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**AN EDUCATIONAL PROGRAM
FOR NEBRASKA**



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**THE NEBRASKA STATE PLANNING BOARD
APRIL, 1940**

THE NEBRASKA EDUCATIONAL SURVEY

A report outlining an educational program for Nebraska based on a series of ten fact-finding studies developed in the educational survey by co-operating study committees with a membership of over 100 Nebraska educators and others. Nationally known educators also contributed, as consultants, in the preparation of the proposed program.

THE NEBRASKA STATE PLANNING BOARD

April, 1940

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THE NEBRASKA EDUCATIONAL SURVEY

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High School Phase

"Why do pupils drop out of high school and in what numbers?"

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"Student mortality in Nebraska colleges and universities."

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"Employment status of high school graduates."

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STUDY COMMITTEE NUMBER 4

College Phase

"Employment status of college graduates."

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STUDY COMMITTEE NUMBER 6

"Support of higher education in Nebraska."

L. E. Gunderson, *Chairman*

STUDY COMMITTEE NUMBER 7

"Duplication and overlapping in State-owned institutions of higher education."

Gene Huse, *Chairman*

STUDY COMMITTEE NUMBER 8

"What is the State doing to equalize educational opportunity and is the present district organization economical?"

C. Ray Gates, *Chairman*

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W. P. 4095

Official Project 465-81-3-121

State of Nebraska

NEBRASKA STATE PLANNING BOARD

Lincoln, Nebraska
April 29, 1940

To His Excellency, R. L. Cochran
Governor of the State of Nebraska

My dear Governor:

I have the honor to transmit herewith the report of the Nebraska State Planning Board outlining an educational program for the State of Nebraska.

This report is based upon the fact-finding studies of volunteer committees of Nebraska educators and upon the experience of those Nebraska educators, plus the experience of six out-of-state consultants, two of whom are native Nebraskans. I wish to call your special attention to the fact that the co-operation of over 100 Nebraska educators working in study committees plus many others co-operating in furnishing data for the fact-finding studies made possible the conduct of the survey at a minimum cost to the State of Nebraska. The co-operation of the Work Projects Administration in furnishing clerical assistance, and some materials aided us to organize and analyze the mass of data collected in our fact-finding studies. The National Resources Planning Board and the U. S. Office of Education contributed valuable consultant and advisory services.

You will recall that the primary purpose the Planning Board had in mind when proposing a survey of the educational needs of the State was to determine what the educational program of the State should be in order to ascertain the building needs of State institutions of higher education in terms of that program. The Board is firmly convinced that an adequate, economical building program to provide efficiently for present and future needs must be based on a unified educational program for the entire State and individual institutional programs designed to take care of their respective portions of that unified program.

Your attention is also invited to the fact that the members of the Planning Board charged with the general responsibility for this survey have devoted many days to the unselfish discharge of the duties they voluntarily assumed.

NEBRASKA STATE PLANNING BOARD
A. C. Tilley
State Engineer and Chairman

State of Nebraska

NEBRASKA STATE PLANNING BOARD

Lincoln, Nebraska
April 29, 1940

Mr. A. C. Tilley
State Engineer and Chairman
Nebraska State Planning Board
Lincoln, Nebraska

Dear Mr. Tilley:

The report of the Planning Board's Educational Survey Committee is submitted herewith.

The body of the report explains in detail the organization and the procedures of the survey. Further emphasis should be made of the fact, however, that the success of the survey was made possible only through the generous co-operation of many individuals, organizations, agencies, and institutions. Educational agencies and institutions from all levels, both publicly and privately controlled, co-operated in supplying the detailed information needed for the several factual studies. The various study committees made up largely of college deans, department heads, the school superintendents and principals, over 100 in all, gave freely of their time and experience.

The United States Office of Education and the National Resources Planning Board furnished valuable consultant service. Dr. Fred J. Kelly, Advisor to the Planning Board, and Dr. Fred M. Hunter, one of the consultants for the survey, are both native Nebraskans with teaching experience in the State after graduating from the University of Nebraska. Dr. Kelly is now Chief of the Division of Higher Education of the United States Office of Education and Dr. Hunter is Chancellor of the Oregon State System of Higher Education.

Through the cooperation of the Work Projects Administration much of the clerical and statistical work and the necessary supervision of such work was performed on O. P. number 465-81-3-121.

The report of the Educational Survey Committee on Findings and Recommendations has proved invaluable to this committee in its labors of preparing the accompanying report. Most all of the recommendations concerning educational policies and programs have been adapted

directly from the Educational Survey report. *Your Committee has departed somewhat from the recommendations of the survey committee relative to questions of State aid. The committee has refused to make any recommendations relative to tax sources because of its belief that the question of the method of raising needed taxes and the amount to be raised are a legislative matter and must be decided periodically to conform to existing conditions at the time of appropriation and taking into account the many other activities that likewise must be financed.*

Economy in operation has been considered by us as being of equal importance with efficiency. Because of this fact, the recommended program has been designed purposely so that it can be put into effect progressively and in those places first where facilities are available. By so doing, it would appear that greater efficiency and economies would result. During the past decade all branches of business have found it necessary and desirable to effect economies in operation after careful self appraisals by reducing overhead and merging activities wherever possible. The supporters and administrators of the schools should also be alert in carrying out plans whereby economies could be practiced without curtailing the services offered. *It is certain that several of the most vital features of the recommended program can be accomplished with a definite saving to the State.*

