merits approval as it has done much in the way of improving budget planning in West Virginia. It can be modified year by year to correspond with changes in accounting requirements or to meet new reporting needs, and it therefore ought to be considered a flexible instrument rather than something quite rigid and fixed.

The State Board of School Finance exercises too much control over county school budgets.

The clerical work identical to the budgetary supervision by the State Board of School Finance is performed by the auditor of county school budgets, but the Board acts in determining regulatory policies. In order to keep a continuing check on the school budgets throughout the year, the county superintendents are required to submit monthly financial reports to the State Board of School Finance. Their reports are studied by the auditor who notifies county superintendents of any discrepan-
Accounting is generally well done throughout the State, but there is much needless duplication of records.

The accounting system in use in the counties of the State is adequate for the purpose of preparing the budget, and uniform reports to state and national authorities. It is also adequate for purposes of administrative control and of safeguarding funds. It is, however, cumbersome in operation, and requires much unnecessary duplication of records. This duplication of work should be eliminated.

One county has introduced machine bookkeeping, but on such an elaborate scale that the difficulties there have discouraged other counties from trying it. It should be introduced in simplified form in the larger counties.

Most of the counties do not have any plan for safeguarding extra-curricular funds.

Although many individual schools handle very little such money, others handle many thousands of dollars each year, one superintendent reporting all of his schools collectively handling $75,000.00. Unless some definite plan is made for the proper accounting and auditing of these funds, there is no assurance that they are properly safeguarded.
The New York State Department of Education has published an excellent bulletin on the subject entitled, "The Safeguarding, Accounting and Auditing of Extra Classroom Activity Funds", which should prove useful as a pattern for action in West Virginia.

The State Tax Commissioner is responsible for the auditing of school funds.

Field auditors are sent to each county to make a thorough audit of the school accounts. A bound copy of the audit report is given to the secretary of the county board of education. If there has been any illegal use of public funds, the proper authorities are informed so that they may take appropriate action.

A study of a number of the audit reports indicates that this work generally has been thorough and well done. However, it would seem that the experience and knowledge of the field auditors should be used more than they are to improve the accounting procedures in the various school districts.

Responsibility for the purchase and management of supplies and equipment should be fixed in one person.

Responsibility for purchasing generally is placed with the county superintendent but he may (and does at times) delegate authority to an assistant. This assistant may be an assistant superintendent, or purchasing agent, or supplies clerk, or a secretary or clerk in his own office. In some cases the purchasing authority is divided among a number of different people: (1) the transportation director ordering school bus supplies and equipment, (2) the building supervisor ordering building supplies and materials, and (3) a clerk ordering general books and stationery items.

The law should require at least two competitive bids on any item costing more than $100.

Proper purchasing does not demand that competitive bids be obtained for every individual item. This would mean a waste of time and energy for many small purchases. Then, too, some items are of a specialty type that do not permit of competitive bidding. Furthermore, there are times when a particular type or brand of item is desired with less regard for the close price factor. However, there is nothing in these exceptions to preclude the securing of quotations—rather than bids—and this practice has a moral effect. Vendors who receive open orders for goods with no prices stipulated may be
tempted to present higher priced invoices than would have been the case if costs had been stated. In checking through purchase order files in the superintendents' offices, it was noted that such unpriced orders were rather common in some counties. While it is true that the war situation recently has complicated purchasing and has nullified the value of competitive bidding to some extent, this alibi will not serve as an excuse in the future.

While school purchasing agents no doubt would prefer to have no restrictive legislation hampering their activity, a case could be made for a mandatory statute requiring at least two competitive bids for any supply or repair order exceeding $100.00 in amount. This would not preclude competitive bids on smaller orders and it should serve to protect the public interest.

The specifications for school supplies and equipment should be well written.

Specifications should be definite, complete and concise so that the vendor can know exactly what the buyer wants and expects. Furthermore, they should permit real competition by reputable suppliers, with no unreasonable clauses designed to favor the product of some particular vendor. Considerable improvement in the writing of specifications is needed in many of the counties.

Good management of textbooks and supplies involves adequate storage, continuous inventory, and prompt delivery.

Arrangements for central storage of supplies vary from county to county from poor to excellent. Inventories are generally so limited that there is no control over goods. The bulk of general school supplies and textbooks are distributed to schools throughout the county just before the opening of schools in September.

There is no single "best" plan for school supply management in West Virginia. Common sense must be used in making arrangements that will best serve local conditions, and naturally these must vary. However, it is appropriate to state that an adequate supply of good and serviceable materials and equipment should be made available to the schools at a time when they are needed. Individual buildings should carry a reasonable supply for immediate service, and nearly every county can justify a central storeroom where a reserve is available and from which deliveries can be made.
Provisions for the control of free textbooks during the summer vacation period are unnecessarily unwieldy in many of the communities, requiring the collection and transportation of such books from the individual buildings to a central storage point at the close of the spring term, and then redistributing them again before the beginning of the fall term.

The public school bonded indebtedness for the State of West Virginia as a whole is very low.

The total amount of outstanding school bonds, covering both the old school district bond issues and new county school bonds, was $9,132,800.00 as of July 2, 1945. The state sinking fund had $918,021.43 on that date to use towards the retirement of bonds and the payment of interest thereon. This leaves a net for the entire State of less than $8,000,000.00. Nearly 70 per cent of this amount is in two counties.

It is legal, in West Virginia, to issue bonds for a period of not more than thirty-four years. There are outstanding school bonds issued for this period, the latest series of which were issued July 1, 1940 with final maturity July 1, 1974. The survey staff is of the opinion that it would be wise to fix a maximum limitation of twenty years for future school bond issues. The present practice of requiring the issuance of serial bonds in place of term bonds is sound and should be continued.

There is appalling neglect of fire prevention and safety devices in some counties.

Fire losses are common. The danger of an awful fire disaster is present in many communities. The office of the state fire marshal is aware of the need for improvement in fire prevention practices, but his reports and warnings are frequently unheeded.

Fire exits and fire escapes should be kept in good repair at all times. They are frequently neglected in West Virginia. In order to correct existing hazards, the survey staff recommends that the State Department of Education be empowered to inspect school buildings, to order necessary repairs and installations, and to order hazardous buildings or parts of buildings to be closed, either temporarily until improvements are made, or permanently if they are deemed unsafe for school use. The survey staff is of the opinion that a fire insurance engineer should be appointed to serve in the State Department of Education.
County school officials should analyze their fire insurance programs to determine whether coverage is adequate.

It is common practice for county boards of education to carry fire insurance. Most of the policies are of the blanket type with several buildings listed under a blanket gross total. Where co-insurance is employed it is important to make sure that enough insurance is carried to cover possible losses.

School fire insurance policies are carried in varying terms of one, three, and five years. The five-year term is more economical. Good business administration would reduce the number of policies consistent with proper distribution of risk and business.

Special types of insurance should be employed to safeguard special risks.

Boiler insurance serves a double purpose: (1) losses may be recovered, and (2) the inspection service provided by the insurance company gives timely warning regarding needed boiler adjustments and repairs.

Only ten counties in the State carry compensation insurance protecting school employees in the event of injury or death in the line of duty. The survey staff emphatically recommends that the provisions of the State Workmen's Compensation Law be made mandatory for boards of education.

While some counties report no surety bonds in use, the vast majority have either one or two school officials covered by surety bonds in amounts ranging from $1,000.00 to $25,000.00. The most common figure is $10,000.00 Both the corporate type and personal type of surety bond are used, although the personal type generally has been found to be weak and oftentimes worthless. The survey staff recommends that no personal surety bonds be accepted for school officials and employees and that the premium cost of the corporate type of bond be paid out of school funds.

More than ten per cent of the total current expenses of West Virginia's schools goes for operation and maintenance of plant.

The task of operating and maintaining the physical school plant consisting of buildings, grounds and equipment, excluding transportation facilities, is a substantial undertaking. It accounted for aggregate expenditures of $4,404,656.85 during
the fiscal year 1943-44, for the State as a whole. Of this amount, $2,932,696.63 was spent for operating the plant—the daily routine cleaning, heating, lighting and general care. The sum of $1,471,360.22 was spent for repairs and replacements. This did not include new building construction classified as capital outlay.

About one-half of all expenses of operating and maintaining the school plant is paid out in wages.

A total of 4,737 employees were engaged in operating services in 1943-1944, 2,475 on a full-time basis and 2,262 on a part-time basis. Their aggregate wages amounted to $1,536,882.41, or 52.4 per cent of the total operating costs. There were 189 full-time and 500 part-time maintenance employees earning combined wages of $672,412.89, or 45.7 per cent of the total cost of maintenance.

In view of the importance of the labor element, stress should be placed on the selection of capable employees to serve as custodians, firemen, engineers, and repairmen.

The West Virginia schools have many capable people, but the ranks also include many individuals who do not measure up to desirable standards. The labor shortage during recent years and the low wages paid the school employees have handicapped the schools in their attempt to get competent help, and proper cognizance must be taken of these factors. However, the war is now over, and a new approach to the problem may be taken. Higher qualifications should be set up for future new employees and appropriate wage schedules established to attract the potentially capable people needed in the schools. The survey staff believes that merit should be a primary consideration, and that “politics” have no place in the selection of such employees. It is a difficult matter to develop a competent group of employees when they serve at the “will and pleasure” of politically minded officials.

The standards of custodial work should be raised.

It has already been pointed out that custodians and their helpers should be selected with greater care. It has become the custom country-wide to train custodians in service. A beginning at such training has been made in West Virginia. The standards of service rendered by the custodial (janitorial) employees range from the extremes of poor to excellent.
$100,000.00 a year could be saved by training firemen.

Even though West Virginia is a leading coal producing State, the fuel cost is substantial, amounting to $631,443.66 in 1943-1944 for the public schools throughout the State. The survey staff estimates that at least $100,000.00 of this represents sheer waste, due to the general poor standards of heating plant service. Too many of the firemen simply shovel in coal and pull out ashes, and neglect the more unpleasant job of removing soot from firing surfaces. While some of the men reported that they clean out the soot once a week during the heating season, others reported monthly, or quarterly—even annual—cleanings. Many of the furnaces and boilers were examined by members of the survey staff in August and some were found in a hopelessly filthy condition at that time.

The average level of illumination in West Virginia's schools should be raised to 15-foot candles.

It is safe to say that the average level of illumination in the existing West Virginia public schools does not exceed five-foot candles, or approximately one-third of what may be considered a reasonably adequate standard.

One is struck by the fact that in many schools there are no decent provisions for washing hands.

There is cold water available generally, but often no soap or paper towels. The schools attempt to teach the importance of cleanliness, and children should be given an opportunity to practice the habit while in attendance. The argument occasionally is advanced that the children are wasteful of supplies, or that they tear away the soap and towel fixtures and therefore do not deserve to have them. Principals and teachers must cooperate with the custodians in correcting this condition. Denial of decent provisions is not the answer.

In going through many school buildings, one is struck by the fact that there are so many minor repairs needing attention.

These needed repairs may be (1) a torn window shade, (2) a door knob missing, (3) a loose base board, (4) a light switch plate missing, (5) a lamp shade broken, (6) a loose desk seat, (7) a sticking door, (8) a faucet leaking, (9) a sash cord broken, (10) a floor drain plugged, (11) a towel dispenser torn loose, or (12) a window pane broken. It should be possible for a custodian to make some of these minor repairs if he had instruc-
tions to do so, and if he had proper tools and materials. An at-
ttempt should be made to care for these items promptly so they
do not pile up.

The public schools of the State need to spend about
$400,000.00 a year more on maintenance
than was spent in 1943-1944.

Repairs and replacement costs for the State as a whole
amounted to $1,471,360.22 in 1943-1944, equal to 1.55 per cent
of the total property valuation of $93,755,427.46. Before the
war it was possible for the average city school system of some
size to do an acceptable maintenance job on an annual budget
equal to 1.5 per cent of the total school property valuation.
County-wide school systems, with transportation problems and
many buildings of frame construction, need even more money
than the more congested city systems. Because of the sharp
increase in building costs over the past five-year period, the 1.5
per cent figure no longer is adequate. Today, in 1945, it is more
appropriate to use 2 per cent of the total property valuation as
a reasonable annual budget amount for school repairs and re-
placements. The large backlog of repair needs accumulated
during the war years will require extra expenditures estimated
at $2,000,000, in order to bring the school maintenance stan-
dards up to their pre-war level.

School buildings in the State as a whole have never been
satisfactory, and cessation of building during the war
has made the need for new buildings acute.

The average one-teacher rural school was built about 1914
on a site of one-half acre or less. These schools are nearly all
of wood frame construction, mounted on posts or stone pillars.
The average value is less than $1,000. The situation with re-
spect to two-teacher schools is much the same. Only in build-
ings of seven or more rooms is there even an approach to
reasonable standards of fire-safe construction, and provision
of special facilities for a complete school program. Only a few
buildings in the State have adequate playgrounds, and many
buildings in industrial areas are crowded.

The State should provide a reasonable part of
the cost of new school buildings.

Under present financial limitations the counties of the
State of West Virginia are powerless to build the buildings
required for a proper educational program. Even when these
limitations are removed, it is believed that the State should
provide a reasonable part of the cost of new construction and require by law that such construction shall meet the standards set up by the State Department of Education. This would mean that all plans for new construction should be examined and approved by the Department.

School Transportation in West Virginia

West Virginia ranks high among the States in the quality of its school transportation program.

West Virginia has exercised important nationwide leadership in this field. However, it must take strong action to eliminate present and potential weaknesses if it is to develop a safe, economical, and adequate transportation program that is capable of meeting all needs at this time. Rapid changes require the exercise of strong leadership and the adoption of sound policies if the present quality of transportation is to be maintained. To effect a program for securing the maximum of safety, economy, and adequacy, the following recommendations are made.

**Bus drivers should be selected on merit.**

Sound administrative procedures for the nomination of drivers which eliminates political considerations should be universally adopted. The present process of testing drivers should be made equally effective in all counties, and the present practice for eliminating undesirable candidates through the Department of Public Safety should be maintained.

**School bus drivers should be part-time workers on part-time pay.**

The State and counties should adopt a policy of driver employment which provides trained drivers compensated on a part-time basis for part-time employment. Provision should be made for recruitment and training of women and the high school students necessary to provide an adequate and continuous supply of competent, trained drivers. The State should make such changes in the minimum age requirements for obtaining driver licenses as is necessary to use high school students as bus drivers.

**The State should initiate a training program for school bus drivers.**

An adequate statewide program for in-service training of drivers and pre-service training of prospective drivers should
be initiated at once, and the State should make adequate provision for cooperating with the counties in developing this program.

*Once minimum safety requirements have been met, economy should be the basic consideration in the purchase of new vehicles.*

On the advice of a committee of state and county officials, the State should institute a program for procurement of new vehicles which includes uniform minimum specifications, provision for efficient financing of new purchases, and sufficient state control over the purchase of equipment to insure favorable prices. Ten years as the average life of a bus should be accepted as the basis for replacements.

*An effective program of preventive maintenance and repair of busses should be instituted throughout the State.*

The program of maintenance and repair of busses should be based on the standards for such service adopted by the National Conference of the Forty-eight States at Jackson's Mill, West Virginia, October, 1945. The County Board of Education should own and operate facilities for preventive maintenance and repair when five or more busses can be readily brought to a single center.

*The primary responsibility for the provision of school transportation should continue to be vested in the county.*

The State should establish and enforce only such laws, rules, and regulations as necessary to facilitate the work of the counties, and to insure the provision of minimum essentials.

The State should made adequate provision for vigorous statewide leadership to assist the counties with their transportation problems, both individually and collectively, and to enforce such minimum standards as are necessary to insure a minimum of safety and economy. An assistant should be added to the office of the State Supervisor of Transportation to make possible the advisory service needed in carrying out the recommendations of this Report and to service transportation records. State functions vested in various state agencies should be consolidated and clarified, following the principle that educational leadership should be vested in educational agencies, and law enforcement in law enforcement agencies.
Adequate provision should be made in every county office for the administration and supervision of school transportation. A full-time supervisor should be employed in all counties operating more than 30 busses. The county supervisor, whether full-time or part-time, should be professionally trained and experienced in the field of education and competent to develop the transportation program in terms of the basic function of the school—the education of children and youth.

Each county should make adequate provision for the accounting essential to a sound transportation program throughout the State.

The county administrative office, in cooperation with the local schools, should lay out routes, supervise the assignment of pupils to busses, and promote healthy pupil conduct during loading, unloading, and in transit.

**Bus routes should be studied and systematically developed.**

Statewide policies should be developed for reconversion to peacetime operation, and all bus routes should be checked in the light of sound peacetime standards, continuing the elimination of uneconomical practices such as over-lapping routes and door to door pickups, but insuring that children are not exposed to undue hardship and hazardous conditions. Children should not be on the bus more than one hour each trip, and should be transported if living more than one and one-half miles from school.

The present system of feeder routes should be expanded to meet the needs of remote pupils.

The State Road Commission should make school bus routes the first priority in its program for developing secondary roads, study the causes of school bus accidents and move to eliminate promptly from present bus routes the narrow roads and bridges, dangerous curves, and other highway hazards which are now a serious menace to the safety of transported children.

**School transportation accounting records should be simplified to insure higher accuracy.**

A committee of state and county officials should reappraise the whole system of school transportation accounting in the light of the purposes to be served in order to insure to a maximum degree: (1) the records needed for efficient operation in each county, in accordance with local needs, and (2) accurate statewide data essential to efficient operation. In the collection
of statistical reports the possibility of greater accuracy in reporting and longer intervals between reports should be explored.

**Contract transportation of school pupils should be eliminated.**

Private ownership of school busses and contract transportation should be eliminated. Provision should be instituted for group purchasing of busses, accessories and parts, and equipment for servicing, preventive maintenance and repair of busses. The State should finance such purchasing either directly or through the provision of favorable credit facilities.

**The use of school busses for education purposes other than transportation of pupils to and from school should be encouraged.**

The whole possibility should be explored of using busses for taking pupils to special classes, to athletic contests and other school activities, and on field trips and excursions. The State should take such action necessary in the provision of statewide policies and leadership to make it possible for the several counties to effect this proposed program.

**State insurance of school bus risks should be established.**

The present cumbersome system which makes an excessive drain on school funds should be replaced by a state program for insurance of school busses. The plan should efficiently and economically relieve the several counties of undue risks.

**The Program of Education in the Free Schools of the State of West Virginia**

According to the monthly reports of county superintendents at the end of October, 1944, 410,233 pupils were enrolled in the free schools of the State of West Virginia. These schools are broadly classified as elementary schools and high schools. As required by the Constitution of the State, separate schools are provided for white and Negro pupils. The simplest possible analysis of the total enrollment of these schools follows:

<table>
<thead>
<tr>
<th>TYPE OF SCHOOL</th>
<th>WHITE</th>
<th>ENROLLMENTS</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Number</td>
<td>Number</td>
</tr>
<tr>
<td>Elementary (Grs. 1-8)</td>
<td>266,193</td>
<td>17,060</td>
<td>283,253</td>
</tr>
<tr>
<td>High (Grs. 7-12)</td>
<td>118,504</td>
<td>8,476</td>
<td>126,980</td>
</tr>
<tr>
<td></td>
<td>384,697</td>
<td>25,536</td>
<td>410,233</td>
</tr>
</tbody>
</table>
These figures suggest four things, all of which are explored more fully in the course of this and other chapters of the present Survey. They are (1) the high concentration of pupils in the elementary schools, (2) the higher persistence of Negro youth in the high schools, (3) the relatively small enrollment of Negro children and youth in all schools, and (4) the magnitude of the problem of conducting a school system—one might say, a dual school system—enrolling almost half a million pupils scattered unevenly over nearly 25,000 square miles of mountainous country. Then, if one looks at the total picture imaginatively, he is bound to ask whether these pupils are all of the children and youth of West Virginia who ought to be served by the free schools of the State.

West Virginia is developing a form of organization for her free schools which is well adapted to the needs of the pupils enrolled.

Educational authorities are agreed that schools for the education of children from three, four, or five years of age to eleven or twelve years of age should, wherever possible, be conducted in units separate from schools for youth from the ages of twelve or thirteen to seventeen or eighteen years of age. They are equally well agreed that schools for youth in sparsely settled communities should be one unit from grades seven through twelve. Only where there are enough pupils to provide a unit of 1,200 to 1,500 in grades seven through nine and a unit of the same or only slightly smaller size in grades ten through twelve, should separate units for junior and senior high schools be provided.

One other generally held opinion among professional educators may well be mentioned although it does not apply in West Virginia at the present time. It is that, wherever the senior high school is extended to include grades thirteen and fourteen, the junior unit should contain grades seven through ten and the senior unit should contain grades eleven through fourteen. Educators believe, quite generally, that a two-year unit composed of grades eleven and twelve or grades thirteen and fourteen provides too short a time for the school to do effective work with the pupils enrolled.

An analysis of the enrollment of West Virginia's schools reveals that 53 per cent of all white children in the elementary schools are enrolled in schools containing grades one through six. The same figure for Negro children is 64 per cent, which is not far from the national average. The same
analysis reveals that 48 per cent of the white children are enrolled in schools with six or more teachers. On the other hand, only 25 per cent of the Negro children are enrolled in schools with six or more teachers. That both figures are as low as they are is due in the main to the sparsity of the population, more particularly the Negro population in rural areas, and to roads inadequate for school bus routes. To a less, but still important degree, the small schools are due to the pride of small local communities in schools established long before transportation of pupils and the consolidation of schools was possible. One other factor may be considered. Many of the counties do not have the financial resources, under present law, to provide satisfactory new buildings for the consolidation of schools which should be cared for in that way. Moreover, the present formula governing the distribution of state aid discourages rather than encourages the consolidation of schools.

The form of organization developing in West Virginia should be given the substance necessary to meet the needs of the individual children and youth in the schools.

*Professional judgment favors the six-year high school, or the three-year junior high school and the three-year senior high school.*

Analysis reveals that 76 per cent of the white youth in the high schools of West Virginia are in the favored types of organization. Next to the number of pupils in very small schools, the most unfortunate situation revealed by this analysis is the number of pupils (25,806, or 22 per cent) still in old-fashioned four-year high schools of which there are 67 left in the State. This means that, in the areas covered by these schools large numbers of younger youth are still enrolled in the seventh and eighth grades of the elementary schools. In other words, the younger youth in these areas are enrolled in schools for children, to their own disadvantage and to the disadvantage of the children in these schools.

The situation in the high schools for Negro youth is much more favorable as to type of organization. Here 98 per cent of all pupils are in the preferred types of schools. This is to be expected, for the provision of high school education for Negro youth is recent. It has, therefore, been easier to avoid in the Negro schools the traditional forms of organization long established in schools for white youth.
The size of a high school determines the number of teachers and the quality and richness of the educational opportunities which can be provided.

Analysis reveals that 93 per cent of all white youth are enrolled in schools with seven or more teachers, while 75 per cent of Negro youth are enrolled in schools of similar size. The survey staff believes that all high schools of fewer than seven teachers should be consolidated with other schools as soon as practicable, thus making possible a broader program of education for all the youth of the State. The survey staff also believes that all seventh and eighth grade pupils should be incorporated in the junior high or six-year high schools as rapidly as possible.

The principal should be provided with both clerical and professional assistants.

In many high schools the principal is provided with clerical assistance. However, in many more of them, including some of the larger schools, the principal must do his own clerical work. The performance of clerical work is a waste of the principal’s time. Certainly in all schools of ten or more teachers one full-time clerk should be provided, and, in the largest schools, two or more clerks should be the rule.

Also, in the larger schools, the principal should be provided with professional assistance. For example, in a school of 1,200 or more pupils, the principal may well have the equivalent of three full-time professional assistants. In a six-year school these might well be assigned as follows:

1 assistant (a woman), to the organization and administration of the junior high school, and to girls’ problems in all grades.

1 assistant (a man), to the organization and administration of the senior high school and to boys’ problems in all grades.

1 assistant (man or woman), to organize the programs of guidance and of extra-curricular work in both schools.

Other satisfactory plans for the delegation of authority and responsibility to assistants will occur to any experienced administrator. However, this plan has the merit of being clean-cut and of reserving to the principal the work which is at the heart of the school—the leadership of teachers in solving the problems of teaching and learning. This may be thought of as supervision, and it is frequently described as the visitation of classrooms. However, the best supervision is more than visiting teachers to enforce the materials and methods of
a prescribed curriculum. It is educational leadership in formulating the program of the school to satisfy the needs of the pupils and the community, and the coordination of the findings of experts in solving the problems of teaching and learning. It is this function which the professionally competent principal should want to reserve to himself, and it is this function which the good superintendent would want to reserve to the competent principal.

West Virginia has only eight or ten high schools of the size under discussion. It may be well to indicate, then, a sliding scale for the assignment of professional assistants. Such a scale might well be as follows:

<table>
<thead>
<tr>
<th>Number of Pupils Enrolled</th>
<th>Number of Professional Assistants</th>
</tr>
</thead>
<tbody>
<tr>
<td>300 - 599</td>
<td>½ time of one person</td>
</tr>
<tr>
<td>600 - 899</td>
<td>1 person</td>
</tr>
<tr>
<td>900 - 1,199</td>
<td>2 persons</td>
</tr>
<tr>
<td>1,200 - and up</td>
<td>3 persons</td>
</tr>
</tbody>
</table>

This scale is not to be taken as a rigid prescription. Circumstances vary in accordance with needs, and the amount of assistance provided in every case should be determined by the need.