Over the period of two years in which consideration has been given to the educational problems in this State, *your committee has been indelibly impressed by the fact that high school courses of study have been designed as preparatory to college work and that college work is designed to prepare the student for a profession. On the other hand preparation for many of the occupations that are available in this State has been generally neglected. In view of which, a reorganization in the secondary school program and the setting up of terminal courses in the four and six-year high schools is indicated.*

This committee believes that ways and means have been pointed out to the local officers of the rural school districts and the small high school districts to effect economies which would result in lower mill levies and improved instruction and curricular offerings. The action to effect these economies and improvements must come from the local people and their school officials.

In their recommendations for the State Institutions of Higher Education, the committee has been motivated by a desire to find ways of obtaining and maintaining an efficient and economical educational

system that will give the best possible results for the money available. Several of the fact-finding studies have pointed out costly overlapping and duplication of functions. Economies in operation have been considered to be of fundamental importance to the State. It should not be overlooked, however, that in obtaining these economies, an opportunity is afforded each institution at the same time to do its share effectively in meeting certain of the State's needs rather than attempting so many phases of the whole program that its resources are spread too thin for the highest achievement.

Very truly yours,

PLANNING BOARD EDUCATIONAL SURVEY
COMMITTEE

Gene Huse, *Chairman*

Arthur Melville

J. G. Mothersead

Wm. H. Smith

Carl H. Swanson

SUMMARY

Your committee recommends an integrated educational program for the State in which each unit, from the individual institution of higher education to the one-room rural school, has a vital part to perform. Uppermost in the minds of the committee has been *the definite purpose of presenting a program designed to give the State most efficient service at the least cost*. In carrying out the phase of the program concerning higher education each institution of higher education will contribute to the fullest possible extent the particular functions assigned to it. A program so organized, will distribute as widely as possible throughout the State, opportunities for general education, and will concentrate on a particular campus related groups of specialized technical and professional curricula. It is hoped that the State teachers colleges and the University will visualize the possibilities of a definite job well done, where unnecessary and costly duplication of effort is eliminated.

Such a program will include the following:

1. A single board of control for higher education with a single executive officer and a single budget.
2. Designation of the University of Nebraska for:
 - All professional training, (except teacher training)
 - All graduate work
 - All correspondence courses
 - The training of high school teachers; and
 - The wide range of work in liberal arts on the senior college level (Junior and Senior classes).
3. Designation of the teachers colleges to train:
 - Rural teachers
 - Elementary teachers
 - Teachers for two year high schools; and
 - The designation of one teachers college for the training of teachers for four-year high schools.
4. A State technical school, to provide training in the terminal courses of a technical and semi-professional nature which could not be offered economically at the six-year high schools, established in the physical plant of one of the State teachers colleges.

5. A State board for secondary education established to administer the portion of the program relating to elementary and secondary education.

6. A small number of six-year high schools in the larger cities of the State offering terminal courses of a technical or semi-professional nature as required to meet the needs of the local community.

7. The maintenance, in a relatively large number of designated advantageously located communities, of four-year high schools with curricula in agriculture, home-making, and such other vocations as the area served warrants in addition to general and college preparatory fields.

8. Encouraging the small four-year high schools within easy reach of the designated schools to take advantage of the enriched curricula offered in the designated schools for their pupils in the eleventh and twelfth grades.

9. The gradual elimination of normal training in the high schools with the function of training rural teachers being taken over by the State teachers colleges.

10. The merging of small rural grade school districts for grade school purposes.

In the consideration of the economies that will be realized in carrying out the above recommendations there are many savings that are difficult to estimate. No attempt has been made to include estimates where the savings were not easily demonstrable. *It should be borne in mind too that all recommendations, including those where the savings are most evident, will also result in a greatly improved educational program.*

The recommended allocation of teacher training functions; the elimination of normal training in high schools; the eleventh and twelfth grade pupils of small high schools enrolling in the nearby four-year high schools; and the merging of small rural grade school districts *will result in a saving of \$1,086,000 per biennium.*

While the saving above set forth is necessarily an estimate it is our belief that it is a conservative estimate. It is impractical to set forth the various factors entering into this estimate, but by way of example in trying to arrive at the saving by the attendance of 11th

and 12th grade pupils of small high schools enrolling in nearby four-year high schools, it was estimated that only those pupils of existing high schools with an attendance of 50 or less, located within 10 miles of large high schools, would avail themselves of this opportunity. Obviously, there will be many cases where the local authorities will determine that it is advantageous, in schools having even a larger attendance and located at a somewhat greater distance from large schools, to take advantage of this plan, which would, of course, produce even larger savings than estimated.

Further illustrating the conservative basis of the estimate, it was not assumed that the total cost of the last two years would be a net saving. From available data it was estimated that 35 per cent of this base saving would be needed for the cost of transportation of pupils and an additional 15 per cent was further allowed in order to make the estimate on a conservative basis.

The problem of the Board, as we view it, in making recommendations is two-fold:

1. To effect economy in the educational system;
2. To improve the extent and quality of the educational facilities offered to the youth of the State.