The pupils in the schools of West Virginia are not distributed so as to receive the maximum benefit from their schooling.

The distribution of pupils in any school system by age and grade is one of the means by which the experienced educator judges the efficiency of the schools, the need for change, and nature of the changes needed. Such a distribution is much more reliable as a guide when accomplished by studies of the rate of promotion and the progress of pupils through school.

Elementary schools, grades one to eight, enroll 69 per cent of all pupils. High schools, grades seven to twelve, enroll 31 per cent. The proportion should be elementary schools, grades one to six, approximately 51 per cent; high schools, grades seven to twelve, approximately 49 per cent. This means that more than 50,000 youth—perhaps as many as 70,000—who should be in junior and senior high schools are still enrolled in elementary schools being taught by methods applicable to children. This represents an enormous loss to these youth and an even greater loss to the State.
In the sixth grade alone, of 35,135 enrolled, 17,582, or 50 per cent, are seriously over age for their grade.

Some progress has been made in correcting this situation in the past eighteen years. In 1927, 69 per cent of all pupils enrolled in the sixth grade were over age; in 1936, 56.1 per cent; and in 1944, 50 per cent. However, the rate of improvement is extremely slow, and will continue to be slow under the present plan. What is needed is a revamping of the entire program of education to adapt it to the needs of the children and youth in the schools.

The rate of non-promotion in the elementary schools is too high.

The State Department reports the following rates of non-promotion in elementary schools in 1941-42 and 1942-43:

<table>
<thead>
<tr>
<th>Per Cent of Non-Promotion, by Grades</th>
<th>State of West Virginia</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year</td>
<td>Grade</td>
</tr>
<tr>
<td>------</td>
<td>-------</td>
</tr>
<tr>
<td>1941-42</td>
<td>15.6</td>
</tr>
<tr>
<td>1942-43</td>
<td>17.2</td>
</tr>
</tbody>
</table>

Teachers were asked to report the causes of non-promotion. They reported “low attendance”, “low reading ability”, “low mental ability” as the causes in more than half of all cases of non-promotion. However, they failed to recognize “emphasis on grade lines”, “lack of individual help”, “poor school organization”, “ineffective methods”, and “pupil-teacher friction” as causes of failure. Every educator knows that the causes which were reported tend to disappear when the unrecognized causes listed above are recognized and dealt with. Proposals for a program of education to deal with such causes of failure appear later in this Report.

Too few of West Virginia’s youth attend high school.

Only 20 per cent of the youth of West Virginia are enrolled in grades nine through twelve. Ideally, the figure should be 33 1-3 per cent. Oregon actually reaches 32.3 per cent. West Virginia ranks thirty-seventh among the states in this respect.

The youth of West Virginia who reach the ninth grade stay on to graduate from high school in about the same proportion as they do in other states. Of those who graduate from high school, a relatively large proportion go on to college.
Even so, West Virginia does not have a large enough proportion of its youth in high school and college to satisfy the needs of the State for an educated citizenry.

A high proportion of Negro children and youth attend school, but not enough of them finish high school.

The Census of 1940 also reveals that there were 36,880 Negroes, ages 5 through 20, in the State at that time, 26,462 of whom were attending school. The per cent of the Negro population of school age who were in school was greater than the per cent of the white population of school age who were in school. This was true, not only of the totals, but it was also true at every age from 5 to 20. This is evidence that the Negroes of West Virginia, as a group, appreciate the opportunities for education which have been provided for them.

In the years reported for West Virginia, the white high schools of the State showed higher holding power than the average for all high schools in the United States, until 1942, when enthusiasm for war work, or enlistment, or both, took its toll. On the other hand, the Negro schools never quite reached the average. Attention has already been called to the favorable position of schools for Negroes when organization and attendance are considered.

There should be a Division of Research in the office of the State Department of Education.

It is recommended, at this point, that the means of observing progress in the schools, such as age-grade tables, tables of promotion and non-promotion by grades and subjects, studies of causes of non-promotion, and tables showing the progress of pupils through school should be improved and extended to all grades included in the free schools of West Virginia. But it should be remembered that such devices do not, by themselves, improve a school system any more than a fever thermometer improves the health of a patient. They are only the means of observing certain fundamental elements of weakness and strength in the total program of education, and the effect of changes made in that program.

It is also recommended that there shall be created in the State Department of Education a Division of Research, and that, along with other duties, the duty of making age-grade studies, studies of progress through school, and of promotion and non-promotion be assigned to the new Division.
Test results indicate improvement in the achievement of pupils in the schools of West Virginia in the past 18 years.

There has never been a complete survey of the intelligence and achievement of the children and youth in the free schools of West Virginia. The last extensive survey was made in 1928.

No tests were given under the supervision of the staff of the present Survey. However, the results of tests given in all the elementary schools in a number of counties, both those predominantly urban and those predominantly rural, were examined by the survey staff. Comparison of these tests results indicates improvement.

An enriched home and community environment and better teaching in the schools affect intelligence test scores favorably. If the mental test results of the survey of 1928 were to be taken at their face value, the children in the elementary schools of West Virginia were, on the average, in 1928, of low normal intelligence. If the mental test results of the youth in the high schools at that time were to be taken at their face value, these youth were of average intelligence. On the other hand, if the results of mental tests given recently in the counties where such material was examined were to be taken at their face value, mental levels in the State as a whole have risen during the past 15 years by approximately ten points, or from low normal to average, or nearly average, for the country as a whole. As a matter of fact, this apparent improvement in the mental ability of the pupils in the schools of West Virginia is probably to be interpreted as improvement in the homes and in standards of living, enrichment of community life, and better teaching. There is no reason for believing that the children and youth of West Virginia are natively, and on the average, any less able or any more able mentally than the children of any other state. However, there is some reason for believing that the isolation in which many of the families of the State still live has retained in small communities somewhat more than their share of both the lower and the abler strains in the native stock, and that, with further improvements in standards of living, community life, transportation and communication, and in the schools, mental test results in West Virginia will reveal a distribution of intelligence among the children and youth in the schools entirely comparable with the distribution of mental ability in the country as a whole.

There is no reason to believe that one bit of intelligence or culture has ever been introduced into the blood stream of any racial stock. There is no reason to believe that any of the cur-
rent expressions of superior intelligence or culture on the part of any individual or group in our society would have been possible without a superior program of education. This is not a denial of the potency of native ability. It is simply intended to point out that the great achievements of the mind and heart of man are, primarily, the achievements of society through education.

There should be a Bureau of Tests and Measurements in the recommended Division of Curriculum Development and Improvement of Instruction in the office of the State Department of Education.

West Virginia has never had a state-wide testing program. Such a program would be desirable as a means of describing the pupils in the schools as a guide in developing a program of education adapted to the needs and abilities of the pupils in the schools. Tests results in given subjects are a proper guide to committees engaged in the development of courses of study. They are an invaluable guide to the solution of problems of teaching and learning, and are, when used in this way, the chief data for discussion between the supervisory officer and the teacher.

The chief duties of the recommended Director of Tests and Measurements would be (1) the development, in cooperation with the proper state and local officials, of a state-wide testing program; (2) the encouragement of the development of county and local programs of testing consonant with needs; (3) the interpretation of test results, both local and state-wide (4) the encouragement of the use of tests in solving problems of teaching and learning, and the discouragement of aimless testing.

Most of the elements of a good program of education are provided for in the education law of West Virginia.

The school law of West Virginia requires a minimum program of education and permits the extension of that program by the counties in a number of important ways. For example, elementary schools are required; high schools are permitted. Wherever, as in the case of junior and senior high schools, state support is extended to the counties for the development of the program permitted, or where federal and state support is extended jointly, as is the case with vocational education and vocational rehabilitation, the permitted additions to the program give evidence of normal development to satisfy the real needs of the children and youth of the State. On the other hand, in every case where the State has withheld support, as is
the case with kindergartens and health services, or has granted it meagerly or contingently, or both, as is the case with school libraries, the permitted facilities have developed haphazardly or not at all.

No competent educator in the State, or out, would deny the need for kindergartens or for adult education, the need for good school libraries for children and youth of all ages, the need for supervision of music and other special subjects, the need for the health services now permitted by law, and the need for playgrounds. The survey staff believes that state aid should be extended to the counties in support of such extensions of the present program on much the same basis as state aid is extended to the counties in support of junior and senior high schools.

The elementary schools of West Virginia are on the way to become six-year schools enrolling children from six or seven through eleven or twelve years of age.

This is good as far as it goes. However, there are thousands of over-age pupils in the schools. This is due to late entrance and failure to make normal progress through school. Failure to make normal progress is, in turn, due to the entry of pupils unprepared to do the work of the elementary school, to rigid grade lines, and to a curriculum which fails to take adequate account of the individual differences and needs of pupils.

The kindergarten is the chief means of preparing young children for success in the elementary schools. The law permitting the organization of free kindergartens for children four and five years old has not yet eventuated in the establishment of this type of education beyond the boundaries of a single county, and even there only a small proportion of the four- and five-year old children are enrolled. Besides this, a substantial portion of the 13-14-, and 15-year old youth of West Virginia are still enrolled in the seventh and eighth grades of the elementary schools. This is particularly true of one- and two-teacher schools in more or less isolated communities.

The elementary schools of West Virginia have made progress toward the integration of subjects, one with the other, and with the life of the community.

Educators are generally of the opinion that the most serious defects of the curriculum of the older more conservative school systems of the United States are the fragmentation of content, with minute time allotments to each fragment, each day, and
the divorcement of the content of the curriculum from everyday life as it is lived in the school and in the community from which the pupils come. An examination of the curriculum and daily work schedules illustrates how far the curriculum of the elementary schools of West Virginia has moved in the direction of the more integrated presentation of subject matter as related to the life of the community. In the opinion of the survey staff this is altogether desirable.

*The courses of study in use in the elementary schools of West Virginia were developed democratically.*

Both the curriculum and the courses of study were developed by committees of teachers, principals and superintendents in the schools, experts in curriculum development at the State University and in subject matter and methods of teaching at the state colleges, and officers of supervision in the State Department. The curriculum and all courses of study bear evidence of the fact that a genuine effort has been made to solve the problems of teaching and learning as they present themselves in the classroom, and to present the solutions arrived at systematically for the guidance of other teachers. However, there is some evidence that ready-made solutions, some of them much less than adequate, were resorted to here and there.

*Much significant local material has been incorporated in the courses of study.*

A surprisingly large amount of local material is included in nearly every course. Local history, local geography, the forms of plant and animal life that abound in West Virginia, the geology of the State, problems of conservation, and problems of daily life are drawn upon freely in developing the content of courses and providing for the learning of the fundamental skills in reading, speaking, writing, and numbers required for daily living and for further education. However, even here more of the material has been taken from books than need be. More should be derived from the community by the personal investigation of pupils and teachers.

Especial effort has been made to integrate local materials and the materials of the usual common subjects of study—reading, writing, arithmetic, history, geography, etc.—into large units of work with ample time for the accomplishment of each. This is desirable in any course of study for use in the elementary schools. It is imperative in courses of study for one- and two-teacher schools. This the curriculum and course of study committees of West Virginia have recognized.
Courses of study have been introduced and are administered democratically.

The curricula and the courses of study in use in West Virginia have been put into operation in the schools primarily by the same methods by which they were produced. They are presented as tentative solutions to the problems of teaching and learning which confront teachers and pupils in the classroom every day. Teachers and supervisory officers are requested to try the materials and methods in the courses and to invent the means of accomplishing the purposes outlined more surely or expeditiously—even to revise purposes where it seems advisable.

The courses of study in use in the elementary schools of West Virginia emphasize the three R's.

On the whole, the curriculum and courses of study supplied by the State Department for use in the elementary schools of West Virginia represent "middle ground". This is true in more ways than one. Great emphasis is placed upon two things: (1) mastery of the fundamental skills in reading, speaking, writing and number work; and (2) practice in solving the problems of everyday life which require these skills and a knowledge of what is in the school and in the community about the school. Some school systems over-emphasize one or the other of these phases of elementary school work. The curriculum and courses of study in use in West Virginia represent "middle ground" in still another sense. They are intended to help teachers to become independent workers in solving problems of teaching and learning. However, they recognize that not all teachers can develop this ingenuity. They are good guides for those who cannot. They are stimulating aids to the full development of those who can. They can be said, then, to occupy the "middle ground" between the wholly dependent and the completely independent teacher—even to build a bridge from the dependent to the independent teacher.

West Virginia recognizes the six-year high school including grades seven through twelve as desirable.

The State of West Virginia is moving toward a period of six years for the education of the youth of the State. This period includes grades seven through twelve; and it is intended to provide education for youth from 12 or 13 years of age to 17 or 18 years of age. In practice this period is frequently broken in the middle, thus providing a junior high school for pupils 12 or 13 through 14 or 15 years of age and a senior high school for pupils 15 or 16 through 17 or 18 years of age. As pointed out
earlier in this chapter, some counties, and some smaller units, have not yet recognized the desirability of these divisions or they have encountered difficulties in establishing the desired form of organization in practice. They continue to operate four-year high schools for youth 14 or 15 through 17 or 18 years of age.

Little provision is yet made in West Virginia for the education in public high or technical schools of youth from 18 or 19 through 19 or 20 years of age.

In its report on research activities on post-war employment, the West Virginia State Planning Board points out that approximately 8,000 youth above eighteen years of age who had not completed a high school education at the time of their induction into the armed forces will desire, upon their return to civilian life, to reenter high school. Some provision must be made for these youth in other than regular high schools. This may be the beginning of a plan which will ultimately provide post high school education for technically inclined youth.

**West Virginia is in the process of developing a curriculum for junior high schools.**

The State Department has published no adequate curriculum for the larger junior high schools of the State, even though the bulk of the junior high school pupils of the State are enrolled in such schools. In October, 1944, there were 22,614 pupils enrolled in junior high schools with seven or more teachers, and 53,064 pupils enrolled in six-year schools of seven or more teachers. However, it is reported that such a curriculum is in process of development. The text of the full Report carries the outline of a curriculum for the junior high school, offered not for adoption, but for consideration by the West Virginia Junior High School Curriculum Committee.

**West Virginia should develop and adopt a unitary curriculum for use in its high schools.**

Curricula, seven in number, for the larger high schools of West Virginia are presented in the “Manual” for the State in terms of the old-fashioned four-year high school. These typical curricula for larger high schools are not intended to be rigid plans for seven different groups of students, yet they tend strongly in that direction. What is needed is emphasis on a personal plan for each youth in the schools, made under guidance, and developed through the years the youth spends in high school with the youth’s past records and his aims for the future in mind.
The present school curriculum is, rather, a collection of curricula, each designed to supply a mold for a type of youth, rather than one curriculum designed to supply offerings rich enough that each and every youth may develop the plan best suited to the needs of the community in which he lives and to his own need to earn a living and/or to further his education.

Suggestions for the development of a unitary curriculum suited to the interests and needs of the youth of West Virginia appear in the full Report.

A unitary curriculum would provide for common learnings and learnings needed to meet individual needs.

The general program of the State Department has been to develop, progressively over the years, detailed courses of study to fill out its curricula or master plan for the education of youth. All newer courses actually represent sound approaches to the subject matter youth in the schools need to master in order to solve their own problems of daily living and future education.

Required subjects in the curricula as stated do represent, after a fashion, the common learnings needed by all youth. Elective subjects represent the varying needs of youth for vocational training and preparation for further education.

Two recent printed courses, that for General Aviation and that for Driver Education, represent clear thinking about current needs of youth in the later years of the high school. Because of the difficulties of traffic control in mountainous country and the number of accidents in which automobile drivers are involved, particularly accidents to pedestrians, the course in Driver Education represents acute social as well as individual need. A liberal curriculum such as is presented in tabular form in the main Report would provide a place for this material without infringing on the demands of other subjects. A place for this course should be found in all schools, regardless of the rigidity of the present curricula in operation in any school.

New vocational courses in Agriculture, Home Economics, Trade and Industrial Education including Mine Maintenance, Distributive Education, and Occupational Information and Guidance have not yet been printed. Examination of these courses in mimeographed form reveals unusual adaptations to local community needs as well as to needs of individual pupils.
West Virginia lacks leadership and a technically trained staff to do first-rate work in developing curricula and courses of study.

The schools of West Virginia are generally lacking in staff to do research in local occupations and industries, to examine competently the health and physical condition of the children in the schools, and to select, give, and interpret psychological and educational tests. The lack of accurate information about local conditions and about the health, mental development, and present educational achievements of the children in the schools has sometimes led to significant omissions, unfortunate inclusions, or the mis-grading of subject matter or methods. This is apparent in a number of courses of study, but more particularly in the important elementary school course entitled, "Teacher Manual and Course of Study for West Virginia Clubs." This course is as rich in local material as any course the members of the staff have ever examined. It presents enormous possibilities for effective teaching. However, it is so formalized in method as to prevent its effective use with other than very able pupils.

Elementary school courses are characterized by extensive utilization of state and local materials of all kinds, by integration of subjects, one with another, and by the integration of local material with the subjects.

High school courses, except for the newer ones, particularly vocational courses, still tend to be formal and unrelated to life.

Any philosophy of education, to be sound, must be based upon (1) a knowledge of society and its needs for workers and citizens; (2) a knowledge of children and youth and of their needs, both for security and for adventure, in the world about them; and (3) a knowledge of the ability of children and youth, collectively and individually, to learn to satisfy their own needs and the needs of society.

The good curriculum and courses of study are supported by the findings of continuing research in the fields of (1) community problems, (2) industrial and occupational life, (3) the mental abilities of the pupils in the schools, and (4) the achievement of the pupils in the schools. The good course of study is also supported by sound scholarship in the subject or subjects under consideration and by continuing observation of the everyday environment. Considerable knowledge of how children and youth grow and develop is essential; and such knowledge, if theoretical in the beginning, must be verified by common ob-
servation and experience with the persons to be educated, both in the classroom and in the community.

Courses of study in use in West Virginia show more evidences of sound scholarship in the subject or subjects under consideration than they do with any other of the elements listed in the paragraph above. This means that some of the elements which should get into courses of study by the common observation of teachers and pupils are omitted, and some perfectly good elements included are out of place. It means that opportunities for natural growth and development are sometimes missed, and that formal learnings of little value are frequently forced.

*West Virginia should provide the leadership and the technical staff to develop first-rate curricula and courses of study.*

The work of developing curricula and courses of study in West Virginia is now a part-time or spare-time job. Every person working at it has another full-time job. This is true all the way from the State Department to the participating teachers in one-teacher schools. Both part-time and spare-time curriculum workers are needed, if courses of study are to represent the common touch. However, full-time professional workers are also needed if courses of study are to represent the best professional thought when they are first issued and if they are to be kept up to date through the period during which they are in use.

The survey staff recommends, therefore, that there be created in the State Department of Education a major division charged with the development and improvement of the program of education in use in the State. The survey staff recommends, further, that the head of the division recommended above be supported by a bureau of tests and measurements and such other research, supervisory, and clerical staff as is necessary for the accomplishment of the proposed work of curriculum and course of study construction.

In this connection, attention should be called to the importance of an appropriation in the budget of the proposed division to pay the salaries, or the salaries of their substitutes, of persons drawn from the field for temporary work on courses of study. In this way spare-time curriculum workers can be made into part-time workers.

Some of the larger counties of the State have the beginnings of such an organization in the office of the county superin-
tendents. Four or five of these counties might well complete such organizations by assigning one assistant superintendent, functionally, to develop the entire program of education in the county, and providing the personnel necessary to support him in the undertaking. In the main, this personnel now exists in these counties. It needs only to be brought into effective relationship to the work to be performed.

The free schools of West Virginia have not succeeded in reaching all of the children and youth who should be served.

The survey staff has studied the United States census figures for 1930 and 1940, the United States census estimates for 1941 to 1944, inclusive, and the record of births and deaths kept in the Division of Vital Statistics in the State Health Department of West Virginia for the years 1923 to 1945 in order to predict the probable numbers of children and youth in West Virginia who should be served by the free schools of the State. The survey staff has also studied school enrollment figures for the same period in order to predict the probable number of children and youth who will be served by the free schools under the present program of education. These numbers have been projected for each year to 1950. They are reported in the following table:
### POPULATION ESTIMATES BY AGE GROUPS, WEST VIRGINIA, 1930-1950

<table>
<thead>
<tr>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>4 &amp; 5</td>
<td>89,926</td>
<td>82,444</td>
<td>83,307</td>
<td>84,952</td>
<td>84,359</td>
<td>82,309</td>
<td>78,646</td>
<td>76,816</td>
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<tr>
<td>(Kindergarten ages)</td>
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<td></td>
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<td></td>
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<tr>
<td>Per Cent in School</td>
<td>3.2</td>
<td>1.9</td>
<td>1.9</td>
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<tr>
<td>Number in School*</td>
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<td>1,583</td>
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<td>1,603</td>
<td>1,564</td>
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<td>6 - 11</td>
<td>253,124</td>
<td>232,844</td>
<td>242,455</td>
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<td>(Elementary School ages)</td>
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<tr>
<td>Population</td>
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<td>123,713</td>
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<td>113,273</td>
<td>116,156</td>
<td>120,415</td>
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<tr>
<td>Per Cent in School</td>
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<td>12 - 14</td>
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<tr>
<td>(Junior H. S. ages)</td>
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<tr>
<td>Population</td>
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<td>117,959</td>
<td>116,150</td>
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<td>74,029</td>
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<td>15 - 17</td>
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<td>(Senior H. S. ages)</td>
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<td>Per Cent in School</td>
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<td>Per Cent in School</td>
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<td>86.9</td>
<td>86.8</td>
<td>86.3</td>
<td>86.8</td>
<td>87.4</td>
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<tr>
<td>Number in School*</td>
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<td>431,238</td>
<td>427,570</td>
<td>427,202</td>
<td>429,507</td>
<td>432,240</td>
<td>434,904</td>
<td>435,864</td>
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*Provided there is no change in the ages of compulsory attendance and no change in the program of education making the schools more attractive or less attractive to the children and youth of the State.
In considering the data in this table it must be remembered that it reports only what the headings indicate. The numbers of pupils in the first line for each group are the numbers for whom education should be provided at the grade levels indicated in each year through 1950. The numbers in the third line of each group are the numbers likely to attend school during the same years if the attendance law and its administration remains the same and if no changes in the school program are brought about to make school more useful and attractive to older pupils. The number of pupils in the third line are not reported in the grade groups where they are likely to be if present conditions in the schools continue. As in the case of the first line, they are reported in the grade group where they ought to be. When the data in this table are considered in the light of the classification of pupils in grades by ages, as reported elsewhere in this study, it is obvious that West Virginia is not providing an adequate program of education for any age group in the population of the State—even for those pupils who are enrolled in school.

It is not proposed here that every child and youth in the State will, under the best of conditions, enter school on time, make normal progress through school, and graduate from high school with others of his age. However, it is proposed that a program of education can be devised for West Virginia which will provide better education for all the children and youth of the State—particularly, more and better education for the thousands of youth who are not now provided with any high school education at all.

The free schools of West Virginia have made progress in the past 15 years in reaching the children and youth of the State.

The free schools of West Virginia enrolled a slightly larger proportion of the total population of school age in 1940 than in 1930. This was true of every age group, except the youngest. It has already been pointed out that over-ageness in the schools has been reduced somewhat in the past 15 years. Considered together, these facts mean that West Virginia is making some progress in reaching the children and youth in the State with the kind of a program of education they need, but it also means that this progress ought to be accelerated.

It must be remembered that the children and youth of this generation cannot be educated 10 or 15 years hence. They must be educated now, or their chance at an education is lost.
For this reason, it is proposed that the entire program of education in West Virginia be revamped to serve the purpose of educating all the children and youth of the State.

The general purpose of public education is to help all children and youth to grow up as healthy, happy, and useful persons.

This general purpose may be analyzed as follows: (1) The purpose of self-realization, (2) the purpose of human relationships, (3) the purpose of economic efficiency, and (4) the purpose of civic responsibility.

In response to the first of these purposes, it is expected that the pupil will grow up with an inquiring mind; the ability to read, write, and speak his native language effectively; and the ability to solve his problems which require counting and figuring. It is expected that he will know the basic facts needed to protect his own health and the health of the community and that he will practice sound health habits. It is expected that he will be interested in sports, both as participant and as spectator. It is expected that he will become skilled in listening and observing, and that he will form intellectual interests as the basis for wise use of leisure.

In response to the second of these purposes, the pupil is expected to learn to put human relationships first, to enjoy many friendships, to appreciate his home, to maintain democratic family relationships, to cooperate with others at work and play, and to act courteously at all times.

In response to the third of these purposes, the pupil is expected to acquire a skill by means of which he may earn a living, together with the wisdom to spend and save wisely. In addition, he is expected to come to understand the world of productive work and to appreciate good workmanship—his own and others.