Either problem alone would be comparatively simple if it were merely a question of saving money without improving the educational system. It would merely be a problem of improvement in administration and elimination of duplications. Much greater savings than estimated could be made if this were the only problem.

However, we are firmly convinced that the present educational system of Nebraska is not properly meeting the needs of the State. This is not the fault of the school men of the State. Generations of school men have given unselfish and intelligent services in an attempt to make an outmoded system serve the present needs. The educational leaders of the State, who have given us unselfish co-operation in this work, are practically unanimous in one thing — that is, that our present educational system is not serving the needs of the youth of our State. We are still conducting an educational system built on the apparent theory that all our future citizens have but one ambition: that is, to become members of the so-called "learned professions". We ignore the fact that many, in fact most, of the youth are desirous of being trained in useful trades and occupations for which at present

we offer no training. This is evidenced by the facts disclosed from the survey that 71 per cent of all high school graduates never attend an institution of higher learning, and 50 per cent of those who do attend, do not complete their courses.

To recommend changes and extension in our educational system without regard to cost would be a simple matter. Your committee, however, has always kept in mind the fact that the financial condition of our people is such that no additional burdens should or can be imposed. In short, the problem presented to us and the one which we have attempted to answer is, how can the State of Nebraska have an improved educational system at a reduction in cost.

We believe that steps to adopt the proposed program should not longer be delayed. A continuance of the present policy means not only a continuance of the present course and the resulting inefficiency, but an extension of the present inefficient system with additional and continued mounting costs. The longer the present system continues with its further and further overlapping of programs, the harder it becomes to initiate the desired changes and the greater the unnecessary costs to the State increase.

The six-year high schools and the one State technical school are new activities designed to fit the needs of the young people of the State for specific training not now available, and would require expenditures that have not been considered in arriving at the savings possible on the basis of the existing educational program. It must be remembered, however, that many young people who will be served by them are the ones who would otherwise attend college. Thus at least a part of the additional costs incident to maintaining the six-year high schools will be saved through reductions in costs of maintaining the university and teachers colleges.

THE NEBRASKA EDUCATIONAL SURVEY

I. THE ORIGIN AND DEVELOPMENT OF THE SURVEY

Statutory Authority

In the statute that outlined the duties of the Nebraska State Planning Board, Section 83-1802 C. S. Supp. 1937, the Board was given a legislative mandate "to make a complete and thorough survey and study of the lands, buildings, and equipment owned or controlled by the State of Nebraska and operated by the Normal School Board, Board of Control, and the University of Nebraska" and "make a report of its findings to the Governor together with a recommended ten-year program of needed repairs, replacements, new construction, or expansion, complete with estimates of cost and a recommended plan for financing." The act provided further that the Board make a biennial report on the ten-year building program of needed repairs, replacements, new construction and expansion, thus necessitating a review of the situation every two years and a revision of the previous recommendations to conform to changing conditions.

The General Institutional Survey

One committee was organized from the membership of the Board to study the needs of the Board of Control Institutions, a second the needs of the University of Nebraska, and a third the needs of the State teachers colleges. The committees proceeded in their studies intending to make their decisions on a physical plant basis insofar as it was possible.

Early in the course of the study of building needs for the State's educational institutions, however, and particularly in connection with the study of the committee for the State teachers colleges, it became apparent that to complete and keep the building survey up to date biennially, it would be necessary that the Board have specific information as to the character and organization of the educational program to be followed.

Inquiry quickly determined that there was available no program based on probable educational needs for the immediate and long range future. Evidence of costly overlapping and duplication of programs conducted by the various educational institutions and lack of central control through which integration and coordination of programs could be accomplished became apparent to the Planning Board committees. The members of the Planning Board committees, as a result of their

inquiries and preliminary investigations along this line, obtained a strong impression that present educational programs were not entirely taking care of the present and what appeared to be the probable future educational needs of the State. They sensed the possibility that during the next ten years rather basic changes might be made in the educational programs which would seriously affect the building needs.

The Problem

The Board, therefore, determined that before it could make adequate and intelligent recommendations relative to building needs for the State, it must first have before it a carefully determined educational program of all the institutions of higher education in terms of a single unified plan for the whole State, and further, that the building needs of any one institution could be determined only in terms of the educational program of that institution.

Subsequently, the Board placed the problem before the Governor and recommended that he invite appropriate representatives of the secondary and higher educational institutions and educational agencies of the State to meet with the Planning Board to discuss the problem at hand. At that meeting the Planning Board presented in detail to the educators present, the problem that it was facing and invited the cooperation of the educators in making the proposed educational survey. The educators representing the several levels in our educational system pledged their cooperation in carrying out the survey. They joined with the Planning Board in making a request to the United States Office of Education for the services of Dr. Fred J. Kelly to act as advisor to the Planning Board for the survey. Pledging their cooperation and joining in this request were the State Director of Vocational Education, the Deputy State Superintendent of Public Instruction, a representative of the Board of Education for State Normal Schools, the Presidents of the four State teachers colleges, the President of the Board of Regents and the Chancellor of the University of Nebraska.