In response to the fourth of these purposes, the pupil is expected to understand social and civic processes in the school and in the community, to become sensitive to the disparities of human circumstances, and to act to correct unsatisfactory conditions. He is expected to learn to be critical of propaganda, yet to respect honest differences of opinion. The pupil is expected to learn to respect the law and to perform his civic duties. In short, the pupil is expected to learn to apply much of what he has learned from books to the protection of his school, state, and nation, and to act with unswerving loyalty to democratic ideals.
The purposes of general education are everywhere the same.

The purposes of general education can be realized in any state, and in any community in any state. West Virginia's children and youth can realize them. However, emphasis on these purposes changes as pupils advance through the schools, and emphasis differs in detail from individual to individual.

Let us suppose that the State—any state—maintains good schools; and we mean by this, schools well enough supported and ably enough staffed to bring a good education and the prospects of the good life, as we envision it in a democracy, to every child and youth in the schools. What are the characteristics that differentiate these schools from those that less certainly achieve the purposes mentioned above?

No complete answer to this question is possible. However, a statement of a few points of emphasis will contribute to an appreciation of the need for re-thinking the educational program of the State.

The schools will maintain two years of kindergarten for all children four and five years of age, and may maintain nursery schools for such children three years of age as their parents care to send. If we visit the kindergarten and nursery schools, we will find that they maintain a good health program. Children learn to work and play together. They count and number things. The become interested in pictures and books, and form a desire to read.

The elementary schools will be well supplied with good books and pictures, other visual aids, and radios. There will be a few of the more mature books in each room, and many of the simple attractive books so dear to the hearts of little children. Facilities for teaching music and art will be provided, as will facilities for play, recreation, and physical education.

The schools will make much use of the community in teaching the social studies. The pupils of the schools will be brought into contact with facilities for making a living and for maintaining the community. There will be excursions of school children to business and industry carried on in the community and in areas near by.

The program of the junior high school will include the service of guidance. Pupils will try out their interests and choose among the subjects and courses offered in the senior high school. The emphasis will vary among the pupils enrolled. They will choose among the vocational subjects and among the courses which prepare for entrance to college. Both the abilities
of the youth and their needs will contribute to the determination of the courses chosen.

There will be courses in health, physical education, family and community life which will be nearly if not quite identical for all pupils. For all pupils there will be courses in the practical arts and crafts. For some pupils the senior high school will emphasize trade courses leading to vocational efficiency at graduation, or to more advanced courses in the technology of the trade or vocation studied. This means that there must be a thirteenth and fourteenth year for the additional training of youth with ability to prepare for the sub-engineering jobs in industry and business.

Some of the graduates of the high school will want to go on to standard colleges. Some parents will be able to send them. Scholarships should provide for other very able pupils whose parents are not in position to meet the cost of a college education.

This discussion has sought to show how the general objectives of public education are everywhere the same, yet how, in their development in detail, they differ in their application among the pupils enrolled in any school. In a state such as West Virginia, provision must be made for all types of education in order to provide opportunities for all kinds of boys and girls.

West Virginia authorizes kindergartens for children four and five years of age, but it does not extend state aid to classes for pupils under six years of age.

Kindergartens provide essential education for children—education for living now, and education in preparation for the work of the elementary school. Only about 400 of West Virginia's nearly 90,000 children four and five years of age are attending public kindergarten. The survey staff recommends that state aid should be extended in support of kindergartens, and that every elementary school of six or more teachers include a kindergarten.

It is recommended that the compulsory age be lowered to six years as of September first of the year of entry.

Children seven through 15 years of age are required to attend school in West Virginia. Children six years of age are allowed to attend school and many do. However, they do not attend as regularly as they should. The result is excessive failure in the first grade, and subsequent grades. Lack of kindergarten work in preparation for elementary school work con-
tributes to the low promotion rate. Extending kindergarten work and including children six years of age in the group required to attend school will do much to remedy these defects.

The organization and administration of the elementary schools should be liberalized.

Most elementary schools are organized along strict grade lines. There is little individual instruction. While much local material is included in printed courses of study, little of it finds effective expression in the classroom. All of these factors contribute to failure and to the piling up of over-age children in the elementary schools. Plans known to be effective in relieving these difficulties have been proposed in the text of the Report of the survey staff.

West Virginia has made considerable progress in organizing junior high schools.

But West Virginia has not yet provided an adequate curriculum for such schools, nor has it made much progress in providing the facilities for carrying out such a curriculum. The junior high schools should perform two functions. They should help younger youth to gain final control of the three R's in a social setting where they may be applied. They should provide social, educational, and vocational guidance by means of a program of social problem solving in the school and the community; by means of classroom work in social, educational, and occupational information; and by beginning courses in practical and household arts, business, general cultural, and college preparatory work, all designed to test the interests and capacities of the youth enrolled for further work in the senior high school.

Guidance counselors should be provided in the junior high schools.

To make sure that the purposes of guidance are achieved, the junior high school should provide one full-time counselor for every 700 pupils. It should be recognized that the guidance function should permeate the school. To this end, it is recommended that one-fifth or more of the time of each of three or more teachers, in addition to the full-time counselor, be assigned to guidance. Time devoted to guidance should be paid for exactly as is time devoted to teaching. State aid should be extended to help pay the salaries of guidance counselors.
West Virginia has too many small high schools.

West Virginia has made much progress in organizing six-year high schools, but it still has too many small high schools of all kinds. No small high school can provide a curriculum adequate to the individual interests, abilities, and needs of the pupils enrolled, nor can it provide the guidance services and other services necessary to take care of them. The small high school usually confines itself to a narrow curriculum, formally administered and taught, and ends up by driving out of the school all of the youth whose interests are not served by such a program. This is true even of many of the larger high schools in the State of West Virginia, as is evidenced by the fact that the number of graduates each year is only about 42 per cent of the number who might be graduated.

To relieve the weaknesses of the small high school, the survey staff recommends that the six-year school be the standard type of school in West Virginia—that only when the junior high school reaches an enrollment of 1,200 should separate junior and senior high schools be established.

Educational leadership in the counties should meet the challenge of providing adequate education for all of the youth of the State.

The survey staff recommends, further, that wherever physical conditions will permit small high schools to be consolidated to create one school of a size suitable to satisfy the needs of all the youth, the consolidation be brought about as soon as the people of the communities concerned can be brought to understand the problem. This is one of the most serious challenges to professional leadership in the counties of West Virginia. In the opinion of the survey staff, it can be met only by building up in the several communities a demand on the part of the people for a type of high school education that cannot be met by the present small schools. Once this demand is created, the superintendent and the board of education can throw the challenge back to the people with the query, "How can this need be met?"

One way in which the need can be met for a time is, of course, by providing traveling teachers, supervisors, and service personnel. However, this is a temporary expedient which should intensify the demand for a larger school with a diversified curriculum and an adequate service staff.
The high schools of West Virginia should have one curriculum rich enough to satisfy the interests and needs of all the youth of the State.

This statement is true of both junior and senior high schools and of six-year schools. Multiple curricula furnishing a mold for supposed types of youth should give way to one curriculum providing for the common needs of all youth. These needs should be recognized as (1) common learnings required of all according to ability and (2) special learnings required to satisfy special needs such as the need to know how to operate a farm with profit, how to maintain mine machinery, how to succeed in a special technical school, how to succeed in a college—even a particular college.

This means that the school must provide for individual differences in ability to learn even in the field of common learnings. It means that each youth will build his own curriculum in the field of special learnings, under competent guidance, to satisfy his own interests and abilities for earning a living, for cultural development, and/or for continuing in a school of higher education.

This means that standards of achievement in the field of common learnings will be adjusted to ability. It means that, while standards of achievement in special learnings must be maintained at a vocational or college preparatory level, the time to acquire such learnings may be adjusted to ability to learn; or wise choices, under guidance, will enable all youth to choose to learn what they are able to learn. Only by developing such a program of education can all the youth of the State be given opportunity for adequate development, and only such a program will satisfy the needs of the State for an educated citizenry.

The State of West Virginia has made measurable progress toward the realization of the goal for education set up in the State Constitution.

In the Constitution of 1872, this goal is stated simply as follows: “The Legislature shall provide, by general law, for a thorough and efficient system of free schools.”

Except for the war years, there has been steady improvement in recent years in the number of pupils enrolled in the schools and in their progress through school. However, improvement has been very slow, and much remains to be done. The program of education currently provided still fails to attract or compel the enrollment in school of a large proportion of the
children and youth who live in the State and who are of proper age to attend school. Approximately 20 per cent of the children and youth of West Virginia, ages five through 17 years, are not enrolled in school. When children five years of age are omitted, the per cent of those not enrolled in school falls to 15 per cent.

Those children and youth who attend school frequently fail to make satisfactory progress through school. Only about 60 per cent of the pupils who should reach the tenth grade are enrolled there, and only about 42 per cent of those who should graduate from high school succeed in doing so.

The survey staff recommends that the ages of compulsory attendance in West Virginia be changed from ages seven through 15 to ages six through 17, and that state aid be extended in support of kindergartens for children four and five years of age.

The survey staff also recommends a re-study of all curricula and courses of study in use in the schools of the State to the end that such curricula and courses of study shall be recast to provide a program of education suited to the various ages, abilities, interests, and needs of the children and youth of West Virginia. The details of the procedures which the professional staffs in the State Department and in the several counties will have to follow to achieve these ends are recited in the full Report.

Vocational and Practical Arts Education in West Virginia

Since 1942 the drafting of agricultural teachers into the armed services, and other war causes, have made serious inroads upon the extent and quality of the agricultural education program in West Virginia, as in other states. In 1941-42 the school system of the State had ninety-two white agricultural teachers and nine Negro agricultural teachers. By the beginning of the 1945-46 school year this number had shrunk to sixty-eight and four, respectively. Further unavoidable deterioration is revealed in the fact that many of the present teachers are war emergency substitutes whose qualifications would not have allowed their employment prior to the war.

In farm communities it is reliably estimated that the high schools are ready at this time for additional staff numbering approximately one hundred forty white and fifteen Negro agricultural teachers. In rural industrial and farming communities, especially coal mining communities, there is a prob-
able need for as many more agricultural teachers to inspire and train the families of presently employed industrial employees to greater efficiency in raising the food for the balanced diet they have extreme difficulty in obtaining now and will not be able to purchase if unemployment should descend upon them.

West Virginia should expand its program for training farm families in conserving these resources for home use.

West Virginia's program for training rural families to use labor-saving and produce-conserving community canneries is, as yet, meager in extent when compared with the needs of the farm families of the State, and when the proportion of the rural population served is compared with the extent of similar programs in some other states. Canneries should accompany every high school agricultural department.

In addition to canneries, there should be inaugurated a state-wide program of training in the use of other community facilities that will give value to otherwise inefficiently used time and labor of farm families through finishing or preserving for their own use otherwise unused or wasted farm products. High school agricultural departments in another state, as necessary accessories to forestry training projects, have initiated and are training farmers in using community saw and planing mills and fence post and timber creosoting vats. Some high school agricultural departments are training farmers in using sweet potato curing houses and freezer locker plants for preserving vegetables and meats as accessories to training projects in growing those products.

The State should train school farm shop instructors.

As the high school farm shops have been used thus far during the war, their training emphasis has been, generally, upon what to do in repairing farm equipment. To fulfill their maximum educational value, they must train farmers not only in what to do, but in how to do their jobs systematically and well, including the adequate care and proper use of tools. Otherwise the farmers' experiences in the high school farm shop tend to confirm them in their unsystematic ways of going at mechanical jobs and in their characteristic neglect and abuse of tools. The few examples in West Virginia of systematic high school farm shops with equipment and tools well cared for, amidst prevailing disorder, neglect, and abuse, emphasize the need for additional teacher training in and state supervision of school farm shop instruction.
Home-making education should be a part of every high school curriculum.

At the beginning of the year 1945-46 there were eighty-three white and nine Negro home-making teachers. Experience demonstrates that attractive, comfortable, and efficient farm homes are a necessary part of successful farming. Hence, even from the point of view of successful farming, as well as for other obvious reasons, a home-making education department should be established in every high school in which an agricultural education department is established. West Virginia should contemplate, then, the early tripling, in farm and rural industrial communities alone, of its present number of home-making education departments.

A home-making education department should, of course, be a part of every city high school—at least, of every senior high school. This will necessitate an additional increase in the number of teachers state-wide.

The bringing into the high school canneries and farm shops of persons with practical experience as teaching assistants under the agricultural and home-making teachers, demonstrates the success of the scheme and the ability of the agricultural and home-making teachers to become supervisors of other teachers. In wrestling with the shortage of teachers and with plans for the needed large increase in the programs of agricultural and home-making education, consideration should be given to recruiting occupationally qualified people from the community who can give all or part of their time to teaching. It is suggested that the West Virginia State Department of Education consider plans whereby the full-fledged local agricultural and home-making teachers should become more and more supervisors of such assistant teachers, and that state certification requirements for such assistant teachers be so revised as to attract them into this plan of teaching. Continuity in the same community from year to year of the home-making teaching staff is essential. In the past few years the turnover among home economics teachers has been higher than usual. The use of qualified mothers, stabilized in the community, as part-time assistant teachers may help in giving this vital continuity.

Evening classes in agriculture and home-making should be encouraged.

Night classes taught by the agricultural teachers and the home-making teachers or by their respective assistants, separately and jointly, wherever farm adults can be assembled,
should receive much greater emphasis than at present in West Virginia and should be required features of the agricultural education and home-making education programs in every community.

Since home-making teachers in large city high schools, even when centering their instruction around their pupils' home project, are much less likely to become acquainted with the pupils' mothers than are rural home-making teachers, it is especially recommended that adult classes be an established part of every city high school home-making education program.

The foregoing increased amount and variety of agricultural education and home-making education calls for more intensive and extensive recruitment, training, and supervision of agricultural and home-making teachers. Consideration should be given to an increase of the resident and itinerant teacher trainers at the University and at Marshall College.

**Trade schools should emphasize the dominant industry of the community.**

The present program in rural industrial communities, especially mining communities, of trade schools teaching boys the usual skilled trades, oriented toward the dominant industries, should be extended to all such communities as rapidly as state and local school authorities can secure the support of the employers and of the unions.

**Supplementary trade training for employed youth is needed.**

The vocational education program in West Virginia thus far is almost totally blind to the glaring vocational education needs of the State's boys and girls who are already earning their living. Often these less privileged out-of-school youth have priority of need and should receive priority of attention. Continuous drives should be made to secure the enrollment, during their leisure or as their employers will arrange, in the present trade schools in rural industrial communities and larger cities of such youth who are employed in occupations to which trade training could be supplementary.

The diversified occupations training scheme, especially for boys and girls already employed, should be extended to all small urban centers where specialized vocational schools are not justified, and where the enrollment of twenty or more qualified youth and the cooperation of employers can be secured.
Twenty or more communities of this kind in West Virginia seem at present ready for the introduction of the diversified occupations training scheme.

Night classes in trade and other occupational training departments of rural industrial communities and the larger cities should be emphasized much more than at present in West Virginia. These classes may be taught by the regular day teacher, but preferably by experts regularly employed in the trades, industries, or businesses of each community.

Vocational training in the skilled trades and other industrial pursuits in West Virginia, as in some other states, is too bound up within the walls of the vocational departments and with the persons of their regular full-fledged faculties. If the trade and industrial education system in West Virginia is to meet the vocational training needs of its already employed citizens, classes must be held where citizens can reach them and feel at ease.

Wherever and whenever, day or night, approximately ten or more citizens already employed in one occupation need training in it and an expert in that occupation can be found to teach it, which is usually the case, a class should be operated. More often than not, the best place to hold such a class is in the place of employment where there is available a wealth of equipment and supplies that it would be impossible for a school to secure or house.

Many hundreds of such classes, each running from an intensive few hours to hundreds of hours spread over a year or more, should be operated each year.

Persistent approaches should be made to employers of apprentices in the skilled trades to arrange for their enrollment in classes in their places of employment or in trade schools for instruction in technical subjects necessary to the successful practice of their trades. Close relationship should be maintained between the state and local trade education supervisory and teaching staffs, on the one hand, and the representatives of the Federal Apprenticeship Committee, on the other.

Obviously, the fifty classes for coal miners operated by the State Department of Education through the University are hopelessly inadequate to meet the vocational training needs of the more than one hundred thousand miners in West Virginia. This program, either through the University or through the county school systems, should be vigorously promoted to reach, continuously, at least the larger mining camps or groups of camps.
Vocational education should be extended to West Virginia's new industries.

The present horizon of the vocational education program for the trades and industries in West Virginia, as in some other states, does not lie beyond a few common highly skilled trades. To be sure, the amount of training in some of these common highly skilled trades is inadequate and should be increased. Even the trade of pipefitter, for instance, so common and so highly skilled in the chemical industries of West Virginia, is unrepresented in the State's vocational training offerings. Training in the women's trades remains undeveloped. And, with the exception of the meager program in coal mining, the employees in the great and distinctive mass production industries of West Virginia still remain untouched by the vocational education program.

Long term programs should be worked out in cooperation with such industries as the pulp and paper industry, the glass industry, the iron and steel industry, the alloy steel industry, the petroleum industry, the natural gas industry, the pottery and dinner ware industry, the synthetic rubber industry, and the chemical industries. Such programs should include consideration of the training of the junior technicians in each industry, mass production machine and equipment set-up men and adjusters, and mass production operatives, as well as skilled tradesmen in the plant maintenance crews.

Consideration should be given to classes for adults and for apprentices and other youth already employed in the plants, taught in the plants, in the classrooms and laboratories of high schools near by, and in the shops of trade school buildings.

Experience has shown that one of the facile ways to initiate such a public vocational training program in any industry or business is by conducting training courses—usually called conferences—with its foremen and other supervisors. Such courses deal with the supervisors' production and personnel responsibilities, and they lead usually to the wider conceptions of the functions of supervisors as developers of the abilities of their subordinates, and to closer rapport between the industry and the representatives of the local or state education departments and of the teacher training institutions which conduct such courses. Such conferences or courses are in extensive demand by industries. Foremanship courses are now non-existent in West Virginia and should be extensively conducted in this State, as in other states.
Area and state trade schools and classes should be established.

In every community in West Virginia, as in other states, there are found many highly skilled vocations, the training equipment for which requires considerable outlay, and for which over a period of years only one or a few recruits with the required talents and interests are found, and needed. The occupation of watch and instrument repairer is an extreme example. Even the largest city in West Virginia might not have enough talented and interested boys and girls and sufficient need for watch and instrument repairers to justify maintaining a school for preparing them. But all of the communities, jointly, in a wide area of West Virginia or in the whole State would doubtless be justified in doing so. Hence there is a growing recognized need in West Virginia, as in other states, for area trade schools and state trade schools. To make the advantages of such area and state trade schools available to the talented and interested youth of communities which would not be justified in establishing for them the training they need, it is recommended:

a. That West Virginia consider establishing a procedure whereby any county may defray for any one of its youth the cost of transportation and tuition necessary to receive from any public trade or vocational school anywhere in the State the vocational training he or she needs. By some such plan at least one county now furnishes general schooling to pupils who live in a number of contiguous counties.

b. That consideration be given to organizing in Bluefield State College a state vocational school, or major department, for the Negro race, and in West Virginia Institute of Technology, a state vocational school, or major department, for the white race, as detailed in later recommendations in this chapter.

Bluefield State College should serve in part as a state vocational school for Negroes.

More specifically, it is recommended that consideration be given to organizing in Bluefield State College a state vocational school, or major department, for Negro boys and girls of high school age or over, and for adults, in the overt skills and technologies of the trades and industrial, and other wage earning occupations in which they can find profitable employment. Other than graduation from the common school or its equiva-
lent, the only entrance requirement should be the individual's need and ability to profit from the instruction. This institution should be a boarding school for pupils from distant points and a day school for pupils who live near by.

Dull season short intensive vocational courses for adults from all over the State and night vocational classes for adults of Bluefield should be featured for their values to such adults, and to keep realistic the institution's training of youth. In order that all this training of youth and adults may be kept realistic, the school should confine itself to those occupations and be oriented to those industries for which the Bluefield area provides the necessary atmosphere and environment.

Terminal trade, technical, and teacher-training courses should be developed at West Virginia Institute of Technology.

a. The institution should include a school, or major department, for the vocational training of white boys and girls of high school age or over, and for adults, in the overt skills and technologies of the trades and industrial, and other wage earning occupations in which they can find profitable employment and for which public school training is not otherwise available to them. Other than graduation from the common school or its equivalent, the only entrance requirement to this phase of the work of the institution should be the individual's need and ability to profit from the instruction. This institution would be a boarding school for pupils from distant points and a day school for pupils from the central Kanawha Valley.

In addition to the youth who would pursue their training full-time in the institution, emphasis would be placed upon the training of older youth who would pursue their training part-time and work in the industries near by part-time, on a cooperative plan arranged between the institution and each industry. For such youth the training in the institution would emphasize the technologies underlying the overt skills of the occupation he or she is learning on his or her industrial job. Of the overt skills of the occupation, the youth would pursue in the institution only those necessary to complete mastery which he cannot learn on his job.

Dull season short intensive vocational courses for adults from all over the State and night vocational classes for adults of industrial communities near by
should be featured for their value to such adults and to keep realistic the institution's training of youth. The institution should also feature night and limited time classes in industrial plants near by for the employees of these plants. Much of the faculty at the institution and in the plants for such limited-time classes should be drawn from the production and technical experts of the plants. In order that all this training of youth and adults may be kept realistic, the school should confine itself to those occupations and orient itself to those industries for which the central Kanawha Valley provides the necessary atmosphere and environment.

The training in, for instance, the carpenters' and cabinet makers' trade, the electricians' trade, the sheet metal workers' trade, the welders' trade and the machinists' trade would all be oriented to the mechanical maintenance of the enormous chemical and other technological plants of the Kanawha Valley, just as the trade schools in the mining communities are oriented toward the mechanical maintenance of the mines. To this end, depending upon a survey of industries near by, other mechanical maintenance trades, such as pipe-fitting for example, probably would have to be added.

This school should also become West Virginia's state school for the training of junior technicians. The many varieties of such technicians needed in West Virginia are enumerated in this Report, under the heading of "The Needs of the People".

It is suggested that the present practical arts commercial department be occupationally vitalized as is here suggested for the trade and technological training. Close liaison should be maintained between this department and the offices of the industries near by. This department should be a model for the commercial departments of West Virginia high schools in the vitalization of commercial education to meet the needs of those preparing for careers in modern offices and those already employed therein.

It is suggested that the home-making department be converted to preparing girls and boys for careers in the food service trades and in institutional management. The home-making department should take over the food service and the dormitories of the institution. Close
liaison should be maintained especially between this department and the restaurants, hotels, and other institutions of the central Kanawha Valley.

With its relatively extensive printing and photo-engraving equipment the institution should be developed into West Virginia's state printing trades school. Close relations should be continuously maintained between the printing trades department of the institution and the printing industry and newspapers throughout the State.

Since the institution already has on hand unusually extensive photographic equipment and teaching talent in its use, it is suggested that a survey of the State be made to determine the need for training in the commercial photographers' occupation and the need for training in photography as an accessory to some junior technicians' jobs.

b. As the state institution for the training of teachers of the trades, industrial, and other wage earning occupations, the State Board of Education should delegate to the institution the function, throughout the State, of trade and industrial teacher training. This function would be operative only as regards the professional training in teaching of persons already expertly skilled in the trades, industrial, and other wage earning occupations. Hence, these teachers would be trained, not in the usual residence courses throughout a large part of the college year, but in vocation short courses in residence, or otherwise, and in extension courses at convenient points throughout the State, and throughout the whole year. These teachers should do their practice teaching, in part, with the trade and technical pupils in residence.

West Virginia Institute of Technology, reorganized for the training of junior technicians, and of trade and industrial teachers, would be in an advantageous position to make a genuine contribution to the training of such teachers to do more adequate teaching in the related technical subjects so peculiarly vital to West Virginia. Shortcomings in this area have already been touched upon in this Report.

This institution should carry on an extensive program of training teachers or leaders of foremanship training conferences. These leaders, in turn, under the
institution or county school systems or private industries, would carry on such training with foremen and supervisors. Out of no part of the total vocational education program would public education in West Virginia secure readyer liaison with the industries, and the vocational education staff greater growth in knowledge of the needs of the people and in wisdom in meeting them.

For the purpose of such teacher training in the trades and industrial and other wage earning occupations only would this institution continue as a degree granting institution.

It is proposed for consideration that the West Virginia Institute of Technology undertake the training of counselors for the state rehabilitation service and for the high schools participating in the state occupational information and guidance program.

If the foregoing recommendations regarding this institution are carried out, it is further recommended that the West Virginia Institute of Technology discontinue the training of practical arts teachers. The two principal reasons are: (1) that the pupils upon whom the practical arts teachers would attempt to do their practice teaching would be learning skills and technologies in which the practical arts teachers would not then or later be proficient, and (2) the attempt to mix the two objectives would result in vitiating both.

The needs of returning veterans for vocational education should be served.

It is recommended that all vocational schools in the State key themselves, insofar as they can without jeopardizing the training of the pupils they are primarily intended to serve, to the vocational education needs of the returning veterans. The only qualification that should be asked of the veteran is his need for and capacity to profit vocationally from what the school has to offer. Unless he wishes otherwise, the veteran should be welcomed into the training of the skills and technical subjects of the occupations without subjecting him to entrance requirements and courses extraneous to his occupational intent.