Organization of the Survey

A committee from the Planning Board composed of five of its members was appointed to head up the educational survey. This committee named a sub-committee to act as a Scope Committee, made up of representatives of State educational institutions and official educational agencies, whose duty it was to determine the scope of the

survey and to develop its organization. This committee determined upon eight questions, the answers to which they felt would give the background necessary for the development of a program. To answer the eight questions, 17 fact-finding studies were undertaken by ten main committees and their sub-committees.

After a thorough analysis of the facts obtained by the various committees in answer to the eight questions, a committee on Findings and Recommendations made a report to the Planning Board Committee stating what changes in the schools and colleges are required in order that young men and women may be trained for the jobs available in this State. The desirability of maintaining proper standards in the schools and an efficient administration to develop the best possible program at the minimum cost was taken into account. The committee on Findings and Recommendations included the Chairman of all study committees and representatives of all State educational institutions and official educational agencies.

The report of the committee on Findings and Recommendations has been given most careful consideration by the committee composed of Planning Board members. The Planning Board committee believes that the following recommendations will provide improved control, more efficient administration and more adequate equipment, resulting in more efficient operation, and an improved program in our secondary schools and our State owned institutions of higher education. *It is believed further that those advantages can be obtained at a greatly reduced cost upon the basis of the present activities of the schools and colleges of the State.* The recommendations which follow are made in that belief.

II. METHODS OF CONTROL OF STATE HIGHER EDUCATION

Although the programs of the institutions of higher education affect and are affected by the programs of the elementary and secondary schools, which necessitated consideration of their activities as brought out later in this report, there are basic questions concerning the institutions of higher education that directly affect only those institutions. The question of the method of control of the State institutions of higher education is one such basic question. Other recommendations concerning the operation of the various schools of higher education can be carried out most effectively under the proposed method of control. The question of control is, therefore given first consideration.

Findings

The study and experience of the consultants (see names in front of report) who assisted in the Nebraska survey and the data in the survey report on Methods of Control in State Higher Education show that the essential elements in a method of control of higher education in a State that will best promote cooperation, coordination, and integration among the various institutional units are the following:

1. The abolition of all the old authorities;
2. A permanent board, appointed by the highest and best qualified authority; consisting of from seven to eleven highly qualified lay members, with long overlapping terms, and free from political pressure or control;
3. A single executive authority chosen by the Board to carry out all plans and policies of the Board;
4. Appropriation in a single lump sum and allocated to the several institutions by the Board;
5. An official agency for the distribution of adequate information concerning the operation and services of the system.

The Planning Board is *thoroughly convinced that cooperation, coordination, and integration among the State schools and their programs, is possible only through a single board for the control of State institutions of higher education* and that the resulting benefits would include:

1. An improved educational program;
2. The elimination of costly duplicating and overlapping of functions and courses;
3. The more efficient and economical maintenance of all physical plants and equipment;
4. The elimination of unhealthy competition between State schools and undue solicitation for students;
5. Uniform accounting methods and cost records.

Heretofore, under the method of diverse control the tendency has been to present the various institutional budgets on the theory apparently of either benefiting local communities rather than the State as a whole, or building up an individual school to provide a comprehensive program, duplicating facilities already available elsewhere

rather than to provide an adequate unit of a State Educational System without overlapping or duplicating functions. It is believed that a single budget for all State institutions of higher education presented in the manner recommended will not only eliminate much of the local pressure heretofore exerted upon the Governor and the Legislature but will also minimize efforts to build up individual institutions to satisfy institutional pride rather than for the purpose of providing an adequate unit of a Statewide educational program.

Recommendations

Therefore, the following is recommended:

That there be a single Board for the control of State Institutions of higher education. That the Board be composed of nine non-paid members, six to be elected as are the Associate Justices of the Supreme Court of Nebraska by districts and for terms of two years for two members, four years for two members and six years for two members in the first instance and thereafter for terms of six years for all elective members; and three members to be appointed by the Governor with approval of the Senate, for two, four, and six years respectively in the first instance and thereafter for six years with not more than one appointive member from any one Supreme Court judicial district.

That a single executive authority be chosen by the Board to carry out all plans and policies of the Board.

That appropriations be made in a single lump sum and allocated by the Board.

III. PROGRAMS FOR STATE INSTITUTIONS OF HIGHER EDUCATION—GENERAL

The Program of the State Teachers Colleges

The facts presented throughout the study report and the recommendations made later in this report indicate a need, not for more teachers, but *better trained teachers*. This would call, not for an expansion of the facilities or personnel of the State teachers colleges, but for a change in their programs, as indicated by the needs of the schools of different types, and in accordance with the findings and recommendations given later in the report.

The Program of the State University

The unique contribution of the State University is in providing liberal arts work beyond the two year junior college level and even more in providing opportunities for graduate and professional education. With the development of the proposed program for junior college work, and six year high school work as explained later in the report, the State University will tend to reduce its junior college activities. Cooperation between the teachers colleges and the State University in caring for students at the junior college level is needed.