The supervisory staff for vocational education should be strengthened.

The unanimity of philosophy and endeavor in vocational education in and between the state school administration, the
state vocational education supervisory staff, and the county school administrations in West Virginia reflects the high quality of the state vocational education supervisory staff. However adequate in quality this supervisory staff is, it is not now adequate in number to care for even the present program of vocational education in the State. The staff should be increased to the extent necessary to correct the deficiencies noted in this Report.

The program for training teachers should be strengthened.

If the training of industrial arts teachers at West Virginia Institute of Technology be discontinued, as recommended, it is further recommended that the training of white practical arts teachers be made a special function of one of the present state teachers' colleges in which there is reasonable promise of doing the training outstandingly well.

It is recommended that the training of Negro agricultural, home-making and industrial arts teachers at the West Virginia State College be emphasized and strengthened as regards, among others, the following points:

a. A study of the college farm by experts should be made to initiate a program for its optimum utilization in training the prospective Negro agricultural teachers and other agricultural leaders in scientific agriculture and farm management.

b. The shops, drawing rooms, and other facilities of the rather outstanding industrial arts building and the auto mechanics shop should be put to fuller use in the training of industrial arts teachers. More of the practical activities that Negro boys and men need in order to conserve their resources should be here included in the training of the practical arts teachers who will teach these boys and men. More of simple projects, such as the institution's unique training in ornamental concrete, need to be included in the skills of the industrial arts teachers, so that they, in turn, can teach Negro boys and men to turn otherwise wasted time and effort into products of beauty for their own use and for sale.

c. The printing equipment is far more extensive than is needed to train industrial arts teachers. It is sufficiently complete for printing trades instruction. A large part of it is now unused. It is recommended that the
college take steps to develop some vocational training use for this extensive and expensive equipment. Perhaps a college level combination graphic arts and journalism course might prepare Negro youth for careers in Negro newspaper and printing establishments throughout the nation. If all this printing equipment cannot be put to some worthy use at West Virginia State College, it is recommended that that part of it not now used be given to Bluefield State College for vocational printing trades training for the Negro youth of the State.

School Support in West Virginia

In appraising the financing of public education in the State, consideration must be given to two questions: (1) Does it provide the funds in all communities for a first-rate education, and (2) Does it provide those conditions which make for the continued maintenance of education on an acceptable level.

The first question has to do with what may be expected from a given expenditure of money. The second question has to do with conditions that make for ability to modify the system in the light of new insights or changing needs.

The survey staff has considered the present financial status of the public schools of West Virginia from both these viewpoints. Many fine features and some weaknesses have been revealed by this analysis.

Expenditures in counties vary from $57 to $106 per pupil—overall average, $74.

Chart 8 shows the pattern of expenditure in the West Virginia schools as budgeted for the year 1945-46. It is a composite bar-graph of all the counties. At the top of the chart appears Ohio County which has the largest budgeted expenditure ($106). At the bottom of the chart appears Roane County which has the smallest budgeted expenditure ($57). The other counties take their places between these two extremes. The vertical space given each county is proportionate to the number of weighted pupils in the county—roughly proportional to the actual number of pupils. Note that the vertical scale accounts for 500,000 weighted pupil units and that Ohio County uses up vertical space accounting for about 11,000 units. There are not 500,000 pupils in the State but there are 500,000 units of cost comparable to that of a pupil in a city elementary school. Additional high school costs, transportation costs, and costs of
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<td>Kanawha</td>
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**CHART VIII.**

**CHART:** THE EXPENDITURE PATTERN OF WEST VIRGINIA PUBLIC SCHOOLS 1945-1956

A - Kanawha and Lewis
B - Ritchie and Braxton
C - Putnam and Marshall
D - Tyler
E - Mineral, Braxton, Ritchie, Giles, Logan
F - McDowell, mineral, bride
G - Marshall, Braxton, Hardy
H - West and Putnam

**Note:** Vertical lines for each county represent number of weighted pupils in the county.
operating small schools are accounted for in determining the number of weighted pupils in a county. Capital outlay and debt service are not included.

The average current expenditure in the State budgeted for the year 1945-46 is $74 per weighted pupil. Going up from the bottom of the chart it will be noted that we have to account for considerably more than half of the cost units in the State before we reach the $74 level. Actually 65 per cent of the weighted pupils in West Virginia will be found in counties in which the budgeted current expenditure is less than this average. The budgeted expenditure for the year 1945-46 is considerably better than the actual expenditure for any past year, due largely to the increase in state aid made by the last legislature.

Present expenditures will not adequately support a good program of education.

To know what this type of an expenditure pattern means for schools, we must turn to the experience of school systems operating on different cost levels. The actual amount of money expended is not the only factor affecting the character of schools but is, as everyone knows, a very important factor. State financial policy must be built upon over-all expectations with regard to the money effect on the quality of education. Experience of schools has been documented for expenditure levels ranging from $40 to more than $200 and, not taking into account present emergency conditions which have brought in many untrained teachers, or possible inflation or deflation of money that may come in the current economic readjustment period, we can state pretty well what a given expenditure may be expected to yield. Once what may be expected for a given expenditure is understood, the people of the State should answer the question for themselves as to what they want to buy, considering the sacrifice that would be involved in the taxation programs incident thereto.

Experience in other states was supplemented by studies made in 138 schools of West Virginia representing the top, middle and lowest expenditure levels, as shown on page 87. These studies bear out the conclusions reached from studies in other states that there is a definite relationship between expenditure level and the character of the educational program. They also bear out the conclusions reached from these other studies as to certain critical levels of support. These studies show that somewhere near $100 per weighted pupil is a critical point in school support. Schools above this level are distinctly different in-

School Support in West Virginia
stitutions from those at a $75 level for example. On the other hand, schools that are on the $75 level are distinctly better than schools operating at the $60 level or below.

The 138 schools studied in West Virginia fall into three groups. In terms of 1945-46 budgeted expenditures, Group A ranges from $90 to $106 and has a median of $93; Group B ranges from $71 to $77 and has a median of $73; and Group C ranges from $57 to $69, with a median of $63. Taking the average expenditure for three years (1939-40, 1944-45, and 1945-46 as budgeted), the median expenditure for Group A is $78; Group B, $62; and Group C, $54.

One of the important instruments used in checking the 138 schools was the Mort-Cornell Guide for Self-Appraisal of School Systems.1 The maximum score on this guide is 1,008. Schools rated at 600 and above are fair or better schools—the type which typically begins to show up rather frequently when the expenditure level is $100 or more. Schools scoring below 200 are distinctly inferior. Schools scoring between 200 and 600 are much better than the inferior schools but fall far short of being the type of schools which an informed public usually desires. The results on this scoring device for 87 large elementary schools is given in the accompanying table. It will be observed from this table that 13 of the 30 Group A schools fall in this fair or better category, whereas only 4 of the 31 Group B schools and 2 of the 26 Group C schools fall in this category. At the other extreme it will be noted that not a single one of the 30 Group A schools falls in the inferior category, whereas 11 of the 31 Group B schools and 10 of the 26 Group C schools fall in this category. Here is confirmation of what is something like a natural law operating between expenditure level and character of education.

Quite clearly if the people of West Virginia want to have a good chance of having fair or better schools they must provide a financial level comparable to that of the Group A schools.

To give a clear idea of exactly what schools rating above 600, between 200 and 600, and below 200 look like, the schools receiving scores in these categories in the West Virginia study were subjected to extensive analysis, the results of which are given in the more extended report. Here it should be helpful to give a descriptive analysis of these three groups of schools.

**SCORES OF 87 LARGE ELEMENTARY SCHOOLS IN 21 COUNTIES ON THE MORT-CORNELL GUIDE FOR SELF-APPRAISAL OF SCHOOL SYSTEMS**

*September 1945*

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<tr>
<th>Scores</th>
<th>A</th>
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<tr>
<td><strong>Fair or Better Schools</strong></td>
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<tr>
<td>900 and above</td>
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<td>800-899</td>
<td>3</td>
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<tr>
<td>700-799</td>
<td>9</td>
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<td><strong>Poor Schools</strong></td>
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<td>500-599</td>
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<td>400-499</td>
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<td>300-399</td>
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<tr>
<td>200-299</td>
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<tr>
<td><strong>Inferior Schools</strong></td>
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<tr>
<td>100-199</td>
<td>8</td>
<td>10</td>
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<tr>
<td>Below 100</td>
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<tr>
<td><strong>Total</strong></td>
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<td>31</td>
<td>26</td>
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<tr>
<td><strong>Median</strong></td>
<td>567</td>
<td>275</td>
<td>233</td>
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Schools in the lowest per pupil expenditure bracket are usually “poor” or “inferior” schools.

Schools Scoring Below 200 Points (Inferior Schools). These schools are relatively bare of the essentials which characterize a modern school program designed for today's needs. They make a few sporadic efforts to do some of the more forward looking things, but these efforts are seldom related to a sound overall view of education, and they concern pupils en masse rather than as individuals. For instance, there is usually a systematic method of teaching reading which recognizes differences in ability among pupils of the same grade. Teachers group pupils within the grade and have these different groups read out of different books. But they usually try to do this without enough different kinds of books for pupils of varying capacity and need. In other words, they still follow the antiquated practice of trying to teach all there is to know out of a handful of textbooks. These schools have gone only slightly further in eliminating antiquated methods of sanitation.

Pupils get only limited opportunities to develop culturally and creatively. There is usually either an orchestra or a choral group, but no art work, little dramatics, and little concern with social issues or world-wide problems.

Teachers know very little about the home, past growth, and background of their children. The record card is limited to reporting the bare facts of age, grade, and deportment. Even if they gave more information to help the teacher understand the pupil, the cards are usually kept where teachers do not have any access to them.

These schools just get by in securing people to operate their program. And because they are forced to, they live up to the minimum provisions of state law. Teachers are on tenure, they have a salary schedule calling for some kind of definite payment for a certain kind of preparation and experience, and teachers participate in whatever kind of retirement provisions the state allows them on the basis of what salary they get. Teachers usually have a professional organization, largely local in character. Contact with the home is largely limited to a parent-teacher association.

Schools in the middle expenditure bracket are only slightly better than those in the low expenditure bracket.

Schools Scoring 200 to 599 (Poor Schools). These schools represent a different kind of institution. They are fairly deep into the flowing stream of change that is occurring in society
and in the world. Not only are they moving with the stream, but they see the directions in which they are moving. Their courses of study, largely based on an underlying philosophy of education, tend to show that teachers have made some effort to determine where they are in the stream. Their objectives in teaching reading and the other basic skills are broad enough to include consideration of pupils' interests, habits, and attitudes. Yet there is still a considerable dearth of variety in the materials with which they try to work. The syllabi which the teachers use show that there are broad unifying principles which tie all the work of the school teacher. And yet there is a definite indication that unifying principles, modern objectives, and sound philosophy are largely in the verbal stage—that there is difficulty in putting these words into the kind of concrete practices which carry good theory into action.

Many of the more mechanical features of good education have been put to wide use. For instance, part of the teacher's daily schedule is organized in terms of long periods of making possible the study of broad problems which cut across several subject matter fields. There is no hard and fast schedule set up by the principal which all teachers must follow. Reference and supplementary materials are available in the room and pupils are reasonably free to move about in consulting them.

The mechanical matter of records is more adequately developed than in the lower scoring schools. Pupil records are more detailed and more widely used by teachers. Data on the records usually include a measure of intelligence and a check on physical handicaps. Attempts to correct the latter are made. A closer check is kept by the administration on the school-age population of the district. This work is facilitated by personnel employed for the purpose, by studies of enrollment and pupil progress, and by measures which attempt to eliminate causes of non-attendance.

Other practices have been adopted to improve the quality of teaching. Supervisors are quite generally found, though their program may suffer in effectiveness from lack of satisfactory organization. Frequent teachers' meetings are used as a practical device for improving instruction; through this means individual teachers are encouraged to study problems relating to their teaching fields. Teachers are selected more carefully with attention being paid to personality qualities. Teachers tend to be active participants in community affairs. In addition to tenure and retirement provisions, sick leave benefits are a further step in assuring the teachers professional status.
The mechanical aspects of the plant are more satisfactory. Maintenance is adequate—sanitary facilities are satisfactory. Corridors and other student traffic facilities are wide enough and properly located. Rooms are at least not too small to accommodate the number of pupils put in them, though furniture may not be adequate or suitably flexible for modern educational needs. And there has been little thought given to the attractiveness of the school interior. To some extent, teachers get the physical supplies and materials which they say they need.

The experiences, opportunities and services made available to pupils are broader than in the lower scoring schools, though in character they are added on rather than integral parts of a well-rounded and carefully organized complete educational experience. There are music classes, dramatics, nature study or science classes. Except for the encouragement of boy scouts and similar groups to meet in the school, the expansion of experiences for children do not go beyond the obvious and mechanical.

Only one-half of the schools in the top expenditure bracket rate as "fair" or "better" schools.

Schools Scoring 600 or Over (Fair or Better Schools). Beyond a verbal appreciation of a sound philosophy of education, these schools have done a great deal toward realizing in practice what schools are for in a modern society. They show a wider grasp of better educational technology growing out of an understanding of how learning occurs. Their adaptation to broader educational objectives and to more realistic educational methods has been largely confined to the school itself; they have not pushed the school out into the community, though they have begun to bring community considerations into the work of the school.

For example, pupils and teachers have collected original materials of a historical, scientific, or cultural nature which are used in teaching. Community activities, interests, and needs are taken up as a part of the regular study. Slavish following of textbook organization is being replaced by a study of realistic topics and problems, for which a wide amount of reading and reference work in a number of readily available books of different kinds is required. Regardless of the subject being taught, books in any field bearing upon the problem may be drawn into the study. For the first time we see books and materials somewhat more nearly adequate in quantity and variety.
Courses of study are under a continual process of revision by the teachers themselves. For the first time these courses reflect some realization that to take care of individual differences requires materials and methods in wide variety adapted to differences in background and ability. Teachers are at least realistic about pupils of low ability, beginning the fashioning of courses in which they can succeed with profit. And superior pupils are able to go ahead, without being held back by the others. Sometimes pupils with special handicaps—whether physical or mental—are taken care of in special classes where the work is organized in terms of their handicap. It is quite usual for much of the drill-work in mathematics to be "tailor-made" to the learning problems of pupils, and there is a considerable element of reality and meaningfulness in mathematical instruction. Language instruction tends to be realistic, too, being based upon social situations which demand oral or written use of language instead of piecemeal, abstract exercises out of composition book.

The schools have not seen the school as a vast practicing laboratory for youngsters in developing desirable life patterns, though their work is planned largely in relation to the background, aptitudes, and needs of individuals. Opportunities for self-realization of pupils, in addition to music, dramatics, literary activities, and creative arts, which are here made more nearly abundant for children of all classes, include study of the leading issues and problems of the day and first-hand experiences in science. There is more emphasis on the slowly developing behavior patterns which make for sound character. Pupils are learning to work together by helping to plan their extracurricular programs. Extracurricular activities have an important place in the total work of the school.

On the physical side there is attention to the body development and emotional training that come from sports and physical education, although the program of physical and recreational activities has not yet reached the point where every pupil is a participant in avocational activities at some time during every day. The general health picture is much better. Through conferences all teachers get together on promoting the health program in all classes. There is some thought to coordinating this program with community agencies which help the school secure physical treatment and correction for children who need them, even to furnishing undernourished children with proper food. There is frequently a school physician, almost always a school dental service, and teachers themselves have received special training in detecting symptoms of diseases.
Teachers know a great deal about the children with whom they work. Pupil records have been greatly expanded to include the home background and health history of children, and the school maintains closer relations with the home.

The personnel picture is much brighter. Standards of qualification in the selection of teachers have been set up by the local school system which exceed the minimum requirements of the State. Supervisors, specialists, and other expert personnel have been brought in to assist the regular staff. Supervisors have developed definite programs for the improvement of instruction. There is a professional library for teachers. For the first time the physical setting in which teachers work approaches adequacy—electrical teaching aids, well-equipped libraries, modern flexible furniture, and modern building fixtures.

These schools have not yet realized the full power of education in a democratic society, but they are on the way.

It is believed that the people of West Virginia will want to make the financial arrangement which will make the "fair or better" schools likely. They will want to achieve a minimum expenditure in the State as close to $100 as possible.

*West Virginia needs some laboratory schools to promote improvements in education—schools costing $150 per pupil.*

The same conclusion is reached as to the minimum of support if we approach the problem from the standpoint of those conditions which make for maintaining good schools. Experience has shown that schools rating much below 600 are slow to adapt themselves to change, slow to take on proved improvements in the educational processes.

When attention is turned to this question of the ability of the state system to maintain efficiency by adapting itself to new insights and new inventions, another feature of page 87 comes to the fore. To maintain such efficiency, the State must have a goodly number of schools freely operating as laboratories. These schools must be well staffed, well supported both financially and by public attitudes. These are the schools that will be coping with new problems emerging in West Virginia as well as with the new problems which West Virginia shares with other states.

Important improvements in education may arise in any school at any time. There are here and there brilliant teachers who rise above all restrictions of financial level and public atti-
tude, but there are not enough such teachers. Experience has shown that a state needs a goodly number of schools supported on levels of $150 and up in order to assure itself of enough lively research laboratories.

From this point of view the West Virginia situation is poverty-stricken. The highest budgeted expenditure for 1945-46 is $106. One of the very important financial problems which the State faces is to bring about change in this pattern so that there will be a goodly number of communities in the State where education is supported on considerable higher levels.

Schools should plan to reach a minimum expenditure of $100 per pupil in every county.

From the standpoint of the financial pattern, then, we can set as an objective the raising of the expenditure level in all counties as near to $100 as may prove feasible and the releasing of able communities ready and willing to support schools on very considerably higher levels. In seeking a solution to these problems careful analysis was made of the two major sources of support—local tax support and state tax support.

Local financial support is inadequate.

Analysis of the support structure indicates that the outstanding weaknesses of the structure of public education in West Virginia are found in the local aspects—in the low levels of local support and the small degree of local popular control. Local finance, local support, and local taxation are the foundation of home rule and home rule, in turn, is a long-tested mechanism from which public education has gained strength. The fact that an adequate school system cannot be operated on local support alone; the fact that in the early part of this century the chief base for local taxation—the property tax—came to carry too large a burden in many communities, should not blind us to the wholesomeness of a free system of taxation on property to support an educational program beyond the foundation established by the State. In the attempts to correct both the overburden on the property tax and the inadequate local districts, the State of West Virginia has over-compensated.

Fifteen years ago the support of schools in the State of West Virginia was largely local. Only 6 per cent of the cost of education came from the State sources. The budgeted expenditures for 1945-46 show 54 per cent coming from State sources. Interestingly enough, fifteen years ago there was at
least a sprinkling of schools in the State financed at $150 and above. With all the transformation in the control of education and in taxation that occurred in the 30's, the average expenditure per pupil was less in 1940 than in 1930. There was some slight improvement in the lower expenditure counties only. Most of the favorable situations shown on page 87 are a result of expenditure expansion since 1940—an expansion that has come almost entirely from State support.

In the early 30's the school district plan of control was superseded by the county unit. Revolutionary changes were made in the tax system at about the same time. When these changes were made the close popular oversight of financial matters was lost. Large powers were placed in the hands of the county board which was given the power to tax up to certain limits without reference to public approval. The new tax laws that went into effect at about the same time made it exceedingly difficult to obtain public approval beyond the amount over which the county board was given freedom. It required a 60 per cent vote of the people. It permitted voting for a three-year period. It is of interest that only a handful of the counties have ever taken the matter of voting additional taxes to the public and that only seven counties have voted taxes for the year 1945-46.

With the loss of close popular oversight compensating State controls were introduced:—the State School Finance Board, the meticulous audit including not only the usual scope of the audit but also the passing on the legality of expenditures, and the submission of extended budgetary data to the State Tax Commissioner as a basis for his determination of the legality of the agreed upon tax rate. When all of this is put alongside of the fact that no systematic attempt has been made to improve the system of property assessment in the counties so that the average assessment is now only about 50 per cent of full value, we have a situation which is far from wholesome. The control has been withdrawn from the people and placed in State bodies. The people are not asked to vote on their budgets. The budget is an inside educational job developed by the county superintendent and his assistants, approved by the county board, and checked by central officers. While this may seem to be a very desirable situation from the standpoint of educational leadership that is solely concerned with what goes on immediately in the schools, its effects upon the support pattern are clearly bad. In spite of the very low property taxes in the State of West Virginia, which are less than half of the average property tax burden in the country as a whole, county
boards fall short by more than $800,000 for the year 1945-46 of actually assessing as much as they could, without recourse to the people.

How different is this picture from that in those states which make it a matter of course for the budget to be submitted to the voters every year, and where public participation in making decisions as to financial policy is thus made a matter of the regular operation of schools. Clearly, there is need here for a marked change in the point of view of local administrators as well as for changes in the legal structure itself controlling the methods of determining local support.

Let us first see what could be done to the pattern of support shown in Chart 8 without any legal changes whatever. This is shown in Chart 9. If every county had voted on its present assessments the full rates it is entitled to vote by law, the much more wholesome pattern appearing in Chart 9 would result. The amount of extension is the crosshatched portion of the chart. The total amount of increase would be approximately $7,500,000. It is of interest to note that the equivalent tax rate on full value of property in the State, even if every county would vote its limit on present assessments, would in no case be as heavy as even the average communities in such states as New York and New Jersey annually vote upon themselves. Even if these higher rates were completely voted, with present assessments the burden on property in West Virginia would be less than the average burden on property in the United States.

Additional local revenue may be obtained through the assessment of property at actual value.

But there are other potential releases. The people of the State of West Virginia, realizing that their system of classifying property and their Constitutional limitations on property would keep property taxes from ever rising beyond a reasonable level might well insist upon the assessment of property at its full value. The property tax underpinnings of the vital home rule in education would thus become far stronger than they are at present, even when voting the maximum tax. The rates of assessment in counties on the average vary from 30 per cent to 84 per cent.1 The average rate of assessment is somewhere near 50 per cent. In the average county, therefore, the assessment of property at full value would double the amount that would be raised by present rates of taxation. In some counties it would treble the amount; in others it would increase it by only

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1These are probably conservative; as computed from indexes of economic activity alone they range from 20 per cent to 101 per cent.
CHART IX.

CHART 6 - PRESENT EXPENDITURES PER AVERAGE Pupil Compared with Additional Amounts that COULD BE RAISED.

Legend:
- Current Year's Expenditures.
- Amounts available for raising.
- Amounts which would require popular vote.
- Amounts which would be raised by popular vote.
- Amounts which would be required by popular vote.
- Amounts which would be raised by popular vote.

Legend:
- Elementary.
- Secondary.
- Agricultural.
- Technical.
- Vocational.
- Special.
- College.
- General.
- Total.

Expenditures per Average Pupil in Dollars.
a fourth; but on the average it would double it. This step alone would increase the potential, non-voting revenue for education approximately $12,000,000, with a possible additional $10,000,000 if the maximum Constitutional rates were used.

As a matter of fact, it would not be a wholesome condition if it were necessary for a community to use up its complete taxing power for the support of schools. It should always be possible for a community to increase its taxes if it so desires. Accordingly, it would be more realistic to say that the assessment of property at 100 per cent and the voting of reasonable additional taxes which would leave considerable leeway in each county, available but unused, would increase the revenues for education by approximately $18,500,000, or approximately 50 per cent.

How the expenditure pattern, as shown in Chart 8, would change if each county were assessed at full value and each county voted half of its votable margin is shown in Chart 10. Actually we might expect home rule to operate in such a way that half of the counties would vote more than half of their margin and the others less than half. That is home rule. There is no particular merit to uniformity in a matter of this sort. Once a defensible foundation level is set up, variation is to be desired, not to be looked upon with disfavor.

Let us now look at the pattern of school finance in West Virginia in terms of its wholesomeness. The most striking thing is that only four counties fall more than $10 short of the $100 level that may be considered a floor for highly efficient schools. Forty of the counties are above this critical support level of $100. Note also that four of the counties would fall in the pilot or even lighthouse group. In short, West Virginia needs only a modernization of assessments and a rehabilitation of community interest to bring about a financial pattern which would be highly wholesome. Add to this chart a goodly number of small communities freed to support their schools on higher levels and the West Virginia pattern would be among the best in the United States.

Some political sub-divisions of the counties should maintain superior schools as laboratories for the entire county.

It will be noted that either Chart 9 or Chart 10 greatly improves the situation with respect to relatively well-supported schools. There is, however, need for further development in this area.
The survey staff made a careful analysis of communities within counties to discover whether or not the conditions existed in individual communities favorable to the development of relatively liberally supported schools. The results were highly encouraging. There are a goodly number of communities in various parts of the State which have taxable wealth associated with population characteristics that under a different tax setup frequently result in schools supported on a pioneering level. For the most part these are small communities with from 2,000 to 10,000 population. It was in communities of this sort that the higher expenditure schools existed in 1930. These communities and others like them still exist. Many of these communities are in the neighborhood of large cities; others are relatively isolated. A dozen or so potential lighthouse communities were visited in Monongalia, Marion, and Harrison Counties. There are two or three strong possibilities in Ohio County one of which in 1930 was supporting schools on a $150 level. There is a cluster of them across the river from the State House not far from the Charleston city line. There are a few near Huntington. There are others along the highway between Charleston and Beckley. The search was not an exhaustive one but it was sufficient to reveal that West Virginia has a good quota of potential lighthouse school communities which could serve as a lever for the continued improvement of education at all expenditure levels in all those schools of the State financed well enough to obtain teachers alert to educational needs and with the ability to help citizens assess the potentialities that can be achieved through education.

When the county unit setup was developed, the natural evolution of such communities was stopped. The county unit served to bring to all children in the county a more or less uniform level through the availability of better trained administrative and supervisory staffs. It no doubt has done a great deal of good, just as the development of large city school districts brought in certain things which would have never come to schools had the smaller districts persisted. But there are indications that both the large city districts and the county unit did not take fully into account the importance of the development of pilot and lighthouse schools.

To make this observation is not in any way to criticize the central idea of the county unit nor is it to recommend a step back to the original district system. The point urged is that the county unit does not necessarily have to sacrifice its lighthouses.
It is recommended that serious consideration be given to develop some machinery by which an interested locality within a county may be given the right to tax itself over and beyond the county tax to provide funds for use in its schools, such funds to be administered by the county educational authorities with due regard to the wishes of the local community.

There seems to be a relatively simple way of doing this. It has been noted that the necessity for providing some share of the property tax for municipalities has led to the lowering of the tax limit on unincorporated territory. In other words, there is a potential tax of 50 cents—one-fourth of the total tax on property—or an advance of one-third over the total possible tax on unincorporated territory that can be used by a community now unincorporated if it incorporates as a municipality. This tax leeway available is more than half of that available to the county board of education. However small this might be for municipal purposes, as a tax base for the supplementing of an already good county educational program, it could become a very real source of support, particularly in those communities that are relatively wealthy.1

Under the present law it is possible for a community made up of as few as one hundred people—men, women, and children—to incorporate as a municipality. It would seem that it would be feasible under the present laws of West Virginia for a group of interested citizens to release their own taxing power now bottled up and not available to any taxing body, for the purpose of providing their children better schools than they otherwise would and that this might be just as reasonable as organizing a municipality for the appointment of a policeman, a garbage collector, or any other municipal officer.

Perhaps, however, it would be better to have special legislation which would give the people now in unorganized territory the choice of organizing as either a municipality or as a supplementary school service unit, or of dividing the present tax base between a regular municipal agency and a supplementary school service agency.

In case the idea of having an alternative municipal type organization for educational purposes should commend itself to the people of West Virginia, the State should provide for the selection of a body somewhat comparable to a local school board, setting the metes and bounds of responsibilities of that body and subordinating it to a county board of education. This would not be an unusual type of provision. As a matter of fact,

1Communities were found that could raise from $100 to $250 additional per pupil by full use of this frozen tax leeway.
both in Maryland and Alabama, which have county unit systems, the law provides for a local board of trustees for each individual school, and in both of these states these boards of trustees have certain important though limited functions. For example, in both Alabama and Maryland they are empowered to reject a teacher assigned to their school.

If these recommendations are carried out, we may hope to see the pattern of school support in West Virginia take on a more wholesome aspect in the upper expenditure levels. We may hope to see individual schools supported on $175, $200, $250 or even higher levels. Not all such schools will be lighthouses but out of such schools, provided by the people and closely watched and observed by interested citizens and superior teachers, we may hope for some of the finest fruits of home rule for education:—the light by which the educational system as a whole may find the way to serve America better.

Local schools suffer from lack of oversight by the people in the community.

In setting up the system of controlling schools at the time the county unit was established, the pendulum swung too far from popular participation. Outside of our largest cities, the survey staff has never seen a situation in the United States to compare with West Virginia in the degree to which the schools have been divorced from the people. Take, for example, the method of formulating and determining the budget. Under the statutes and rules of the State Board of School Finance, the budget is to be adopted in early August. During this time a date is set when any taxpayer may appear to be heard. Within one week this budget must be submitted to a State budgetary board which has approval or disapproval of the budget as a whole and of individual items. At the same time a detailed document comparable to the budget must be submitted to the State Tax Commissioner who presumably has some power over the individual items in the budget in approving the tax rates. If not, why all this detailed presentation? By the time set for this public hearing in August, any good administration of schools will already have made commitments with respect to the program for the year ahead. Certainly the issue will have been settled irrevocably as to whether the people are to be asked to vote additional taxes. Customarily this whole task of developing the budget is done by the superintendent of schools and his immediate assistants. Presumably someone has decided policy with respect to staffing with its important concomitants of class size; presumably someone has decided whether or not the State salary schedule is to be exceeded for teachers; for
certainly no matter how much the public may protest on the first Tuesday in August it will be too late to modify these important matters of policy. No wonder the State has developed the double-headed prudential organization for checking on local budgets.

Let us contrast this system with that used in communities which are really seeking to harness the dynamic qualities of the people to their educational program. In such communities there are various groups of citizens and school people working on educational issues in which they are interested. They are examining into what schools are doing elsewhere. They are assessing what their own schools are doing in terms of what they might possibly do. In early fall the superintendent of schools looks into the recommendations of all these various interested groups—members of the staff, parents, other members of the public, and students. Conferences are held with these groups so that there can be discussion of relative demands and what they might mean in terms of taxation in the community. These financial translations of the desires and aspirations of the community are brought together by the administrative officers by December first. Between December first and early in February or March a series of conferences (not public hearings in the sense that this is too often used) are held by the board of education with representatives of public groups and with representatives of the staff. In these conferences once more the hopes and aspirations of all concerned are balanced and judged as the members of a family balance and judge the desires of the family for modifications in the home involving money. Finally, the board of education as the responsible agent formulates a budget which is considered wise in terms of the desires of the public and its willingness to provide support. Then in February or March the budget is put to public vote. While the public is not empowered to vote less than that required by the minimum of the State, it may in effect set the tax rate by voting amounts as much greater, as it desires. Thus by March, or by the first of April at the latest, the budget, which has become a sort of contract between thinking groups in and out of the schools, has been adopted by the people. There is no need in such a budget for any state reviewing body. It has been reviewed by the people themselves. Be sure that in such a budget the State's interests will be protected because the funds which are to be provided by State aid are only a part of the funds which are to be used locally. With this budget adopted, administrative officers may go about the business of employing teachers, purchasing materials, and making other arrangements for the beginning of the school term in September.
What is needed in West Virginia is a careful building back to the people of the controls and the turning away from the pyramid of central controls of which there will be no end if public oversight is lulled more and more completely to sleep. In such a plan the state audit becomes what an audit ought to be—(1) an honest accounting, and (2) an audit to discover whether the board of education and its officials really carry out their contract with the people, which the budget really is. The auditor under such circumstances will cease being a sort of a traveling court to tell the people what is legal and what is not legal. This is not a proper function of the auditor. The laws are written in English. They are written for the interpretation of the people. If the people of a community step beyond its powers, any aggrieved person has recourse to the courts and it is the court, and the court alone, that is to decide what is legal.

The history of the evolution of the American school system is replete with examples of interpretations by courts which have extended the usefulness and efficiency of public schools. They have confirmed the judgment of the localities. The attitude adopted by the present system of audits in West Virginia that the auditor has the wisdom to interpret the law, is one that cannot but progressively destroy the growing edge of the school system. Perhaps there is justification for such attitudes in a system where there is really no local oversight, but what is recommended here is the turning back to the people for oversight, and the building into the law of the machinery by which the people locally become the overseers of the expenditure of their funds.

/> State financial aid should remain substantially at the present level.

It is clear from the foregoing that if state aid is maintained at present levels there is large leeway for local support to bring about a highly wholesome financial pattern in West Virginia. But this question may well be raised: Is the amount of state support now provided out of line? If the question could be answered simply as to whether or not the state sources are being used now more fully than local sources, the answer would obviously be yes. But this is not the real point at issue. The critical point is brought out by these questions:

1. Are the state sources being tapped out of proportion to what might be expected judging from the experience of other states?
2. If local support were built up as is proposed elsewhere in this section, would the present amount of state support be desirable from an educational standpoint?
An extensive analysis of the West Virginia tax system which appears in the longer report indicates that the answer to the first question is no. The people of West Virginia are not among those who are making an unusual use of state taxes. The situation on the whole is wholesome. The state tax system has leeway for emergencies ahead and for developments in other fields. One simple indication of this is the fact that the income tax has been discontinued. In other words, the tax system can well carry as much state support for public elementary and secondary schools as at present.

As to the second question, it is clear that the use of present support and a fully rehabilitated local property tax would result in support considerably short of that which will give promise of high efficiency in education. On the hopeful side it will bring enough communities in the State up to a level of support where high efficiency may be expected that the people of the State themselves may be enabled to judge more accurately in the matter of a few years whether or not they consider it economically and socially profitable to put a larger percentage of their income into education than the average state. It is believed that this is a highly probable outcome. The people who see good schools, who come to understand the power of education in the lives of individuals, and of the people as a whole, give educational support in the family, the community and the state a high priority. But our generation has been so concerned with the mechanics of education that it has hardly become aware of education as the policy of the people. We have hardly stopped to ask ourselves what happens to the people that are better educated as compared with the people that are poorly educated. We still tend to say "these people are poorly educated because they are poor", missing the point made by economists for 150 years, that the facts can be more accurately read, "these people are poorly educated and therefore poor".

An education that will bring the most out of persons will cost more than the modest proposals made in this report suggest. The proposals are kept modest because it is believed that the people themselves must capture the vision of the power of education before they will be willing to put education on a list of those things for which they are willing to make sacrifices—sacrifices in this day that tomorrow may be better—not really sacrifices, but investments.

Accordingly it is strongly recommended that there be no decreases in state support in the years immediately ahead. Let the attention of the State be turned to the rehabilitation of
local support, of popular control; keep the issue of more or less state aid out of the picture until these local transformations have been got under way, then let the legislature once more review the pattern when it has come to look more like Chart X and when more of the schools are producing on the higher levels described in the discussion of returns for money spent.

The use of the 1938 property assessments in computing the local share of the cost of a foundation program of education is unfair.

While the survey staff recommends the maintenance of state support on the present level, the analysis of the present state aid law indicates the desirability of certain changes to improve the law in terms of justice, equality, stability, adaptability and the various prudential considerations such as simplicity. Its intended or unintended effects on educational policy also counsel certain changes. As a basis for this a careful analysis has been made of the necessary variations in costs from county to county arising from sparsity of population and from different proportions of pupils in high school. The sparsity problem is particularly difficult. It has two manifestations of great significance. Where there is a sparse population it is necessary to transport children to get them into economical teaching groups. The greater the sparsity the more this extra cost of transportation. If the transportation is not provided, the extra cost shows up in the uneconomical teaching groups. The greater the sparsity the smaller these groups. Even when all feasible transportation has been provided, it is necessary in some counties to operate schools smaller than the economical minimum.1

Both of these manifestations are recognized in the present state aid law. Transportation is primarily accounted for by a formula which seeks to take into account many factors such as the length of the haul, size of the bus and the quality of the roads. The uneconomical teaching units show up in the present law by the allowance of additional aid equivalent to that for 16-2/3 pupils in elementary schools and 7-1/2 in high schools. Quite clearly, the more transportation that is used, the fewer schools and therefore the smaller the small school correction. Conversely, the less transportation, the more schools and the greater the small school correction.

The differential costs between the elementary and high schools are cared for in the present law by a weighting factor

1About 330 for elementary schools; 720 for high schools, according to West Virginia experience tables. (See longer Report.)
which results in counting each high school pupil as equal for computing state aid to 1-1/2 elementary pupils. These adjusted costs among counties are used as one of the bases for determining what is known as the first distribution. The other basis seeks to take into account the relative ability of counties to support schools. This is done by counting 95 per cent of the maximum tax on the 1938 assessed valuations.

There are three additional distributions which are in effect flat grants. In computing the foundation program and the second and third distributions, the aid is increased or decreased in accordance with the training and experience of teachers. There is a final distribution of $100,000 allotted according to the discretion of the State School Finance Board to those communities requiring additional funds to operate the minimum program.

When one looks at the operation of this program in detail, many inequalities and absurdities crop out. The use of the 1938 assessments, for example, in computing the ability of counties is patently unjust. In 1938 the ratio of assessed to full value varied a great deal. This was one source of injustice. Since 1938 some counties have gone up in their assessments and some down. This factor, however, only affects those counties which do not get aid under the 45 per cent rule. No doubt those who introduced this factor in the law were aware of its inequities and hoped that steps would be taken for getting more adequate aid for assessments in counties or for improving the whole assessment machinery. Whatever the hopes were, they have not been realized.

In working out the corrections for sparsity, the small school correction has been grossly misunderstood. Very few instances were discovered where school men in the State had any idea of what the purpose of this correction was.

The transportation correction has also been a source of misunderstanding and of tremendously detailed statistical work. It has got to the point where a superintendent will complain that the state transportation law does not take into account that two miles of his highway has got in disrepair.

The variation in state aid with training and experience of teachers has seriously opened up the question of the effects of stress on a single factor. Such provisions help the rich do what they would do anyway and deny to the poor an opportunity to do what they could if funds were allotted. This is the sort of thing that all states have experienced and West Virginia seems to be no exception, general opinion to the contrary notwithstanding.
A new simplified state aid plan to correct inequities in the present plan is needed.

Interestingly enough, when we take the sum total of the effects of all of these minor corrections and manipulations, the results are not disturbingly bad. It would be difficult to justify the amount of money that is granted a few counties in terms of any program for equalizing education and for building up a wholesome tax situation that is apt to come to the fore in the years immediately ahead. It would likewise be difficult to justify the treatment of certain counties that were greatly penalized by the operation of the system. But looked at in terms of the over-all financial picture, the system is not a bad one.

There is need, however, of eliminating some of the elements in the program that are not salutary, such as the present conflict between providing transportation and operating small schools which is affecting policy in counties unduly, and often not to the benefit of education; the elimination of the inequalities of the 1938 assessments; and the general simplification of the whole procedure. Accordingly, a simplification of the state aid machinery is proposed.

It is proposed that the new plan be put into effect over a period of five years beginning in 1947-48. The few counties that would lose under the proposal would have seven years to bring about a readjustment of their local support so that their schools would not suffer. The counties which would gain would have this gain spread over a like period of years so that there would be time for public consideration of the meaning of an extension of the educational program along with their considerations of the possibility of more adequate local support. The interlocking relationship between the state aid system and the state salary schedule would be done away with and in its place penalties assessed against counties that insist upon employing inadequate teaching staffs in spite of availability of funds.

It is believed that this transformation in the state aid law can be brought about as a simple, undisturbing sort of change that will not detract from the attention on the real problem—that of rehabilitation of local support. Particularly will it be desirable if there can be built up in the people of the State the feeling that the state support is a support of a foundation on which they are to build; that according to this the state support does not have to be sensitive to every rut in every road, to the training of every new teacher employed, to the addition of a
teacher here or of a teacher there. State support should be the even distribution of support, taking into account the costs of a like program, of relative ability of localities, and of the over-all wholesome balance between state and local support. With these three there should be the greatest degree of justice attainable without interfering with local autonomy. It should be held constantly in mind that state support should not be tied up with every act of local initiative. If one community wants to build a one-story house above its foundation, and another one a three-story house, that community that does more should not be looking to the State to give it a hand-out. In other words, the proposed simplification of state aid is made in the hope that it will eliminate those elements which now contribute to the bad state-centered psychology in school support quite as much as in the expectation that over the years it will greatly increase the basic equitableness of the system.

Underlying the state support system there should be stability, equity and the provision of that over-all basis of wholesomeness in the educational program—adequate support. The State should look with great hesitation upon any attempt to solve the educational ills of the State by centering the financial support upon this or that detail of the program. It should use the steering wheel as well as the gas intake in achieving its ends.

A better method of allowing state aid for sparsity of population in rural areas is needed.

The longer report gives a complete analysis of the measure of educational need in the present state aid law and of the measure of relative ability to pay. Here are summarized the specific recommendations that flow from these analyses.

Index of Cost of the Foundation Program.
1. An index of the cost of a foundation program shall be computed in the following manner:
   a. Each pupil in average daily attendance in Grades 6 and below shall be counted as one weighted pupil.
   b. Each pupil in average daily attendance in Grades 7 and above shall be counted as 1 1-3 weighted pupil.

2. A sparsity correction shall be computed to care for transportation needs and the need for operating small schools in rural areas. It shall be that percentage of the average

Half-day, kindergarten, continuation schools, etc., dealt with on an equivalent basis.
daily attendance of rural pupils\(^2\) obtained by adding (a) and (b) below.

a. A basic correction of 11 per cent shall be allowed all counties having .56 or less square miles of area per mile of highway as reported by the State Highway Commission; all counties having .65 or more square miles of area per mile of highway shall receive a basic correction of 15 per cent. Those falling between .56 and .65 shall receive proportionate basic corrections; for example, in a county having .57 of a square mile of area per mile of highway, the basic correction shall be 11.5 per cent; in a county having .58 of a square mile per mile of highway and the correction shall be 12 per cent.

b. To the basic correction in (a) shall be added a percentage equal to 1.6 times the miles of highway in the county per rural pupil in average daily attendance.

The sparsity correction will provide funds either for transportation or for operation of small schools, or both.

Here then we have an index of the cost of the foundation program that will operate on any expenditure level. If we wish to find the cost of a program that would require $60 per elementary pupil in Grades 6 and below and $80 in Grades 7 and above, and at the same time take account of the distributing small school and transportation costs arising from sparsity, we need only to multiply the number of weighted pupils derived as above by 60. Again, if we multiply the weighted pupils derived as above by 75, we would be allowing for a $75 elementary program, a $100 high school program, and making a proportional allowance for small schools and transportation. This combination of small school and transportation correction would make it possible for any county introducing transportation to have full advantage of its savings. It would not lose it to the State as at present. When the organization of the actual schools has been modernized more completely, these relationships should be reconsidered.

The percentage of correction for rural pupils varies under this rule from 4.9 per cent to 67 per cent. Note that it is tied up with the simple fact that the fewer the children along the road, the farther they have to be transported to economic units, or the smaller the units to which they can walk. In either case the fewer the children along the road, the greater the per pupil cost for providing a given education. This does not allow for differences in quality of highways. It simply means that counties with poor highways will gain less by transporta-

\(^2\)Rural pupils being defined as those living in unincorporated areas and in incorporated areas of less than 2,500 population as given in the latest U. S. census.
tion. They can choose to provide the transportation or to keep small schools.

The variations in actual cost around the sparsity correction (taking both transportation and small school corrections into account) will be less than the variations of actual costs around the estimates obtained by the present over-complicated transportation computations and the over-simplified small school school correction. It has the further advantage of leaving this matter of transporting children or operating small units in the hands of the community. If the State does not like the way this is handled in some counties, it may choose the provision of special leadership, the changing of the system of controls, or the passing of mandatory legislation. Simply leaving these matters out of the finance law does not shut off state action nor does the elimination of the transportation correction from the state aid formula relieve the State from developing standards for transportation.

*Each county should receive a minimum of $30 per weighted pupil.*

To bring about the maximum of justice with a minimum of disturbance of the educational program in a period in which the chief effort should be on the rehabilitation of the local property tax, it is proposed that the distribution formulas be changed to the following:

1. Each county should be assured $30 per weighted pupil.

2. Whatever the computed yield of 25 cents on full value of property plus the $30 falls short of $55 should be paid by the State.

3. In addition to the above, the State should pay one-third of the difference between the $55 assured above and $80 which the additional tax equivalent to 25 cents on full value fails to provide.

_Levying a tax which will raise the equivalent of 50 cents on full value should be a minimum requirement. It should be mandatory for the State Tax Commissioner to require the levying of such a tax. If it should require a vote by the people, as it will in many counties, failure to vote the complete tax should be followed by action of the State Tax Commissioner raising the level of assessments sufficient to permit the levying of the necessary tax without public vote._

Note that under 100 per cent assessment in the counties, the requirement of this 50-cent tax would still leave a potential 87 cents available to the counties.
Local option in increasing levies is one alternative to reform of assessments in the counties.

If the greatly needed reform in tax assessments is slow in coming, there is no reason why a substitute method cannot be utilized. This method is simplified to require the State Tax Commissioner to furnish the State Superintendent of Schools annually the rates on which property in the various counties is assessed, on the average, in the preceding year. There are many devices available to tax commissions for getting at good estimates, although taken altogether they will not compare with the results of a first-rate system of assessment such as that used by Wisconsin. Under this plan a county assessing itself at 40 per cent of its full value would be required to levy a tax of $1.25 for school purposes. This would mean that the people would have to vote the additional tax inasmuch as their assessments are so low that the normal rates would not permit a tax equivalent of 50 cents on $100.00 of full value.

But this is not to be deplored. In fact, it is recommended elsewhere that counties go beyond the constitutional requirement which permits voting a tax for a period of years to the policy that is certainly not denied by the Constitution, or submitting the issue to the people year by year for a single year only, giving the people each year the right to decide whether they wish to vote more of their funds for education.

The survey staff believes in fact that the rehabilitation of lively home rule is far more critical for the State of West Virginia than any change whatever in the state aid program. With the simple provisions above, we have the complete state aid program which, with variations in the level and the rate of local contributions, should serve West Virginia for decades to come.

Only slight changes in the actual amounts of state aid to the several counties are proposed in the new plan.

Interestingly enough, this change in the state aid system makes only minor changes in the actual distribution of state aid. The only exceptions are losses of more than $11 per weighted pupil in Ohio and Cabell, and gains of more than $8 in Gilmer, Mingo, Boone and Calhoun.

The change in Chart X is, accordingly, very little. It is shown in Chart XI with gains and losses noted. The highest three counties drop from $208.07, $201.01 and $161.70 to $196.95, $193.24 and $149.88, respectively. Whereas in Chart X four counties drop below $90, with the state aid changes only three
CHART XI.
fall in this category and the two lowest are at $84.35 and $85.00, respectively.\(^1\) Again, whereas 40 counties are above the $100 level in Chart X, with these changes seven rise above $100 and three drop slightly below, making a net of 44 counties above $100 to compare with the 40 in Chart X.\(^2\)

The change-over from the old to the new plan should be a gradual, five-year process.

To simplify the local school problem in the years ahead it is proposed that the amount of aid received in the year 1945-46 be computed as so many dollars per weighted pupil and that this amount of aid per weighted pupil be guaranteed for the year 1946-47. For that year it is proposed that the $100,000 marginal aid be distributed among the counties in which the guaranteed aid is less than they would be justified in getting under the new formula, this amount being distributed in proportion to this shortage. In the school year 1947-48 it is proposed that the excess of the guaranteed amount over the amount justified by the formula be reduced by one-fifth in those counties now getting more than the formula would permit, and that 20 per cent of the shortage beyond the guaranteed amount and the amount computed by formula be made up, and that in each of the four years following the school year 1946-47 the excesses be reduced by one-fifth a year and the shortages be made up by one-fifth a year. Assuming that we have the same relationship between pupils and wealth in the last of these five years, no additional state aid would be required to bring this change about.

An important basic change in policy is proposed in this new plan. It is proposed that the State undertake to assure the counties enough state aid to supplement a given local tax on full value up to the minimum program and that the state aid be no greater nor no less than this amount. Associated with this is the recommendation that the state aid for a given year shall be computed upon the valuations of property for the second preceding year and on the attendance average for the second, third, and fourth preceding years. By this process it will be possible for every county to know exactly how much state aid it might expect in any given year by the middle of the preceding year. This will make for stability and foresight in local planning. If we are to set up good business procedures,

\(^1\)It will be recalled that these figures are based on use of only one-half of the votable leeway. A greater use of votable leeway will make the proposed $90 minimum required expenditure achievable in these counties.

\(^2\)Additional aid of approximately $800,000 would be required to guarantee all counties against loss and at the same time make the increases indicated.
good home rule procedures in these counties, they must not be left as the victims of quick change of legislative policy. The educational policy of the county should be determined mainly by the time necessary for a wholesome consideration of local action. What may be expected from the State should be known well ahead. There should be confidence that these expectations will be carried out. There should be assurance that there would be no additional money to be distributed over and beyond this amount. In other words, the legislature should set aside enough money to meet the demands of the principle that it sets up in the law. Any excess set aside should be returned to the general funds. Should there be a shortage, the counties in the State should be entitled to borrow and to spend the amount of that shortage with full confidence that the legislature will make up the deficiency.

In the introduction of deliberateness we have, of course, lost a certain amount of sensitivity. It is submitted once more that it is a mistake to try to think of the State's part of the support as being sensitive to the growing, varying, burgeoning edge of education. It is in this area particularly that local support under good home rule mechanisms comes into full flower.

More home rule would result in better local school budgets.