The future policy for the operation of the State University, in view of the proposed increased activity in senior college and graduate work, by reason of the reduction or elimination of these types of work in the teachers colleges, will undoubtedly merit the most earnest and critical consideration by the proposed new State board of higher education. This new board will, if the recommendations in this report are carried out, be faced with the following, among other pertinent facts:

First—There is undoubtedly a great and unwarranted waste of public funds, to say nothing of the private funds of students and parents, caused by improper admission of students into the freshman and sophomore classes of the State university. The studies show that, of a typical university freshman class, 40% drop out before the sophomore year, and an additional 17% drop out of school before the commencement of the junior year. In other words, only 43% of the typical freshman class become students in the senior college of the university.

Under the present system of unlimited enrollment, the freshman and sophomore classes include many students who because of lack of scholastic ability, aptitude, or interest, do not continue with their courses. They drop out partly at least because these courses are designed for four years or more of schooling. While they are in this *trial period*, however, the University must provide physical facilities, such as classrooms, laboratories, and teaching personnel for the period that is required for the drop out student to demonstrate that he either has no aptitude for, or has not demonstrated an ability to do, the work required.

Second—In part at least, this student mortality is founded on the fact that heretofore there has not been provided for the typical high school graduate of the State of Nebraska, an opportunity for

further education along the lines which are best fitted for his needs. It is believed that the new program makes provisions for taking care of such students in the other schools as recommended in this report, so that the demand for entrance to the State university as freshmen will be greatly lessened.

Third—It is also obvious that the placing of the main burden for training high school teachers, and the entire burden of graduate work on the State University will, unless there is a limitation provided, cause increased enrollment in the senior and graduate colleges of the University.

We, therefore, are of the opinion that in order to apply the resources of the University to its particular function of senior college work, professional training and graduate work and yet maintain facilities and personnel at the highest possible standards for such work, the governing board of the University will be fully justified in establishing minimum qualifications or requirements for entrance into the University as the Board of Regents are now authorized to do by existing statutes. We are confident that under the plan of establishing entrance requirements more creditable work can be done at the State University and that, under the general plan for all institutions, all those who are properly qualified in the State of Nebraska will be able to receive the proper educational advantages within the State.

Not only should we avoid unnecessary duplications between the various State institutions, but unnecessary duplications between the State institutions and the other schools in the State, particularly the proposed six-year high schools, and the privately controlled colleges.

For example, the latest information shows that there were 17 members in the freshman class of the Dental College of the State University in the fall of 1939. Creighton University of Omaha, as a part of its Medical College, offers dental training. It would seem that the State University and Creighton should give serious consideration to the question of whether one Dental College in the State of Nebraska does not offer adequate facilities for the training of dentists. This is given by way of example only. Undoubtedly there exists other courses and classes where the same situation prevails, and like consideration should be given to these.

Graduate Work

Graduate work is the most exacting activity in which any institution of higher education can engage and one of the most vital. It

will challenge the resources of the State to provide a great graduate school at the University of Nebraska. *No graduate work should be undertaken in the State teachers colleges.* The foregoing statement is presented in substantially the form given by President O. R. Latham of Iowa State Teachers College and concurred in by the other consultants present at the meeting of the Committee on Findings and Recommendations.

It is generally recognized that graduate work is one of the most expensive types of higher education. This is due to the fact that complete library facilities, laboratory equipment and specially trained faculty members **must** be provided in each field in which it is offered, if the highest quality of work is to be maintained. Another reason is that the students pursuing graduate work are limited in number since only a small proportion of those attending college continue beyond the undergraduate level.

It should be noted, particularly, that the *State teachers colleges are now duplicating not only the graduate work in education in the State University's Teachers College, but also the graduate work in academic departments in the University's general graduate school.*

The Planning Board Committee fully endorses the first paragraph of this section on graduate work and *further believes that the offering of graduate work at the teachers colleges is absolutely indefensible.*

Correspondence Courses

The University of Nebraska conducts more correspondence courses than all the four State teachers colleges combined. There are three times as many students enrolled in the correspondence courses at the State University as at all the State teachers colleges. The number of students enrolled in the individual courses at the University far exceed those at the State teachers colleges.

As a result the State University has built up a large, well-staffed and superior organization for the conduct of correspondence courses. With such an organization the University is enabled to operate its correspondence work on a fairly economical basis.

The Board recommends that *correspondence courses be offered only at the University of Nebraska.*

The Problem of the University of Omaha

In order to conform to a general State program, the Municipal University of Omaha should adhere to its present policy and main-

tain a four-year undergraduate college without graduate and professional work.

In the matter of the technical and junior college service suggested under the secondary schools, it would seem that in order to conserve the funds available to the Omaha Board of Education and also because the Omaha Technical High School, operated by the Board of Education, has much better technical equipment than the Municipal University, the Board of Education should handle the six-year secondary school work of a technical character and the Municipal University the other junior college work.

In the matter of teacher training, the Municipal University should be concerned primarily with the preparation of teachers for the Omaha public schools, but should not offer graduate work.

The Problem of the Privately Controlled Colleges and Universities

Your committee realizes that the Planning Board is directly concerned with the problems in publicly controlled colleges and universities only and your committee is reluctant to step out of that field to comment upon the programs of the privately controlled colleges and universities as they may be affected by the recommended program for the State schools for higher education. There are several facts, however, that impressed your committee in the course of its studies.

The privately controlled colleges and universities furnish facilities and instruction for about one-fourth of the students enrolled in institutions of higher education in the State. The tax payer is relieved to just that extent in providing for higher education within the State.