In an earlier part of this section the budget as an important part of the machinery of home rule has been discussed and along with it the contrasts between the system in use in this State and best approved systems were made. Clearly this State, in moving towards a more efficient unit of school administration, defined efficiency all too narrowly. It is true that the county unit makes it possible to perform services which cannot be performed by small districts. It is also true that it tends to bring about equalization of support within the county. It is true that it makes it possible to employ special services which smaller districts cannot economically obtain. These things were doubtless foremost in the minds of those who established the county unit law. That there was some realization that something was being left out of the picture is indicated by the fact that the original law had in it a provision by which the people in any district could vote additional taxes upon themselves. Whether or not those responsible for this section were thinking of additional support or the larger participation in public control is not known. But it is significant that this vestige of the old closer control was at least in the original plan. The tax arrangements associated with it were declared un-
constitutional, therefore this part of the law became a dead letter. Today we may seriously question whether the balance to the good of schools can be entirely assessed from these undoubted advantages that come from the larger administrative unit. Over against it must come the loss of the powerful play of the public mind. This we find is a force of importance to be compared with the level of educational support. This was not known at the time the county unit system was introduced in West Virginia or in any of the other county unit states. Certainly when we look at the schools we find that the county unit has not performed any miracles. There is no indication that the returns for money spent are particularly different from those in smaller communities. Probably the advantage would have to be assessed as the advantage that comes from elimination of the extremely poor districts.

Probably the disadvantages would trace back to the withdrawal of the schools from the people. It is submitted that only the lack of realization of the power of the public mind could account for our failure to maintain in the county unit forms which have developed in communities of comparable population (cities) to maintain channels to the public and from the public. The description of the budget is a case in point. There is no activity of the educational program which lends itself so fully to the stimulation and use of the thinking minds of the public as the school budget. Assessing it from the standpoint of the increased efficiency of schools, we cannot but conclude that while there will be accidental abuses here and there, no real heights can be achieved without public participation.

But there is another angle to this public participation. Many thinkers in the field of home rule support home rule not for its beneficial effects but as a means of prudential oversight. When the public knows what is going on it is more difficult for an institution to be inefficient or dishonest. A carefully worked out program of budget development and reporting to the public, associated with continued activities of public groups in the study of educational programs, will go farther than any centralized system of controls. The trouble with these centralized systems of control is that they have to be operated by human beings. The history of the attempt to substitute central oversight for local oversight is the history of the multiplication of agencies and bureaus. Note, for example, in a brief span of a dozen years two state agencies have been set up to look at the annual school budgets. One of these agencies gets a report every month of the expenditures made by the communities. A bureaucratic control has caused the State to extend the powers of auditors. The people and the
courts can no longer be relied upon. The people, blind to what is going on, will not challenge the decision of a board or will not take them to the courts as they are entitled to do.

For the good of education in the first place, and for better prudential control of school finance, it is proposed that strong home rule mechanisms be developed which will carry in their wake prudential oversight along with whatever they carry in the way of stimulation of and insight into the educational program. As this machinery gets under way it is proposed that central oversight be reduced step by step. As a first step it is recommended that auditors be denied the power of making findings against boards of education on ultra vires grounds and that these findings be kept to matters of honesty. As a substitute the reports of auditors may well indicate where procedures within the county are different. Thus they can point out to the public the sorts of things they are apt to question as being beyond the law. In due course, as the public participates more in the whole matter of budget formulation, even such services as this will be superfluous.

As another first step it is recommended that the report to the State Tax Commissioner on the complete budget that is now made to his office be done away with. If it is essential that the State Tax Commissioner approve the tax rate, let the board submit the tax rate which it proposes to levy, with the data bearing upon the legality of the tax rate as such. The State can afford to eliminate the unnecessary clerical work involved in this report and the implied threat that is involved in submitting a detailed report upon educational intentions to an officer who, if he is qualified to pass upon educational matters, is qualified for reasons other than those associated with his office.

The third first step is to have the budget submitted to the State Finance Board months ahead of the present schedule, by March at the latest, and to require this board to say what it has to say by the first of April, making whatever allowances it deems essential for the incomplete facts on property assessments and school enrollments. Eventually this whole budgetary review should be eliminated and the budget should simply be submitted to the State Superintendent of Schools early in the calendar year in order that he may (1) advise the local board whether it is meeting minimum requirements set by law, and (2) make any suggestions which he may see fit to make in the spirit of a friendly adviser who has a good vantage point from which to observe education in the State and elsewhere. How fast this procedure should be consumated will depend in some
degree upon how acute local administration shows itself in setting up proper home rule procedures. But it should not be delayed too long. One way to make the home rule procedure work is to place responsibility upon it, not give it a crutch.

The assessment machinery in the counties should provide for listing property at its true value.

The improvement of school finances in the State demands as much as anything else the improvement of the tax assessment machinery. No class of property would be over-taxed if the taxes were levied on full values. If property is to be assessed at full value, a considerable degree of expertness in assessment must be provided. The plan followed in Wisconsin, according to which the State Tax Department takes a hand in the training of local assessors, is the preferred plan. In addition to giving special training to local assessors, spot checks are made by direct agents of the State Tax Department to bring about the equalization of assessments among the various regional assessors.

Such an improvement of the tax assessment machinery has a great deal to contribute not only to obtaining full assessments of property, but also to justice to the individual taxpayer. It is difficult for taxpayers to take any pleasure in the returns they get from the expenditure of public money if they are obsessed by the feeling that they, as individuals, are paying more than their share or are succeeding in beating the game.

This should be said, that such complete reorganization of the tax assessment machinery is not essential so far as the state aid system is concerned. Justice in dealing with the counties can be achieved by the use of relatively easily collected information on average rates of assessment by counties. The case for improved assessment machinery, therefore, rests upon the general wholesomeness of the financial structure.

Higher Education in West Virginia—The University

The State has created a number and variety of higher institutions beyond the apparent disposition of the State to provide adequate support and development.

Under the conditions that have persisted for many years, each of these institutions is conducted without appreciable, cooperative reference to the plans and activities of the other state institutions; and, therefore, largely in accordance with its own immediate self-interest. There exists no carefully drawn, state-
wide pattern of higher education into which each institution may be economically fitted.

Until the State is prepared to take certain drastic and courageous actions for the clear definition and progressive coordination of the functions of each and all of its present institutions, there is but little chance for the development of a system of higher education designed to accomplish the things essential for the economic, cultural, and civic welfare of the State. To quote the resolution creating the Legislative Interim Committee, there can be no "... guarantee to the taxpayers and the public generally a minimum of waste and a maximum of efficiency... ."

First and foremost of the decisions to be made must deal with West Virginia University. A state of the size and resources of West Virginia can maintain but one institution that will rank as an effective university. The area of responsible activity for this one university will need to be carefully mapped, and the boundary lines of each of the other higher institutions carefully fixed with reference to this university.

Provisions will need to be made for the stable and competent external and internal administration of the University, free from the chance interferences that all too frequently flow from the changing administration of the State Government. These provisions are fundamental and prerequisite if the State is to have a University worthy of its name during the years ahead.

When the University is compared, as to its financial status, with the state universities of the middlewestern states in particular, it is at once evident that West Virginia must plan without delay to provide for more liberal support of the institution if the goal, described by Governor Meadows in his inaugural address, is to be reached.

"Our state supported institutions of higher learning must continue to give to every West Virginia boy and girl ready opportunity to procure the best in higher education. Such institutions, in the matter of administration and scholastics, should rest upon a high and unassailable plane comparable to institutions of like character in our sister states."

An agency, herein later described, will be necessary for the continuous, critical, and constructive study and evaluation of all inter-institutional and intra-state relationships. Such an agency, legally constituted, and submitting its reports regularly to the Government and the people of the State, will be the determining test of the ability of the educational and civic
leadership of the State to effect a progressive and controlled evolution of the State's higher educational system which will serve not the limited interests of institutions, but the daily life of the people of the entire State.

West Virginia University was created under the provisions of the so-called Congressional Land-Grant (Morrill) Act of 1862.

Founded in 1867 as "The Agricultural College of West Virginia," the institution was located in Morgantown, close to the Pennsylvania line, and placed under the control of a Board of Visitors of eleven members appointed by the Governor. Under an act of 1868 the name of the college was changed to "West Virginia University" and that of the Board of Visitors to the "Board of Regents." In 1919 the Legislature merged this Board of Regents with the State Board of Education. Since 1927 the immediate control of the strictly educational affairs of the University has been vested in the "Board of Governors." This Board is bi-partisan and composed of seven members appointed by the Governor for terms of four years.

The historical records of the institution contain evidence of a slow and groping development. As with the great majority of such land-grant institutions of the country, its growth and expansion were under the influence of the vicissitudes and fortunes of the State itself. Ambitious plans of the early years were necessarily delayed of realization. In spite of this, it is easy to observe a continuing current of energetic idealism that has furnished power, through the years, for the overcoming of obstacles and for the enlargement of the opportunities of advanced training for the youth and the citizenship of the State.

The University has contributed much.

The examination of the affairs of West Virginia University has produced a series of generally favorable impressions of the institution, its officers, and its staff, especially as to the mechanical phases of its operation. Even with inadequate financial and physical means and, what is vastly more important, with the lack of a strong sense of responsibility for the development of its internal strength and stability, much of merit has been accomplished.

At all times during the present undertaking the abnormal situations produced by the war had to be taken into account. Much of the current data as to students, staff, finance and research was usable only indirectly. However, a direct effort was
made fairly to correlate what was before the war with what is now and with what is likely to be in the future. The forces that will affect American life in consequence of the war will have a powerful influence upon the character of such institutions as the State University.

As to its form of organization and the scope of its instructional work, the University follows the general pattern of the American land-grant university. Its area of operation includes resident teaching, agricultural research and extension, industrial and mining extension, and general extension.

On the basis of the available current records the formal, stated curricular organization and requirements are in accord with prevailing standards. Little or no evidence has been found indicative of a disposition to experiment and to pioneer for the continued improvement of the teaching and truth-seeking functions which are the marks of an institution of individuality.

Not many years ago it was observed by one of the country's educational leaders that: "the university is a place; it is a spirit." West Virginia has a place. At the moment it does not appear to have that "spirit" that must characterize a university as contrasted to an aggregation of conventional training and professional schools. The underlying reasons for this are not difficult to detect.

The University has operated under certain handicaps.

Under the conditions that have long existed, the University has operated under four major and two minor handicaps. Each of these will need to have serious consideration in any far-sighted planning and any concerted action before the State will possess a University of distinctive rank and one worthy of the aspirations of the present and future citizenship of the State.

The two minor handicaps are:

1. The geographical location of the University; and,
2. The conditions surrounding the campus in the City of Morgantown.

Reference to Item 1 is intended to emphasize the limitations imposed by the relative isolation of the University from the centers of population of the State. This must be accepted as a permanent handicap inherited from the pioneering past. Some of the effects of such isolation can, and no doubt will, be reduced as the transportation facilities of the State are improved and developed. At the same time the continuing disadvantages of location will need to be reckoned with.
Of greater and more immediate significance are the restrictions imposed by the campus site upon the operation and the needed expansion of the physical plant of the University. The campus is now divided into three sections by two arterial streets. This situation clearly warrants a prompt and competent engineering study for the purpose of discovering possible ways and means for the removal of existing traffic distractions and dangers and thereby permitting the development of the campus as an effective and economic unit. It may be found that either the re-routing of the main lines of traffic, or even the construction of a subway to carry the traffic of University Avenue—while involving considerable expense—would, in the long run, prove to be the wise and economical policy for the years to come.

At any rate the entire physical layout of the campus should now be studied from the standpoint of architecture, engineering and educational utility as a prerequisite for any future long-range building plans. The funds recently appropriated for buildings and lands should not be expended until a comprehensive and unified scheme for the future has been devised and accepted.

If the exigencies of the postwar building situation do not permit the preparation of the long range construction plan here proposed then it is believed that the University should give first attention to the building needs of engineering, agriculture, medicine, pharmacy and the library.

The four major handicaps are:

1. The multiple and complex governmental mechanisms by which the University is controlled;
2. The absence of a strong internal sense of institutional unity, solidarity, and responsibility;
3. The fact that the University has not yet come to occupy a place of high importance in the civic consciousness of the State; and,
4. The uncertain relation of the University to the other ten state institutions classified as higher schools.

The multiple control of the University should be abolished.

At first glance it appears that the principal governing authority of the University is the bi-partisan Board of Governors—seven in number, appointed by the Governor for terms of four years. There must be one member from each Congressional District. Three members must be alumni of the University. The statute provides that the Board of Governors shall
have charge of the educational and administrative affairs of the University. This Board has authority to employ all officers, teachers and other employees of the University, and to fix their salaries. However, the aggregate amount of such salaries must not exceed the total fixed by the State Board of Control which has authority over the financial and business affairs of the University. This Board of Control is composed of three members appointed by the Governor.

The situation produced by the division of responsibility between the Board of Governors and the Board of Control is further complicated by the intervention of other state agencies such as the Board of Public Works, the Budget Director, and the State Auditor.

The Board of Public Works is composed of the Governor, Secretary of State, Auditor, Superintendent of Free Schools, Treasurer, Attorney General and Commissioner of Agriculture. The Governor is the Chairman of the Board and appoints a director of the budget, who administers the budget under the direction of the Board. The Board examines the plan of expenditure of each spending unit and "if it finds that the plan conforms to the requirements of law and is in accordance with sound physical policy it shall approve the plan." Provisions are made for the quarterly allotment of funds to institutions (spending units) and for the maintenance of an elaborate system of records and reports.

Under the immediate direction and supervision of the Governor the director of the budget prepares the state budget for submission to the Board of Public Works. He also is charged with the administration of the budget.

The laws of the State relating to public moneys give to the State Auditor a comprehensive authority over the expenditures by institutions. It is provided (Code—Sec. 1024 [6]) that the auditor "shall not issue his warrant to pay any money out of the state treasury unless the same is needed for the present use".

Without minimizing the fundamental importance of adequate supervision of, and accounting for, all the financial transactions of the State it would appear that the existing procedures for checks and balances are not such as to permit the governing board of the University to assume its rightful responsibilities for the effective financial administration of the institution. In brief, it may be said that the affairs of the University are dominated by a system of remote control.
In the light of the experience of those states that have succeeded in developing their universities to a high standard, it must be concluded that the present policy of the State of West Virginia whereby there is a plural and divided control of the University is prejudicial to the existence of a ranking institution. To be sure, such policy may appear to secure for the State a certain degree of financial economy. This, however, may prove to be—indeed, there is evidence that it has already proven to be—a false economy. For what the University must have is the best of the civic and intellectual leadership of the State to be exercised through the University. This will not be the case as long as what should be the chief governing board of the University is a mere minor attachment to the major governmental controls of the State. In the long run these controls, not the Board of Governors, determine the course and character of the University.

*The Board of Governors should be given full responsibility for the control of the University.*

While there is a certain appealing logic of State administration in the argument for the creation of a central administrative board for the general control of all matters relating to public education—elementary, secondary, and higher, it is the present contention that the University is not just another state institution. It is fundamentally different and must always be different if it is to serve its full purposes.

The best interests of the University will, it is believed, be conserved by the continuance of a separate Board of Governors. This Board should be composed of nine members, each appointed for a term of nine years. One of these should represent the agricultural interests of the State.

It is clear American experience that those state universities of rank and influence have their own boards of control composed of members of continuing years of service. Only through such a stable board having a maximum degree of control, can there be developed policies that result in a planned development.

West Virginia University does not have such a board in its present Board of Governors. This Board of Governors of seven was established in 1927. During the intervening eighteen years thirty-one individuals have served as members of this Board. The average length of service of members has been six years. During the past five years twenty-three individuals have had a place on this Board.
The highest qualifications should be required for service on the Board of Governors.

Membership on the Board of Governors of the University should be regarded as the ranking public office in the State. This Board should represent the highest idealism and the most dependable competency in practical affairs. Its members must have complete freedom from limiting partisanship. In other words, they must be men and women who are utilitarian idealists, who are permitted to serve for a sufficient length of time to enable a full grasp of the meaning and methods of the University, who have the time for altruistic service, and who have a determined devotion to the cause and the wisdom of a state university. What West Virginia University is to become depends upon such a Board.

The President of the University should be the chief executive officer of the Board of Governors.

The records of the years clearly indicate a state policy designed to control an institution rather than to create a university. The vitality and usefulness of the University are determined by the extent and quality of its own freedom and the keenness of its sense of self-responsibility to the State. The scholars and teachers representing the University must have and hold a corporate solidarity and a unity of purpose. Their rights must be conserved and their responsibilities developed day by day by those charged with final decision. The leader of this enterprise is the President of the University. He must be, at once, the conservator of the interests and rights of the workers within the University. He must serve as the chief interpreter to the Board of Governors and to the people of the State of the purposes of the University.

The University President should be the chief executive officer of the Board of Governors and of the Faculty. He and the designated officers of this Board will represent the University before any state board or officer having to do with budget or financial affairs.

The Board of Governors should adopt by-laws and regulations.

Among the first of the needed actions of the Board of Governors of the University is that of the adoption of proper by-laws and regulations for the conduct of its own business; the proper codification of all of the rules, regulations, and orders that have been passed and are in force; and the defini-
tion of the status and duties of the President of the University as chief officer of the Board. As such chief executive officer he would be expected to attend all the meetings of the Board. All the other officers of the University would be made directly responsible to the President. Such by-laws, codification, and definition do not now exist. The present practice whereby the President is in attendance upon the meetings of the Board only when invited is not to be approved. The Comptroller of the University should in all respects be directly responsible to the President. The Secretaryship of the Board should be separated from the office of the Comptroller.

The philosophy of action which controls the University should be understood by all.

The University must have some clearly expressed philosophy of action; one by which its stewards—that is, its governing board, its officers, and its entire staff—will be aware at all times that the University has not served its full purpose until all the people of the State, of whatever class or occupation, come to regard the institution as a dependable and sympathetic agency ever at their disposal to aid them in meeting their needs for the higher forms of education and for the higher forms of scientific service. Today such needs and such service largely determine the prosperity, the security, and the ideals of the State. These stewards should have it widely recognized that the human work of many makes the University possible and in turn the University must contribute to the effectiveness, the dignity, and the aspirations of human work. Above all, the University will serve as a vigilant sentinel at the open doors of opportunity for all the capable and ambitious youth of the State. These youth are the insurance for the future of the State.

The University cannot now apply such a philosophy with a maximum of freedom for its own development.

The faculty should participate in the internal administration of the University.

It is a sheer commonplace to assume and to assert that the only major problem of the University is that of increased funds. This over-simplifies the problem as well as its solution. Indeed, increased support is needed. Of signal importance is the strengthening of the University on the inside—not merely here and there, by colleges, schools, divisions, stations, services, but for the institution as an organic whole. This is the
prime task of the University. For its successful performance the Faculty of the University, under the leadership of the President, must assume principal responsibility with the sanction and full cooperation of the Board of Governors.

The records and reports of the Council of Administration, the Senate, and the committees of the faculties for the past several years were examined; especial attention was given to the minutes of the Council of Administration and the University Senate. This leads to the conclusion that these bodies do not function in a continuously effective manner as contemplated by the orders of the Board of Governors providing for their creation.

If the University is to be organized and operated as a united whole, then provision must be made for a wider and more responsible participation of the entire Faculty. The proposed plan for University administration recently submitted by the Faculty should have early constructive consideration by the Board of Governors.

The administrative authorities—Board of Governors, President, Deans—must realize that the University is, above all, a cooperative undertaking. As far as possible the entire group of scholars and teachers should have an active part in the making of institutional plans, and the application of institutional plans, and the application of institutional policies. Opportunity should exist for regular contact of the members of the staff and the Board of Governors. Full understanding of the problems of the various sections of the University is a basis for creating the conditions for harmony and united action.

Institutional coordination is needed.

The problem of the effective and economical coordination of the University with the several state institutions of higher education is one the solution of which cannot be provided by any single formula. It is easily evident that this problem requires continued study and effort if the State is to have one and only one University; and, at the same time, to provide for the development of the other institutions in ways that will best and most directly serve the basic educational interests of the State.

Policies with respect to staff should be adopted by the Board of Governors.

The permanent concern of the controlling authorities of any university is that of maintaining the quality of the staff
of scholars and teachers. This is to be especially important and difficult during this post-war period when all American higher institutions of learning are likely to experience a rapid expansion. Competition for individuals of superior teaching and scientific abilities is bound to be sharper than ever before.

The policy of the University, as represented by the action of the Board of Governors on November 16, 1940, relating to the academic freedom and tenure of the staff, is in accordance with the best American university practice. Critically important as this policy may be, there is yet need for further action. At the earliest possible time the Board of Governors, in cooperation with the officers and representative members of the Faculty, should proceed to formulate a policy relating to the selection, the appointment, the salaries, and the promotion of the staff of the University. This policy should be such as would impel the supervisory officials of the University to give more attention to relative individual quality of teaching effectiveness, research productivity, and general University service performance; and in application would tend to the creation of a staff far better balanced as to age, rank, and salary than at present.

Staff salaries are too low.

As is well known, the present salary scale is far below that of institutions with which the University would choose to be compared. It is here estimated that the salary standards, in general, should be raised not less than 25 per cent, if West Virginia University is to be in a favorable position to secure the services essential for its desired future standing. In addition, the proposed staff policy should contain provisions relating to more equitable retiring allowances for the members of the staff and for regular leaves of absence for further study. These are essentials for the existence of a staff that is to be stimulated for a maximum and optimum output.

The physical plant should be developed.

The University has prepared and presented building projects involving expenditures of more than $11,000,000. Each of these has been considered during the present study. The present situation in the University is such as amply to justify prompt attention by the State to the proposals for the betterment of the physical accommodations for agriculture, engineering, and medicine. These should have prior claims upon any funds to be provided.
The alumni of the University should be more active.

The real support of the University is represented by the quality of the public attitude. For the creation and maintenance of an adequate public opinion toward the University the organized alumni must assume a definite responsibility. This responsibility has not been fully met. At this point is to be found a task, the high performance of which will determine the future of the institution.

The State Colleges of West Virginia

It is recommended that West Virginia's overhead control of higher education be reorganized.

The proposals made by the survey staff for the reconstruction of the State's overhead control of education involves the development of the system now in operation rather than the substitution of an entirely new pattern. The changes proposed are essentially adaptations of plans of overhead control that have been found most satisfactory in other states.

In harmony with these most efficient practices it is recommended:

1. That West Virginia University and Potomac State School remain under the control of the Board of Governors, and that the State Board of Education retain control over the public schools and the following institutions: Marshall College, Concord College, Fairmont State College, West Virginia State College, West Liberty State College, Glenville State College, Shepherd College, West Virginia Institute of Technology, and Bluefield State College.

2. That the composition and powers of the West Virginia University governing board be adjusted to provide for:
   a. A board of nine members, appointed by the Governor, by and with the consent of the Senate, serving for a term of nine years and eligible for reappointment.
   b. Ad interim appointments by the Governor from a slate of three names submitted by the remaining members of the Board.
   c. Prohibition of appointment to the Board of any paid employee of the State and of ex officio membership.
   d. Removal for cause only accomplished through impeachment proceedings.
   e. Preparation of the institutional budget under the Board's direction and its submission directly to the Board of Public Works with appropriate explanation and defense.
f. Complete Board responsibility for and adequate authority to exercise budget control after appropriations have been made, subject only to such audit by the State as will insure adequate accounting for funds.

g. Board authorization for acceptance of all gifts of land, buildings, money, materials and services.

3. That the composition and powers of the State Board of Education be adjusted to provide for:

a. A board of nine members, appointed by the Governor, by and with the consent of the Senate, and with eligibility for reappointment.

b. Ad interim appointments by the Governor from a slate of three names submitted by the remaining members of the Board.

c. Prohibition of appointment to the Board of any paid employee of the State and of ex officio membership.

d. Removal for cause only, accomplished through impeachment proceedings.

e. Preparation under the Board's direction of the budget for the higher educational activities under its control and of the budget for the State Department of Education and their submission directly to the Board of Public Works with appropriate explanation and defense.

f. Allocation by the Board to the higher institutions under its control of funds appropriated to it for higher educational purposes, such allocations to be made through annual institutional budgets approved by the Board and submitted to it through the chief state school officers.

g. Allocation by the Board to the various divisions and activities of the State Department of Education of funds appropriated for this purpose, such allocations to be made through an annual budget submitted to the Board by the chief state school officer.

h. Exercise by the Board of budget control over all units and activities within its jurisdiction, subject only to such audit by the State as will insure adequate accounting for funds.

i. Board authorization for acceptance of all gifts of land, buildings, money, materials and services intended for the benefit of any unit or activity under the Board's jurisdiction or for the benefit of the system as a whole.

j. Selection, appointment and fixing the remuneration and term of the chief state school officer by the State Board of Education and redefinition of the duties, responsibilities, and relationships of this officer to make him in all respects the executive officer of the State Board of Education.

As has previously been suggested, organization and processes facilitate but do not insure the efficiency and quality of educational control and service. The survey staff presents its judgment concerning the nature and size of the tasks that edu-
cational agencies of control should undertake in West Virginia and suggests various steps that in its judgment are desirable or necessary. This portion of the Report concerns itself primarily with the educational activities under the control of the State Board of Education.

A higher percentage of West Virginia's population should be enrolled in its colleges.

It is unthinkable that West Virginia wishes to adopt a deliberate policy of restricting its population with college education to a lower percentage than exists in the United States as a whole. There is no evidence to show that the State needs fewer college trained persons than are needed by other states; indeed the nature of its developing industry suggests that it may need a larger percentage of highly trained people than is the case in some states. Nor is there evidence indicating that a larger percentage of West Virginia's population is inherently incapable of doing college work than exists in other states; inability to take advantage of such higher educational opportunities as do exist seem to arise solely from failure to carry as large a percentage of its children through high school and thus qualify them for college entrance.

In 1939-40, 50.8 per cent of the 17-year old young people in the United States were graduated from high school; in West Virginia in the same year only 40 per cent of the young people of this age finished high school. Another measure of the success of a school system in bringing its school children to the level achieved by other states is the relationship of the number in the upper grades (9-12) to the number in grades 1-8. Ideally this should be approximately 33 1/3 per cent. In West Virginia it is 20.3 per cent. West Virginia ranks 37 on this measure among the 48 states. Such deficiencies are cumulative, of course, so far as college attendance is concerned, so that it is not surprising to find that in 1940 West Virginia had only 11.73 per cent of its young people of college age (18-21) in school although 13.31 per cent of all the young people of college age in the United States were enrolled in educational institutions.

West Virginia has the job of up-grading its teachers.

In West Virginia, as in other states, permission to teach in the public schools has been granted initially to undertrained young people on a temporary basis and their continuance made dependent upon securing further training in summer school, through extension work, or through resumption of college attendance for a longer period. This highly desirable up-grading is of course, a responsibility of the colleges. Even where holding
a job has not been dependent upon further training, the teaching positions open to these partially prepared people have been the less desirable ones from the standpoint of salaries and living conditions. As a result the more ambitious and able have voluntarily sought to increase their qualifications in order to obtain higher paying positions in more attractive schools and communities or in other occupations. A serious consequence is that the more able and ambitious are drawn away from the rural and village school communities where such a large percentage of the stable and substantial citizens of a state live.

In addition to the factors already mentioned that emphasize the size of the job of teacher preparation, brief mention may be made of another situation that is of great importance in West Virginia. As a state develops socially and economically and the qualifications of many workers become more technical and specialized, opportunities for young people to secure employment or to carry on their occupations require increasingly that special provision be afforded in the public schools for appropriate training. With the progressive development of the State, training facilities of these kinds have to be provided in more and more communities and this means that the colleges must prepare more and more teachers to carry on this work.

To turn from the demands that preparation of teachers will make on the higher educational facilities of the State, to other areas of demand for college training presents many problems. This is especially true in the case of preparation for occupations and activities that require college training of less than four years duration, ordinarily known as terminal programs.

There is great need for terminal program of education in the colleges.

Whenever occupational training opportunities are discussed in connection with the need for college service in West Virginia great enthusiasm is sure to develop concerning the establishment of new college level, terminal courses of one, two, or three years duration. Some one is sure to mention "the American Ruhr of the Kanawha Valley" with its great interrelated chemical and coal industries. The problems of West Virginia agriculture and of conservation are likely to be raised and, less frequently, distributive business, governmental services and the problems of social welfare and organization are suggested. The assumption is that even a stupid person ought to recognize among these great activities in this modern world of science, mechanisms and a complex society, multitudes of opportunities for college level terminal programs that would be welcomed with enthusiasm by employers and prospective employees.
College administrators are able to recognize the areas for college terminal programs that have been developed and become well established in academic circles in the course of many years—such programs as those in secretarial work, general agriculture and junior accounting—but they have seldom been in a position to discover specific new areas in our current economic and social life appropriate for such terminal work at the college level.

It is urged that the State Board of Education take the initiative in directing the chief state school officer to bring together in appropriate groups with college and public school administrators the personnel officers of industry, business and social agencies, in order to initiate segregation and definition of areas of employment for which terminal courses should provide necessary preparation. Such initial exploration should be followed for each such proposal by the setting up of a joint committee of competent persons from the colleges and public schools and from the industry, business or social agency most interested in the employment of the kind under consideration, to develop detailed suggestions for the content and objectives of the course. When plans for any of these terminal programs have been thus developed they should be submitted at once by the office of the chief state school officer to each of the institutions under the control of the State Board of Education with instructions that it indicate whether it wishes to be considered as one of the institutions to which such instruction may be allocated, together with its proposals for housing and staffing the program and an estimate of the enrollment that it believed the program will secure in the institution. The State Superintendent should then submit to the Council on Higher Educational Instruction the proposals made by the institutions and request the Council to submit recommendations for Board consideration. Upon Board approval of one or more allocations for the program, the State Superintendent should notify the Council on Instruction and the institution or institutions concerned.

**Educational and vocational guidance should be provided.**

"In the bewildering complexity of future supply and demand for this or that type of education the individual high school boy or girl ought not to be left entirely to his or her own judgment. Youth has a right to look to the educational agencies of the State for guidance and direction in its preparation for leadership in civic and social affairs."**

The survey committee would add to this statement only by calling emphatic attention to the fact that civic and social life includes, almost inevitably, service through some means of making an honest living, frequently in very humble ways that are seldom associated with the term leadership. The right of youth to competent guidance in choosing and preparing for employment cannot be realized upon the basis of the general knowledge and opinion of teachers and administrators, they need to have facts and expert judgments placed at their disposal for use in their counselling of boys and girls and college youth.

*West Virginia's colleges, like those in other states, are local institutions.*

It is hardly necessary to labor the point that all colleges and universities everywhere are to a considerable degree local institutions—all draw a disproportionate number of students from their immediate environments. This has been proved by many institutional, regional and national studies for all types of institutions, public and private. In harmony with this fact is the corollary fact that the territory adjacent to a higher institution sends a larger percentage of its high school graduates to college than similar communities do that are more remotely situated. With some rare exceptions the percentage of high school graduates that attend college decreases rapidly with increase of the distance of their communities from higher institutions. The presence of a college stimulates to a remarkable degree. This stimulation is not solely a function of geographical distance and ease of access, it results also from the sociological mores developed by the activities of the college. There are, of course, other factors that affect college attendance such as topographical features that separate areas to a degree not suggested by map distances, the cultural heritage of specific communities and the presence or absence of good high schools. But proximity to a college remains the most powerful factor in leading high school graduates to attend a higher institution.

For the purposes of this report the local regional area of each of the higher institutions of the State is arbitrarily defined as the county in which the college is located and the counties contiguous to it, except that the entire northern panhandle is included in the regional area for West Liberty and Morgan County in the eastern panhandle is added to the territory of Shepherd. The institutions that are clearly intended to have state-wide coverage, West Virginia University and West Virginia State College, are included in this discussion because they too serve local as well as state-wide purposes.
The table that follows compresses in brief space several items of information that are associated with the regionalism of the State's higher institutions. It is possible to derive from this table many interesting and important relationships that exist among these facts.

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<tr>
<th>Institution</th>
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<th>Column 2</th>
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<th>Column 4</th>
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</table>

(a) The percentages are of the white population or student body in the case of institutions for whites and of the Negro population or student body in the case of institutions for Negroes. The percentages for white institutions in Column 2 exceed 100 because counties with a total population of 250,000 have been included in more than one institutional area, but only once in the total population of the area.

(b) Basic figures taken from data on day time students in 1940 by Cavins and Kirby.

(c) Enrollments as beginning of first semester, 1945-46.

This table shows that in every instance a large percentage of the total enrollment of the higher institutions comes from the home county of the institution and the counties immediately adjacent to it, the percentages ranging from 25.4 to 89.6.

Even the University and West Virginia State College are local institutions to a considerable extent, although both show a considerably higher percentage of student distribution outside their local areas than is the case of any of the other institutions, except Potomac.
None of the existing institutions should be discontinued.

Before details of allocation of function to various institutions could be determined, it was, of course, necessary for the survey committee to decide whether, in its judgment, any of the existing institutions should be abolished. The members of the survey staff believe that all have useful and desirable functions to perform that the State cannot afford to lose. The general pattern of the staff's recommendations, however, emphasizes first, the need for only one fully developed State University; second, the desirability of developing only two of the state colleges for white students as strong regional colleges; third, the desirability of assigning limited specified functions to the other institutions for whites with some degree of limited specialized state-wide service in one of them; and fourth, the desirability of the continued development of the West Virginia State College and of restricting the institution at Bluefield to named local services.

The allocation among the several colleges of courses to be offered will require continued study.

The survey staff wishes to emphasize the following point: Allocation of institutional functions in accordance with a pattern that seems suitable at the present time on the basis of information now available, cannot serve permanently or even for any considerable period in a society and economy developing as rapidly as are those of West Virginia; higher educational efficiency and service demand that responsibility and authority for continuous allocation and assignment of specific functions be lodged in a permanent agency of educational control which has the means for securing adequate and accurate information upon which to base its judgments and decisions. In the opinion of the survey staff, this agency should be a reconstituted and reorganized State Board of Education, which has a competent executive officer with a sufficient staff of assistants and specialists under his administrative control to insure that information will be collected and expertly analyzed as a basis for Board decisions and to insure that supervisory functions will be efficiently performed in accordance with Board policies.

There is one important and notable exception to this proposal to lodge in the State Board of Education responsibility for the continuous coordination of the higher educational program of West Virginia. The State Board of Education should itself be limited in its authority to inaugurate work and develop programs in the institutions under its control by statutory
enactment assigning certain functions to the State University. The nature of the allocation that should be made to the University by legislative action is discussed in the following section.

West Virginia should maintain only one university.

The survey staff is completely convinced that West Virginia should maintain but one fully developed State University. This conviction is justified by the limitations of the State with respect to population and available wealth, by the difficulties and conflicts that have disrupted states that are wealthier and more highly developed than West Virginia which have permitted the growth of two or more state universities or of a state university and a separate land-grant college; and by the obvious need to use state funds to develop further the public schools of the State and widespread local opportunities for higher education.

The survey staff means by its statement that West Virginia should maintain but one fully developed state university, that to West Virginia University should be assigned responsibility for all professional work, for all graduate work beyond the Master's degree, and for all specialized areas of work leading to undergraduate degrees that can be satisfactorily and adequately provided for the entire State under the auspices of one institution.

The University is not by this proposed definition of its exclusive functions restrained or restricted from serving also local functions comparable to those of the other state institutions, but it should not be permitted to establish or adopt branch institutions.

Nor should the State University or any other institution, under the guise of establishing extension centers, be permitted to establish branches that compete with other institutions. The problem of coordinating extension activities on a state-wide basis and using the faculties of all the institutions for this purpose is so difficult and so important that a special section of this report is devoted to the matter.

The exclusive allocations to the University will limit the offerings of other institutions.

It follows logically from the proposed allocations of exclusive functions to the State University that the functions of all the state colleges are thereby automatically limited. This limitation is not intended to be so loose as to permit a state
college to add one or two or a few of the assigned University functions to its program as long as it does not seek to become a "fully developed State university" by duplicating them all. It means that no state college (with the exceptions noted subsequently in the case of West Virginia State College) should be permitted to offer a degree in Agriculture, Forestry, Engineering, Journalism, Law, Pharmacy, Social work or Mining and that any state supported work which in the future may be proposed for work leading to degrees in Medicine, Dentistry, Accounting, or other professions not now offered in West Virginia should be allocated by legislative statute to the University.

Allocation of these degree programs to the University should not be interpreted to mean that the state colleges are thereby denied the right to offer two-year pre-professional courses in these fields or terminal courses of sub-degree character. Neither should it be interpreted as denying to the state colleges the right to offer courses leading to proficiency in fields represented in the curriculum or services of the elementary and secondary schools.

Work leading to the Bachelor's degree in the Arts and Sciences, in Commerce, Home Economics, Education, Music, Fine Arts and Physical Education are not assigned exclusively to the University because, in the judgment of the survey staff, the State cannot be adequately and satisfactorily served in these fields by one institution. The failure to make exclusive allocation in these fields to the University does not mean that they automatically become functions of all state colleges. Specific allocations in these fields to state colleges are suggested.

In connection with graduate work at the Master's level, and beyond, the survey committee does not wish to suggest that for the present the State depart from the patterns recommended by this Report, but it does wish to suggest that after the major adjustments or reorganization are made and when the pressures and confusions of the war's conclusion are relieved, the executive officers of the governing board of the University and of the State Board of Education initiate discussions of a state-wide cooperative plan for graduate work among all the institutions. Details should, of course, be developed by these discussions, but it is suggested that under the leadership of the University a State Council on Graduate Work and Research might be developed which would utilize the competent and approved staff members of all the institutions for the conduct of specified work at the graduate level, both
in residence and by extension. In Michigan such a program which is suggestive, although obviously not specifically adapted to West Virginia conditions, has been developed among the State Teachers Colleges and the State University.

The bases for allocation of functions to the several institutions are as follows:

1. West Virginia needs to take steps to increase the percentage of its population with some degree of college training.

2. West Virginia needs to raise the level or training of its public school teachers, especially of its elementary teachers.

3. West Virginia needs to vastly increase its educational opportunities for terminal sub-degree courses at the college level in order to facilitate and keep pace with the needs of industry, business and social development.

4. West Virginia needs to direct the attention of its people to the great values and need for college training in fields other than those represented by the conventional Bachelor of Arts and Sciences degree and by the traditional professional and graduate degrees and should adapt its system of higher education accordingly.

The survey staff has asked itself three questions in connection with the specific allocation of functions.

1. What phases of higher education should be carried on by all the State's higher institutions?

2. What phases should be carried on by two or more institutions and which institutions may most wisely be assigned this work?

3. What phases of higher education may be adequately carried on by one institution only and which is the best institution to do this work?

The answers to these questions that the survey staff suggests are embodied in the specific allocations proposed, institution by institution. In some cases more or less detailed explanations of reasons for specific assignments are given.

It is necessary to define the terms used.

The terms used by the pages that follow to distinguish the different levels and types of institutional allocation must be defined and explained.
“Degree specialization” as it is used in this Report refers to a program of studies leading to a degree that carries, or might appropriately carry, an identification of the profession, occupation or field in the degree itself. For example, Bachelor of Agriculture, Bachelor of Education, Bachelor of Engineering, Bachelor of Music, Bachelor of Fine Arts, etc., and similarly with the Master's degree. When the B.A. or B.Sc. in Agriculture, in Education, in Engineering, etc., is granted the designation of the field is almost always dropped in use of the degree so that B.A. and B.Sc. tend to lose the meaning and usefulness that they would have if they were confined to marking completion of programs without specific occupational purposes outside the world of academic scholarship. It would make for clarity and less confusion if a uniform plan for designating the field in the degree itself were adopted by the public higher institutions of West Virginia. Although no such convention has generally been agreed upon by the higher institutions of the United States, the practice of using degrees that themselves indicate the field is followed for specific fields by reputable institutions everywhere.

Whether this practice is or is not followed, however, does not affect the meaning of the term “degree specialization” as it is used by this Report. An institution allocated a “degree specialization” may grant a degree that itself carries the name of the field, it may grant a B.A., B.Sc., M.A., M.Sc., “in” the named field, or it may avoid all designation in connection with the degree, but, in any case, it is recommended that it be given the right to carry on programs leading to the degree in the profession, occupation or field indicated. It is intended that unless such a “degree specialization” is assigned to an institution, the institution should neither grant a degree in the specific field nor carry a program in it concealed as a “major” in the B.A., M.A., B.Sc., or M.Sc. This restriction should be applied not only to the courses offered but also to prohibition of catalogues and other announcements asserting that any degree offered by the institution permits specialization in the field.

“Junior College” is used to indicate programs that require high school graduation for admission and extend over a period of not more than two years. “Junior College” programs include (1) pre-professional preparation not in excess of two years which permits transfer with Junior standing to appropriate accredited professional school in the State University or elsewhere; (2) two-year Arts and Sciences or general educational programs that permit transfer with junior standing to Arts and Sciences division of the University or to other
accredited colleges; (3) two-year programs that are intended to mark the end of formal general education; (4) programs of two years duration, or less, that are intended to complete preparation for a semi-professional or skilled occupation.

“Terminal”, as used in this Report, includes the Junior College programs of general and occupational training that requires high school graduation for admission and extend for a period of two years or less. It is not used to include programs that do not require high school training for admission, although these programs are actually designed to terminate the student’s formal training with the accomplishment of the definite objective for which they were set up.

“Trade” is intended to designate programs that do not require high school graduation for admission and which may or may not include courses of college credit character for completion.

“Exclusive” when used with a white or Negro institution, indicates that no other institution for whites or no other institution for Negroes, as the case may be, is allocated the function or class of functions with which the word is associated.

It should be noted that allocations are not made solely in terms of the functions now performed by the institutions but also include certain functions not now provided that should be assigned as indicated if and when they are included in the program of the State’s higher educational system. It should be noted also that existing programs not here reallocated to the institutions now offering them are recommended for elimination.

The following allocations are proposed—

institution by institution.

West Virginia University

A. Degree specialization—exclusive.

B. Graduate work in all fields beyond the Master’s degree—exclusive.

C. Degree specializations—not exclusive.
D. Junior College—not exclusive.
   (1) All fields.
   It should be noted that “Trade” work is excluded from
   the offerings allocated to the University, both because it is
   not appropriate to a University and because this type of
   work is allocated to other more appropriate institutions.

Marshall College
A. Degree specializations.
   (1) Arts and Sciences, (2) Music, (3) Fine Arts, (4)
   Commerce and Administration, (5) Home Economics, (6)
   Physical Education, (7) Secondary Education, (8) Ele-
   mentary Education, (9) Teacher-Librarian.
B. Master’s Degree.
   In fields only of “degree specializations” assigned to the
   college.
C. Junior College.
   (1) Pre-professional in all fields for which its allo-
   cations of “degree specializations” provide facilities, in-
   cluding “special fields” of teaching, (2) Arts and Sciences
   or general education for transfer to another college, (3)
   Terminal general education program, (4) Terminal pro-
   grams of two years or less duration intended to complete
   preparation for a semi-professional or skilled occupation in
   fields for which its “degree specializations”, including its
   “special fields” of teaching, provide facilities.

Concord
A. Degree specializations.
   (1) Arts and Sciences, (2) Music, (3) Fine Arts, (4)
   Physical Education, (5) Home Economics, (6) Secondary
   Education, (7) Elementary Education, (8) Teacher-Librar-
   ian.
B. Junior College.
   (1) Pre-professional in harmony with “degree special-
   izations” assigned, including “special fields” of teaching.
   (2) Arts and Sciences for transfer to an Arts and Science
   college, (3) Terminal general education, (4) Terminal
   programs of two years or less duration intended to com-
   plete preparation for a semi-professional or skilled occupa-
   tion in fields for which its “degree specializations”, in-
   cluding its “special fields” of teaching, provide facilities.
C. Trade.
   (1) Agriculture, (2) Secretarial and Commercial, (3)
   Home Economics.

West Virginia State College
A. Degree specializations—exclusive.
   (1) Agriculture, (2) Arts and Sciences, (3) Music, (4)
   Home Economics, (5) Physical Education, (6) Fine Arts,
B. Degree specializations—not exclusive.
   (1) Elementary education.

C. Junior College.
   (1) Pre-professional in all fields for which its allocations of "degree specializations" provide facilities, (2) Arts and Sciences to be used for transfer to another Arts and Science college, (3) General education as a terminal program, (4) Terminal programs of two years or less duration intended to complete preparation for a semi-professional or skilled occupation in fields for which its "degree specializations" provide facilities.

D. Trade.
   Trade work is allocated to West Virginia State College and to Bluefield in order to provide this type of education to youth who live in communities all over the State with such small Negro population that it would be prohibitively expensive to provide local high school facilities in vocational fields. It would be much cheaper for county school districts to compensate West Virginia State College and Bluefield for this work than to attempt to provide it locally. In addition, the county schools, or the State, or both, might easily work out a plan for reducing to a minimum the added cost to the pupil of going away to school. The allocation to these two higher institutions contemplates that the State will thus maintain two state trade schools with such federal assistance as is usually granted to vocational high schools, without the necessity of setting up new administrations. Further, the availability and control of such trade schools would provide these colleges with excellent practice facilities and physical equipment for other levels of their work.

Bluefield

A. Degree specialization.
   (1) Elementary Education.

B. Junior College.
   (1) Arts and Sciences for pre-professional, transfer and terminal purposes, (2) Home Economics, (3) Music, (4) Fine Arts, (5) Industrial Arts, (6) Secretarial, (7) Physical Education.

C. Trade.
   (See statement made in connection with allocations to West Virginia State College.)
   (1) Agriculture, (2) Fields covered by Vocational Trades and Industries in Smith-Hughes High Schools, (3) Home Economics, (4) Secretarial and Commercial.

West Virginia Institute of Technology

A. Degree specializations—exclusive to white state colleges.
   (1) Secondary Education, Vocational—Trades and Industries.
B. Junior College.
(1) Pre-professional (a) Engineering, (2) Arts and Sciences for transfer to an Arts and Science college, (3) Terminal general education program, (4) Terminal programs of two years or less duration intended to complete preparation for a semi-professional or skilled occupation in (a) Trades and Industries represented in Vocational High Schools—exclusive, (b) Secretarial, (c) Chemical Industries, (d) Home Economics.
C. Trade.
Trade training in the fields represented in Vocational High School under the Smith-Hughes Trades and Industries work.

*West Liberty*
A. Degree specializations.
(1) Arts and Sciences, (2) Secondary Education, (3) Elementary Education.
B. Junior College.

*Fairmont*
A. Degree specializations.
B. Junior College.
(1) Pre-professional in harmony with “degree specializations” assigned, including “special fields” of teaching, (2) Arts and Sciences for pre-professional, transfer and terminal purposes, (3) Fine Arts, (4) Music, (5) Industrial Arts, (6) Physical Education, (7) Home Economics, (8) Secretarial.
C. Trade.
In allocating “Trade” work to Fairmont, the controlling factors are very different from those that determined the allotment to other colleges and it is intended that the level shall be decidedly superior to high school vocational work, although high school graduation should not be required for admission. Fairmont is in an “area” sufficiently populous to afford vocational high schools and its own trade work should, therefore, be made up, in large part of post high school level courses. However, this work should include occupational instruction that is usually neglected both by high school and colleges, but that will serve the needs of the local communities in the “area”. The needs of the entire
"area" of the college should be served since it is recommended that the University leave this field entirely open to Fairmont.

No specific designations of trade work are made for Fairmont. The selection of the occupations for which training of the occupations for which training is to be provided is restricted only by the facilities made available through its Junior College programs and by the "exclusive" allocation of certain programs of trade training to other institutions.

Potomac

A. Junior College.
   (1) Arts and Sciences for pre-professional, transfer to college of Arts and Sciences, and terminal purposes, (2) Secretarial and Commercial—terminal and transfer, (3) Agricultural, terminal and transfer, (4) Home Economics, terminal and transfer, (5) Music, terminal and transfer, (6) Fine Arts, terminal and transfer.

B. Trade.
   Potomac may well serve "trade" purposes in its "area". What has been said with respect to such work by Fairmont applies to Potomac.

Shepherd

A. Degree specializations.
   (1) Elementary Education, (2) Arts and Sciences.

B. Junior College.
   (1) Arts and Sciences for pre-professional, transfer to other colleges of Arts and Sciences and for terminal purposes, (2) Secretarial and Commercial—terminal, (3) Home Economics—terminal, (4) Music, (5) Fine Arts, (6) Industrial Arts, (7) Health and Physical Education.

C. Trade.
   Any "trade" work for which the Junior College allocations and "degree specializations" provide the facilities which are needed in the "area" subject only to "exclusive" allotments to other institutions.

Glennville

A. Degree specialization.
   (1) Elementary Education.

B. Junior College.

C. Trade.
   (1) Agriculture, (2) Industrial Arts, (3) Home Economics, (4) Secretarial.
The degree in Elementary Education should be based upon a special program.

Among the “degree specializations” is one called Elementary Education. It is intended by this classification to recommend that a degree program in the field of elementary education be developed which will not be confused with preparation for secondary school teaching. The field of elementary education is by all psychological standards much more important and difficult than high school teaching. The subject matter fields that must be understood and the skills that must be acquired are much more numerous and demanding in elementary teaching. Knowledge of psychological and physiological processes that is required is much more intensive and specialized, both with respect to the child and with respect to the parent. The fact that elementary teachers have a much larger function in parental education through their more frequent contacts with parents is often overlooked. These matters are more difficult to learn than are command of one or two subject matter fields to the degree required to teach adolescents in high school, usually from a textbook.

The “degree specialization” in Elementary Education has been assigned to all the institutions except Potomac and West Virginia Institute of Technology, in part because there is great need to provide local facilities for raising the level of the professional competence of elementary teachers. In three cases (Glencoe, Bluford and West Virginia Institute of Technology) this has resulted in assignment to institutions that are not assigned “degree specialization” in Arts and Sciences. In all these cases, however, Junior College allocations have been made in Arts and Sciences, Music, Fine Arts, Home Economics, Industrial Arts and Health and Physical Education, all of which are essential to the preparation of a professionally competent elementary teacher. If it is objected that this makes no provision for upper division work in any of these fields, the answer of the survey staff would be that the degree of breadth involved in securing Junior College competence in all these fields is more intellectually demanding and time consuming than upper division work in one or two areas. In this connection, also, attention is called to the fact that from institution to institution the country over designation of a course as upper division is no real indication that it is more scholarly or difficult than a large percentage of lower division courses, the convention is for the most part evidence of overemphasis upon subject matter specialization. Further, the designation of a “degree specialization” in elementary education is intended to
imply that upper division work in psychology and in the fields associated with psychology such as tests, evaluation, guidance and physical and mental health and advanced professional practice and clinics will be provided.