Your committee realized that in several communities of the State the facilities are potentially available in the private schools to make possible the offering of the type of curriculum considered desirable for the last two or three years of the six-year high school including terminal courses of a technical and semi-professional nature.

In the consideration of the need for six year high schools in the larger cities of the State, duplication of the offerings of the private as well as public colleges and universities should be avoided.

In the event such consideration is given, the obligation of the private college also to adjust its curriculum to fit the vocational needs of its students will be emphasized.

IV. A PROGRAM FOR THE EDUCATION OF TEACHERS

Rural Teachers

Inasmuch as several counties in the State now have no normal training in the high schools and inasmuch as only 618 of the 1,155 who graduated from normal training courses in 1939 are now teaching, it appears that the need for this substandard training for rural teachers is growing less and less. The committee, therefore, endorses recommendations found in the survey report on Equalization of Educational Opportunity and District Organization as follows:

"In the judgment of this committee, the present normal training program in secondary schools should be gradually eliminated. It was a fine thing for the rural schools of Nebraska when it was first introduced more than thirty years ago, and it has been of much value in the years that have followed. However, conditions have changed, particularly in the last decade or more, to such an extent that for the most part it now seems that the normal training law has accomplished its original purpose and the teacher supply needs of the rural schools would be provided more satisfactorily in another way."

Recommendations

It is, therefore, recommended:

1. That plans be made looking toward the gradual elimination of normal training from Nebraska high schools, with complete elimination at the earliest possible date.

2. That to be effective the next biennium not more than one high school in any one county be approved for normal training aid from the State. This committee believes that it is unnecessary and inadvisable to grant State aid for normal training in any county where facilities, on the college level, either publicly or privately operated, are available for such training.

3. As normal training is eliminated from the high schools it shall become the full responsibility of the State teachers colleges to train rural teachers. One of the primary functions of the normal schools was originally the training of rural teachers. (See Section 85-318 C. S. of 1929). If normal training is eliminated from the high schools, the normal schools must again assume this responsibility.

Kindergarten and Elementary Teachers

Primary responsibility for the training of kindergarten and elementary school teachers should be vested in the State teachers colleges.

Teachers in Two-Year High Schools

Primary responsibility for training teachers for the two-year high schools (ninth and tenth grades), should be vested in the State teachers Colleges.

Teachers in Four-Year High School Academic Subjects

Two facts not reported upon in the data presented in the reports of the study committees bear importantly upon this problem.

High School Enrollment at Peak

First, the enrollment in the high schools of Nebraska is not likely to increase during the next decades. Total population of high school age has reached nearly its peak, and the proportion of youth attending high school is not likely to increase greatly in Nebraska because the percentage already attending is high.

Teacher Demand Will Change

Second, in a later section of this report, it is recommended that secondary education be reorganized so as greatly to reduce the number of small high schools and increase the enrollments of the larger high schools. This will affect the type of training needed for high school teaching.

Findings of Factual Studies

On the basis of the assembled data in the study committee reports, it is found that:

If the factor of accessibility of the institution to students be disregarded, and the question only of the cost of maintaining the courses be considered, the following conclusions can be drawn from Table 5 in the report on "Duplication Among Nebraska's Higher Education Institutions." Without in any case raising the average class enrollments in junior and senior courses in any department above 20 students, all the junior and senior students in all four teachers colleges could be combined into two of these institutions without adding a class at either institution in the following departments: Art, Biological Sciences, Commerce, Modern Languages, Home Economics, Industrial and Practical Arts, Latin, Mathematics, Music, Physical Education, and Physical Sciences. In only Education, English, and Social Sciences would the combined average be above 20 students per class.

Cost of Small Classes

The average of the enrollments in all junior and senior courses

in the four teachers colleges is 10.5 students per class. By consolidating the junior and senior work now done in the four institutions into two, it is reasonable to suppose that the combined teaching load could be carried in at most three fifths as many classes as at present. This would permit the elimination of 25 teachers. Twenty five teachers at an average of \$2,000 each means \$50,000 per year. That may be regarded as about the price the State is paying for instructional wages only, disregarding the overhead operating and administrative expenses and the cost of providing the space for such duplicating activities, in order to maintain curricula for the training of high school teachers at the four teachers colleges instead of at two.

If now the question be raised as to the possible additional saving involved in combining some of the above-mentioned work with the work offered at the University teachers college, it will be noted that in junior and senior courses of the same departments as those named above, the University maintained 80 classes of from 1 to 4 students each and 103 classes of from 5. to 9 students each. It seems clear, therefore, that a considerable proportion of the junior and senior students from one of the teacher colleges could be absorbed into the University at a saving of cost to the State teachers colleges much greater than the necessary additional cost to the University.

Demand for Multitudinous Combinations of Subjects

The fact that Nebraska high school teachers are required to teach three or even four subjects is frequently cited as a reason for training them in the teachers colleges rather than in the university. In reality this fact argues for training them in an institution with a wide variety of offerings. In small high schools which require each teacher to teach three, or four subjects there is an almost infinite variety of combinations of subjects called for. Not only do these combinations include subjects in the many fields of art and science, but they also include combinations of almost any one or two of the arts and sciences with any one of many special subjects such as music, home economics, physical education or industrial arts.