It is strongly urged that this step be taken in the hope that the serious failure of the institutions to provide enough well prepared elementary teachers may be corrected and that it may contribute to reversal of the present situation in which the secondary teacher is accorded much more social respect and esteem than is given to the elementary teacher.

There should be a distinction between "vocational" and "special field" courses.

A second point of explanation is connected with the designation of certain teaching fields both as "vocational" and "special" fields. In some cases these same fields appear as "degree specializations". Home Economics may be used as an example. Home Economics as a "degree specialization" is a specialization that is related to teaching only as some courses of the home economics degree program may be used as service work in both elementary and secondary teacher preparation. The classification of home economics under "vocational" in the field of secondary education means that the institution is allocated the function of preparing high school vocational teachers in public schools that meet the requirements for Federal aid in this field. A relatively small part of home economics teaching is done in vocational schools of this kind. The teaching of home economics in non-vocational schools and in non-vocational programs in schools that also give vocational home economics is done by teachers who do not qualify under the federal and state regulations as vocational teachers. These teachers are then known as teachers of a "special field", home economics. The same differences apply to agriculture. The vocational teacher in Trades and Industries is in much the same fashion in a different category from "the teacher in the special field", non-vocational in purpose, known as Industrial Arts.

Cooperation in the use of institutional functions should be developed.

It has already been emphasized that an initial allocation of institutional functions, even though made with knowledge and wisdom far beyond those claimed by the survey staff, will require change and adaptation as economic and social conditions change. Agencies with power to authorize such changes and adaptations of institutional function have been recom-
mended by the survey committee. One device that may well be used in addition to, and in some instances as a substitute for, change of institutional allocations of functions, is designed to bring the various units of the State's higher educational system into more intimate relationships of mutual assistance and to knit them together in the great common enterprise of providing the youth and adults of West Virginia with efficient educational service. This device is that of giving certain selected faculty members of institution "A," status on the faculty of another institution "B," for the purpose of conducting at institution "A" work that is allocated to "B" but for which a special use or demand exists in "A's" territory. Under this arrangement, common in many universities, institution "B" has full authority to select the faculty member in institution "A" who fully meets "B's" standards of appointment for the work involved. Credit for the work is given by institution "B," but may, by routine transfer, be used by students of institution "A" in accordance with its own regulations. Such arrangements should be carried out without transfer of funds and the work should be done as a part of the regular load of the faculty members, and hence without extra compensation.

*A clearing house for extension courses should be set up.*

Whenever social and economic conditions are changing rapidly and when knowledge and skills, therefore, have to be adjusted quickly, the need and demand for extension services at non-credit, undergraduate and graduate levels become insistent and wide-spread. This situation exists today throughout the United States but it is emphasized in West Virginia by the relative neglect of financial support for such services and by the fact that West Virginia is undergoing social and economic development at a tempo even more rapid than is the case for the United States as a whole.

There is in the public higher institutions of the State a tremendous reservoir of potential ability to meet a considerable portion of this need if it could be released through channels that would assure effective use. Practically, this means, for one thing, that the loads that these capable faculty members carry on their campuses would have to be reduced by the employment of additional persons for some portion of the necessary campus services and the faculty member's total of official duties defined in terms of both campus and extension work. But such availability would not insure that their efforts would be
efficiently and economically expended—this requires a wider and more closely knit organization than the individual institutions can furnish.

When institutions enter into vigorous, competitive recruitment of students for work on their campuses, wastes and scandalous rivalry are sometimes developed, although they are usually passed by with indifference because so few people know what is going on. But when institutions carry on extension classes off the campus and two or three institutions undertake to invade the same populous community where classes can be most easily recruited, adults, citizens and taxpayers become personally aware of the wastes and institutional competitions involved. The undesirable elements of the situation are intensified when, as frequently happens, the instructor is paid additional compensation on the basis of the number of people enrolled or the number of classes conducted.

A solution which will enable the services to be rendered and at the same time eliminate such displays of competitive zeal is relatively simple—provided the institutions accept the almost obvious principle that the welfare of each is best promoted by cooperative attack on their common problem. Experience in several states indicates that cooperation can be organized with little machinery and without encroaching upon the desire of the individual institution to determine what it shall or shall not do. It is relatively easy to set up cooperatively a clearing house where resources are listed and the demands matched with them to secure the assignment that is most economical of time and effort, by an employee who need have status little above that of a clerk.

Demands that come directly to an institution would be handled directly by it if it had the personnel available and the central clearing house would be notified at once that a check had been drawn, as it were, against the resources registered there by the institution. If the institution did not have the personnel available to meet the demand, the request for services would be sent at once to the central clearing point and either met from the resources of another institution that had been registered or definitely refused as impossible. Such central recording of both resources and of demand would facilitate planning and financing on the part of all the institutions. A similar cooperative clearing house has in one or two instances been developed for handling correspondence courses. In the case of both class and correspondence work, a single curricular containing a list of the extension offerings of all the institu-
tions arranged by subjects and fields is an effective means of publicity for the courses and for the cooperative effort of the institutions. Cooperative establishment and maintenance of class extension centers by two or more institutions would also result in economies and enrichment of the offerings available to the people of the community.

A council on instruction in higher educational institutions should be established.

Attention has been called at several points in this Report to the necessity for continuous coordination of institutional programs as they develop and change in response to shifting economic and social conditions. The survey committee has recommended that legislative enactment assign certain specified, exclusive functions to the University and that responsibility for coordination of the programs of the remaining institutions be lodged in a reconstituted State Board of Education. It has recommended, further, that a State Superintendent of Free Schools, selected and appointed by the Board, serve as its executive officer and that in his office be provided specialists to make studies necessary to intelligent determination of Board policies and to exercise supervision adequate to see that the Board policies are maintained in school and college operation.

It might be assumed that the specialists in the Department of Education working under the direction of the State Superintendent should be able to provide the Board, through the State Superintendent, with the information and data that the Board requires if it is to make intelligent decisions in regard to the problems that arise in connection with continued coordination of the developing programs of the higher institutions. This may be questioned on several grounds: Specialists should not be made advocate as is likely to be the case if this plan is followed; they and the State Superintendent will have many functions to perform and it is doubtful whether the problems of maintaining coordinated higher education would or could receive the continuous attention that they require; and, finally, it may well be considered undesirable to create a situation which tends so clearly to develop a kind of bureaucracy for this important task. The survey committee wishes to recommend an alternative plan that has the advantages of placing a large degree of responsibility upon the persons who have continuous, personal contact with and knowledge of the institutions and who are in a position to provide continuous, on-
the-ground, interpretations of Board decisions to their colleagues who, after all, must operate the system at the grass roots. The proposal involves the use of selected faculty members of the institutions in a study and recommending body that may appropriately be called the Council on Higher Educational Instruction.

It is recommended that such a council be set up by Board action which defines its constitution, its powers and duties, and its relationships in approximately the following terms.

The Council on Higher Educational Instruction shall consist of nine members, one elected by each of the faculties of the State colleges under the jurisdiction of the Board. The term of office shall be three years, three members retiring each year after the inauguration of the system. Retiring members shall be eligible for reelection. Presidents of institutions shall not be eligible for election to the Council. Council members will be relieved of approximately one-third of their institutional duties during their service on the Council.

The Council shall choose its own presiding officer from its own number for a two-year term. Members who will retire in one year will, therefore, not be eligible for the chairmanship. The Council shall designate a secretary from its own membership or from outside, but in the latter case the secretary shall have no vote.

To the Council shall be submitted all proposals for the addition, change, or withdrawal of a course of curriculum and the Council may itself initiate any inquiry or recommendation that it desires to make with respect to the content, methods or desirability of existing courses and curriculums, or with respect to the addition of new courses and programs. It shall be the duty of the Council to consider all requests from the institutions from the standpoint of securing coordination and economy in serving the higher educational needs of the State as a whole and to make recommendations accordingly to the State Board of Education, through the State Superintendent of Education. No institutional requests for an additional course or curriculum will be considered by the Board until it has been acted upon by the Council on Instruction. Each recommendation, whether of approval or disapproval, shall be accompanied by a statement of the considerations that led the Council to the recommendation made. When the Board has acted on a recommendation the action taken shall be transmitted to the Council and to the institution or institutions concerned. Catalogue copy
embodying the Board’s decision shall be submitted to the Council, prior to publication by an institution, for approval by the Council in order to insure that the intentions of the Board are faithfully represented.

The Council shall have power to utilize the members of the staffs of the Department of Education and of the institutions (with the approval of the president concerned) to make studies and carry on research or experiments that, in its judgment, are needed as a basis for its decisions in regard to recommendations to the Board. It shall make its reports and recommendations to the Board through the State Superintendent but may be called upon by the Superintendent or the Board to appear before the Board when this seems desirable.

Appeal from the recommendations of the Council lies with the Board in accordance with rules that the Board may set up. No decision, in case of such appeal, will be made by the Board without hearing the Council through its designated representative.

There is need for the further development of plant in all of the state institutions of higher education.

As has been indicated above, there is very great need for expansion of the facilities of the University. Attention has been called to the need for a new engineering building, an extension of the plant housing the school of agriculture, and a new building to house the schools of medicine and pharmacy. In making these recommendations, there was no denial of the need for further expansion of dormitory accommodations.

In the case of the state colleges, at least as much money as has already been allocated will be required to meet their present pressing needs. The schedule which was developed by the West Virginia State Planning Board indicating priorities seems to the members of the survey staff to be well founded. There may be needs arising due to the influx of large bodies of students following the war which would modify somewhat the schedule which has been proposed.

It is the firm recommendation of the survey staff that the State Board of Education should proceed to recommend to the Board of Public Works the erection of the buildings most certainly required as soon as labor and materials are available.
Business Administration of State Supported Institutions of Higher Education

There are conditions which limit the effective business administration of state educational institutions.

West Virginia has done much to regularize its financial procedures. It has written into the Constitution a very commendable plan of budget consideration and action. It has provided a staff agency to aid in the formulation of a sound budget program. It has set up a centralized purchasing procedure, and passed other laws obviously intended to prevent waste, inefficiency, and misuse of public funds.

However, these various actions have not been fully coordinated, and have resulted in a multiplicity and overlapping of functions and responsibilities, duplication of effort, and separation of authority from responsibility. The effect on the educational institutions has been to greatly limit the authority and consequent effectiveness of the governing boards having the direct responsibilities for these institutions, place heavy loads of detailed reporting on their administrative staffs, and delay the carrying out of necessary business without adequate compensation in improved service and economies. No state official can have the knowledge or understanding of the affairs of an educational institution to make his judgment superior to that of the duly constituted governing board and executive administration of that institution.

Accountability is an essential adjunct of authority and responsibility. This accountability can be carried out by (1) maintaining an adequate system of financial records; (2) submittal of regular and comprehensive financial reports; (3) independent verification of both records and reports. The State at this time is giving little or no attention to the kind of records educational institutions are maintaining; is requiring many financial reports without inquiring into their accuracy; and is doing next to nothing in real auditing of these materials.

The conditions described herein for the most part are not the results of the work or attitudes of state officials or employees. In most instances these persons are endeavoring to carry out in a conscientious and efficient manner the duties imposed upon them by law or by the regulations of legally constituted administrative bodies. The fault, then, lies largely in the laws and regulations rather than in the individuals presently responsible for carrying them out.
There is an unfortunate division of responsibility for management and administration between (a) governing boards and (b) other general state boards.

Examples: (1) In West Virginia University the Board of Governors is responsible for educational matters, and the Board of Control is responsible for financial matters. (2) In the colleges the State Board of Education supervises educational matters, while the Board of Control is responsible for financial matters.

The actions of one board are subject to review by other boards.

Example: Actions of West Virginia University Board of Governors and of the Board of Education, or of their respective executive officers, are subject to review by (a) Board of Control, (b) Board of Public Works, (c) Board of Travel Expense.

Institutions have little opportunity to present their needs to (a) the budget-making body (Board of Public Works) and (b) the Legislature.

Examples: (1) Institutions are considerably limited in the time and opportunity allowed them to discuss their needs before (a) the Board of Public Works and (b) the committees of the Legislature. (2) The Board of Public Works does not inform institutions of its conclusions in regard to amounts of appropriations to be recommended for them until its report is submitted to the Legislature in the form of the Appropriation Bill. (3) The Legislature is prohibited from increasing an appropriation for educational institutions over the amount recommended by the Board of Public Works, even though it is offset by a decrease in some other item.

Numerous and repeated checks on institutional expenditures are made by state agencies.

Examples: (1) Personnel expenditures are checked by the Board of Control and the Budget Director. (2) Requisitions are checked by the Board of Control, the Budget Director and the Department of Purchases. (3) Invoices and payrolls are checked by the Board of Control, the Budget Director and the State Auditor. (4) “Out-of-State” travel claims are checked by the Board of Travel Expense.
There is delegation by law to or assumption by general state boards and officials, of authority to exercise judgment or discretion as to the propriety or desirability of an expenditure, even though funds are available for it and no restriction by law exists against it.

Examples: (1) Either general or specific authority or both is delegated to the Board of Control, the Budget Director, the Director of the Department of Purchases, the Board of Public Works, and Board of Travel. In some cases the authority thus delegated is overlapping. (2) The State Auditor in determining whether a claim is allowable exercises judgment in regard to its propriety even though the obligation may have been incurred through official state procedure and funds are available.

There is lack of autonomy in the use of institutional funds.

Examples: (1) Income from student fees is a subject of legislative appropriation and collections in excess of that appropriation can only be expended with the approval of the Board of Public Works. (2) As to so-called Board of Control Special Funds, requisitions and expenditures from these funds must be submitted to the Board of Control and Budget Director for approval, and quarterly allotments are required on such funds.

The system of quarterly allotments, while generally desirable with respect to expenditures from the general revenue of the State, is carried to needless extreme as to approval required as to detail of institutional income and expenditures for personal services.

Examples: (1) The Board of Public Works is required to approve quarterly allotments and to approve requests for subsequent changes therein. (2) Institutions are required to distribute individual personnel expenditures by quarters, not only from appropriated funds but from other funds as well. (3) Institutions are required to file quarterly allotments of income funds, although expenditures from those funds are limited by their receipts.

Excessive reports, records and approval on personnel expenditures are required.

Examples: (1) The Board of Governors of West Virginia University is by law full authority for the employment of all personnel in the University. Likewise, the State Board of Education is given this authority with respect to the colleges. These
Boards furnish both the Board of Control and the Board of Public Works a complete statement of contemplated personnel as a part of the biennial budget requests. Nevertheless, they are required to submit to the Board of Control and the Budget Director complete lists of personnel for each year, and to report all subsequent changes therein. Both of these offices maintain complete records of personnel and check all payrolls submitted.

(2) In case of colleges, even appointments of part-time, intermittent student help are presented to the State Board of Education for approval.

Unnecessarily detailed accounts of the educational institutions are maintained in the state offices, needlessly duplicating accounts which must be kept by the institutions themselves.

Examples: Every requisition submitted must bear a certification of the institution that encumbered funds are available to meet it. For this purpose, as well as for its own internal needs, each institution therefore, must maintain a complete system of budgetary control accounts. Nevertheless, the Budget Director keeps a complete set of budget control accounts for all institutions, in which requisitions are entered as encumbrances. It is true that accounting systems in some institutions are at present inadequate but these should be developed as rapidly as possible.

An excessive amount of financial reporting is required of institutions, and no financial reports give an adequate picture of financial operations.

Examples: (1) A detailed statement is required of all items of cash receipts of each institution twice each month. This means a transcript of the institution's original record of cash receipts, and constitutes a voluminous file of material transmitted to and filed in the State House. This is in addition to the Summary of Cash Receipts which accompanies each remittance, and to the periodical cumulative summaries also filed. (2) The monthly reports of expenditures required of institutions go into much detail as to object of expenditure, but give relatively little information as to function or activity. Thus they constitute a very incomplete financial picture of the educational program and operations of an institution. (3) Annual reports concerning financial operations of the educational institutions do not conform to nationally accepted standards for such reports.
Although many devices have been set up to provide a continuous audit on institutional operations, it cannot be said that anything approaching a complete independent audit is carried out.

Examples: (1) The audit of receipts consists primarily of the checking of the institutional reports of receipts already mentioned, against the remittances made by the institution, and occasionally against some detailed records, for example, student registration records, at the University. (2) Audit of expenditures consists entirely of the voucher audit carried on at the State Capitol. No audit of the institution's accounts is made, although each institution is required to submit frequent and numerous financial reports for which such accounts are needed.

The multiple system of state control should be abolished.

The multiple system of state control has in effect removed most administrative responsibility from the governing boards and the chief executive and chief business officers of the state-supported institutions of higher education. The present state system gives rise to the possibility of interference which may be both petty and major in character. Any one of five boards or state offices may directly or indirectly control the policies of the state colleges and the University, and may thus to some degree direct the educational program of the several institutions.

The educational institutions are a part of the State. The State should be as much interested in having them become and remain good institutions as are their boards, officers, and faculties. To this end the State and its officers should do everything in their power to enable them to function with ease and effectiveness, rather than to hinder and handicap them by minor limitations. Every dollar that the institutions are required to expend from their funds for unnecessary records, reports, and procedures, reduces the amount that is available for expenditure by them for educational purposes. Every dollar that the State spends needlessly in keeping records duplicating those necessary at the institutions or in doing things that the institutions could do better, or more economically, reduces the amount the State has for its educational and other public services. The State should put the responsibility on governing boards for operating the institutions with maximum authority and minimum restriction, but, nevertheless, requiring complete accountability. As high a level of honesty and integrity can be expected to prevail in the educational institutions as in the State House.
The functions of the State with respect to the finances of its institutions of higher education should be redefined. These functions should include:

1. Review their programs of operation and development, as expressed in the biennial budgets.
2. Determine and make the appropriation of State general revenue for them.
3. Require a complete accounting of their financial operations.
4. Verify the accuracy of that accounting through independent audits.

The State should not concern itself with nor attempt to pass upon the wisdom or method of each individual transaction as it arises but should exercise control through its periodic reviews of budgets and its audit programs.

Centralized purchasing is desirable within certain limits.

Considerable can be said for the general merits of centralized purchasing in a state organization, the same as in a single institution having many departments.

Possible advantages are represented by (a) pooling requirements so that minimum prices based on largest quantities can be secured; (b) standardization of materials to eliminate minor variations in specifications and thus secure maximum quality; (c) purchase of all requirements for a given period at one time and thus eliminate purchase of small quantities at different times.

There are limitations, however, under which these apparent advantages disappear, and in fact become real handicaps. Much of the material required by educational institutions is of a specialized character differing from that required by other state departments. In some instances, material of a different grade is required, as for instance food required for student residence halls or union buildings in which the student is not a ward but is paying for his board and is entitled to high quality food. Many items, such as certain types of chemical glassware and other apparatus, are available from only one source, and the price depends entirely on the quantity purchased. Unless the State can increase the total purchase by requirements of several institutions, centralized purchasing is of no benefit, but is in fact a financial loss to the State because of the added number of offices through which it must go and the added time required for the transaction.

Distance from the central purchasing office has a distinct effect. Institutions located at or near the office can use it to
greater advantage than those located at some distance, where direct discussion and prompt delivery of documents is more difficult. The size of the unit also has a bearing. Where the institution is large enough to organize a centralized purchasing procedure of its own and its volume of purchase such as to secure broad competition and maximum discounts, little advantage and much disadvantage accrues both to it and the State in a central state system. Often the savings accredited to a central system fail to take account of the cost of operating that system.

The system of accounting should be revised.

Accounting is a tool of management. To be of the most service it must be (1) located where its results will be most readily available to those having responsibility for management, and (2) in such form as to classification of items that it will present an informative picture of the operations covered.

To apply these criteria to institutions of higher education in West Virginia means that (1) they must have accounting systems at the respective institutions in most instances, if not all, and (2) the systems should conform to the nationally accepted standards for such institutions, as established by the National Committee on Standard Reports for Institutions of Higher Education.

At the present time, accounts of educational institutions are kept in the following places:

(1) Most institutions have something in the way of accounting systems, but none of these are complete to the minimum extent nor conform to National Committee standards. (The University has the best situation in this respect, its budget control being very complete.)

(2) Budget Director's Office, where complete budgetary control accounts are maintained by allotments of state appropriations, as well as cash accounts for both appropriations and income funds of all institutions. These accounts, however, are not classified by function and activity.

(3) State Auditor's Office, by appropriation and income fund, for cash disbursements and amount of appropriation only. (The Board of Control is in the process of setting up a new and duplicate system of budgetary control accounts.)

The classification of accounts other than at the University and to a limited extent in a few other institutional offices, is entirely by the state object classification. This classification is
satisfactory and not a handicap to educational institutions as to
the state budget classifications, though somewhat more involved
than institutions need as to the detailed object breakdown. It can easily be coordinated with the standard classification
by function and activity.

Summary of Recommendations Relating to Business Adminis-
tration of State Institutions of Higher Education.

1. The Board of Control should be relieved of all responsi-
bility for financial and business affairs of the institutions of
higher education, retaining only the title to state property
(other than trust property) held by these institutions.

2. The Board of Governors of West Virginia University
should be endowed by law with complete authority and re-
sponsibility for all financial, business, and physical affairs of
the University and Potomac State School, in addition to re-
sponsibility now held for educational matters. This authority
should include power to contract for construction and alteration
of buildings, and power to receive, hold, and administer trust
gifts.

3. The entire responsibility and authority for all financial,
business and physical affairs of all state colleges should be
placed upon an appropriate board, either the State Board of
Education or some other appropriately constituted body. This
authority should be identical as to the colleges with that placed
upon the University Board of Governors with respect to that
institution.

4. The governing board of the colleges should employ a
business administrator to work under the executive officer of
the board to guide and aid the colleges in their business oper-
ations, and in their relations with state fiscal divisions.

5. Business functions in each institution should be cen-
tralized in a central business office, the head of which should
be responsible to the president, and should be of such compe-
tence and experience as the scope of operations requires in
each case.

6. There should be more extended discussion of institu-
tional biennial budgets between the Budget Director and the
institutional officers and boards, and more extended oppor-
tunity for institutional representatives to discuss their budget
requests with the Board of Public Works. Institutional repre-
sentatives should have opportunity to discuss the adequacy of
the Board’s recommendations before the finance committees of
the Legislature. Fixed appropriations should be made only for sums appropriated from general state revenue, and appropri-
ations for institutional receipts cover the total amounts re-
ceived. Appropriations for separate divisions and activities of
West Virginia University should be consolidated into a single
schedule of appropriations to the University.

7. Institutions should be required to prepare for the con-
sideration and approval of their governing boards complete,
annual, internal budgets covering all funds, operations and
personnel; such budgets should be similar in classification and
arrangement to National Committee standards and copies
should be filed with the Budget Director and State Auditor.

8. Quarterly allotments should be limited to appropri-
ations from state general revenue, excluding institutional in-
come, and approval of such allotments should be required only
in total for entire appropriations to each institution for all
purposes. The Board of Public Works should be relieved of
responsibility for approval of quarterly allotments to insti-
tutions, and subsequent changes therein, except in cases of
disagreement between the Budget Director and the institution.

9. Governing boards should be made responsible for ade-
quate accounting, financial reporting and budgetary control in
all institutions. Accounting systems of uniform classification
properly coordinated with state classifications should be estab-
lished in all institutions appropriate to the requirements of
each institution, and conforming in principle to the recom-
mendations of the National Committee on Standard Reports for
Institutions of Higher Education. As rapidly as suitable and
effective systems are developed in the respective institutions,
the detailed budgetary accounts and budgetary control for in-
tstitutions in the Budget Office should be discontinued.

10. As rapidly as budgetary control in the Budget Office
is discontinued, requisitions should be submitted by institutions
direct to the Purchasing Division, and invoices and payrolls
direct to the State Auditor, after such internal check within
each institution or by governing boards as may be established
by them.

11. Central personnel records of educational institutions
in general state offices should be discontinued, and each insti-
tution should be required to file with the Budget Director an
annual statement in detail showing all expenditures for per-
sonal services from all funds.
12. The service of the Purchasing Division to educational institutions should be broadened and its policies liberalized to secure greater freedom and dispatch in meeting the needs of these institutions.

13. The approval now required on out-of-state travel by the Board of Travel Expense should be discontinued as to the educational institutions, and the entire responsibility therefor left to the governing boards.

14. All institutional income should be deposited promptly in full in the State Treasury in special funds, and should be available to institutions on order of their governing boards without the necessity of approval by the Board of Public Works, except that an estimate of income from student fees (collections) be allowed for in the biennial budget and appropriations, the expenditures being limited to the amount collected.

15. Each institution should be provided with a permanent working cash fund in an amount to be based upon the needs in each case. This fund should be operated on the imprest system, and should be used for change and for petty and emergency supplies.

16. All institutions should be required to compile financial reports, monthly and annually; these reports should replace the reports now required by the State, conform with the budget and accounts, and thus be in harmony with National Committee standards. Copies of these reports should be submitted quarterly and annually to the Budget Director.

17. The State should institute a program of comprehensive post-audit of the entire financial operations and records of all educational institutions to be carried out by competent accountants.