Because of these multitudinous combinations it is advantageous to have teachers for the small high schools trained at institutions where the offerings include majors as well as minors in a wide variety of fields. If a considerable number of teacher training institutions offer majors and minors in only a few fields such as English, sciences, social sciences, and mathematics, the combinations of these fields will tend to exceed the demand. The high schools will be handicapped in their

efforts to find teachers whose training combines one or more of these fields with a foreign language, with home economics, with music, with physical education and the like.

Recommendations

High School Teachers

On the basis of the effectiveness of the curricula as well as the factor of cost, therefore, it is recommended that the training of high school teachers be provided in the University and in only one of the four State teachers colleges. The question of which one should be answered in the light of further study.

Elementary Education at The University of Nebraska

In order to concentrate the responsibility for training elementary teachers in the State teachers colleges, and to save the cost of duplicating unnecessarily the courses at the University, training of elementary teachers at the University of Nebraska should be provided *only in so far as needed in connection with the maintenance of curricula for the training of special teachers, supervisors, principals and superintendents and in the maintenance of research in elementary education.*

Technical and Vocational Teachers

The training of teachers in highly technical and vocational subjects shall be vested in those institutions best qualified to do the work.

The University is fully equipped to train vocational teachers in Home Economics and Agriculture and certain subjects related to the individual courses given under those general headings. The training of teachers for vocations for which there are no facilities at present should be definitely assigned by the single board of control as the need arises, thus avoiding duplication of training facilities and personnel.

Junior College Teachers

Junior college teachers of the State should for the present at least be prepared in broad general fields rather than in narrow specialized subjects.

The Number of State Teachers Colleges

The question as to whether or not there are too many teacher education institutions in the State of Nebraska has been much discussed. The study report on the subject indicates that the total available supply of teachers is in excess of the demand. The main sources

of supply of teachers are the Teachers Colleges, the University of Nebraska, and numerous other privately and publicly controlled colleges of the State. They apparently supply about 1,160 new teachers yearly. The rest of the supply comes from the normal training high schools and educational institutions outside the State. The survey report indicates that about 619 of the total of 1,155 graduates of normal training in 1939 found teaching positions in 1939. The contemplated elimination of high school normal training would tend to increase enrollments in the University and the State teachers colleges, thus adding considerably to their opportunities for services to the State. It is believed, however, that any such transfer of responsibility can be accomplished at less cost to the State than under the present system of State aid for normal training in high schools.

Many Factors

It should be emphasized that other factors will tend to offset any increased enrollment in the University and the teachers colleges due to the elimination of normal training in high schools. The merging of small rural districts, a decrease in 10 grade high schools, and the conversion of very small 12 grade high schools to 10 grade high schools will all have a tendency to lower the demand for teachers, especially rural elementary teachers. It should be noted also that longer tenure for Nebraska teachers would also lessen the demand for new teachers. The average teaching life of members of the teaching profession in Nebraska is only about six years. Many of the recommendations will tend to lengthen the teaching life of the teacher.

The evidence would seem to indicate that for the present at least there are not too many graduates of the teacher training institutions of the college level. *On the other hand, small classes, unnecessary duplication of courses and lack of coordination in the teacher training program should be eliminated in order to insure the most efficient use of resources and to provide for the most effective teacher training program.*

Each of the institutions offers a varied assortment of curricula for the training of high school teachers, elementary school teachers and school supervisors and administrators leading to the same degrees or diplomas with one or two exceptions. Approximately the same departments of instruction are maintained by all of them including a wide range of similar academic and subject matter courses. The attempt on the part of each of the institutions to provide such comprehensive programs is an expensive undertaking.

Basis of Factual Study

The determination of the extent to which this duplication is unnecessary and costly was based on whether the State's young men and women enroll in sufficient numbers to utilize to the fullest capacity the courses offered by each of the institutions. A few of the facts brought out by a detailed study of this question are listed in brief form.

Small Enrollments in Many Curricula

A small number of students were enrolled in the different curricula leading to the bachelor degree and preparing high school teachers of various academic and special subjects at one or another of the State teachers colleges. In some instances, no students were enrolled. The curriculum leading to the bachelor's degree and preparing elementary teachers also had small enrollments in several instances.

Small Enrollment in Many Departments

Of the 16 departments of instruction maintained by the colleges, there were 9 with a considerable proportion of their freshman and sophomore courses having small enrollments of students. In most of the departments quite a number of the courses enrolled as few as 1 to 4 students. At one or another of the colleges from 12.5 to 100.0 per cent of the freshman and sophomore courses in these departments had fewer than 10 students enrolled. In these same departments even larger percentages of junior and senior courses had enrollments of fewer than 10 students. The average number of students enrolled per junior and senior course ranged as low as 2 in certain of the departments at several of the colleges.

Few Graduates in Many Curricula

In many of the various curricula no students or only a small number graduated from one or another of the colleges. Among them were the curricula leading to the bachelor's degree and preparing high school teachers in special fields. A small number of graduates were also found in certain of the curricula preparing elementary teachers. Among the curricula with a combination of majors and minors in academic and other subjects at the several teachers colleges there were 14 in which no graduates or only a small number completed the work. These subjects included art, biological sciences, commerce, French, German, home economics, industrial or practical arts, Latin, music, physical education, physical sciences, Spanish, and speech or dramatics.

Findings

It is apparent then, *that there are real needs for a coordinated teacher training program and the elimination of small classes and duplicated courses resulting in small enrollments in many departments and few graduates in many curricula.* A survey of classroom and laboratory facilities made in 1937 substantiates the above and shows further that the facilities were being used far below their capacity.

Under the proposed plan for reorganization of the secondary school system in the State it is shown that there is a definite lack of facilities for technical and semi-professional training for the age groups ordinarily found in about the last year in high school and first two years of college. Many of the terminal courses of a technical and semi-professional nature, where the demand would not justify offering the same courses at the several six-year high schools, can be more economically provided at a single institution for the State as a whole.

Recommendations

It is believed that the physical plants of three of the four teachers colleges are adequate to meet the needs of a coordinated teachers training program in the State; therefore, it is recommended that the plant of one of the teachers colleges be used for the establishment of a State Technical School.

Professional Leadership

1. The teachers colleges should assume the responsibility of studying the problems of the elementary schools of the State and of helping in the solution of these problems. To this end, faculty members should engage in a great deal of visitation of public schools in order to familiarize themselves with the conditions in these units, and should conduct numerous controlled experiments looking toward the possible improvement of instruction.

2. The University and that teachers college or those teachers colleges that train secondary school teachers should perform similar services for the secondary schools, and in the fields of secondary education.

V. SECONDARY SCHOOLS

In the consideration of the education program for the State's institutions of higher education it was found necessary to include the programs of the secondary schools. This was especially true in the

matter of educating teachers to meet the needs of the secondary schools of the State.

Nebraska is primarily a State of rural and village population. Even in most of its larger towns and cities, its interests are essentially agricultural. Naturally, the schools of the State reflect these conditions. The data in the fact-finding studies of this survey, as well as from many other sources, clearly indicate that many Nebraska schools have small numbers of pupils, and that the curricular offerings are very limited. The evidence also clearly points out that the interests of many pupils in both the high schools and the institutions of higher learning are not well served by the programs offered, and that many dropouts occur. An important objective of this survey is to recommend a remedy for this situation.

In view of this situation and in accord with the facts at hand, it is believed that a fundamental reorganization of the secondary school system of Nebraska is indicated. With this end in view, the following recommendations are respectfully submitted:

Educational

Small High Schools

In the very sparsely populated areas of the State, the maintenance of small high schools should be continued. The curricula of these schools should be modified, if necessary, to suit the needs of the pupils of each community. The cooperation of the home-study service of the University should be sought in enriching the curricula of these schools, and especially in making available college preparatory subjects if not already offered by these small high schools. The services of the State Library Commission would be helpful to the smaller high schools with their limited library facilities.

The data at hand clearly indicate that in many of the high schools of the State it is not possible to maintain more than a bare minimum of subjects. There are, however, throughout the State, many other four-year high schools which maintain broad comprehensive programs. Such schools should be designated as having enriched curricula. Small four-year high schools within easy reach of these designated schools should be encouraged to give at least their eleventh and twelfth grade pupils the enriched curricular advantages which attendance at these more comprehensive high schools will provide.

Many other small four-year high schools not located within easy

reach of these designated schools should give serious consideration to the possibilities of cooperation with home study service of the University in order that their curricula may be enriched at the minimum cost or maintained at a saving in cost. This applies particularly where the small school wishes to design its curriculum to fit the needs of its community, yet wishes to make available college preparatory courses for the few desiring them.

Four-Year High Schools With Comprehensive Curricula

In a relatively large number of designated advantageously located communities, four-year high schools should be maintained to provide curricula in agriculture, homemaking, and such other vocations as the area served warrants in addition to general and college preparatory fields. To these high schools, pupils from nearby small high schools should be encouraged to go, especially in their eleventh and twelfth years.

Six-Year High Schools

In a number of the largest communities designated for the purpose six-year secondary school programs should be maintained, incorporating the 9th, 10th, 11th, 12th, 13th, and 14th grades.

The Board believes that duplication of curricula should be avoided in those localities where existing institutions provide the facilities proposed for the 13th and 14th grades, and, therefore, recommends that no 13th and 14th grades be established in communities where such facilities already exist.

In these six-year institutions there should be emphasized in addition to the courses provided in the comprehensive curricula of the designated four-year high schools, work in such technical and semi-professional fields as the occupational needs of the area require. Also in the 13th and 14th grades there should be offered such junior college courses, both terminal and preparatory to senior colleges and professional schools, as the needs of the students indicate. In their curriculum organization and methods of teaching, these schools should work in intimate cooperation with employers, employees, and State employment service offices in the communities and should maintain among other opportunities part-time work programs having a similar appeal to the students, as have the C. C. C. camps and the N. Y. A. work projects.

In the studies of the employment status of high school graduates and of student mortality in Nebraska colleges and universities it is

shown that only 70 per cent of the pupils entering the 9th grade, graduate from high school and further that of all high school graduates, about 71 per cent never attend college and of the 29 per cent who do enter university or college 50 per cent do not complete their courses.

A Need for Terminal Courses

The facts very obviously support the idea that terminal courses in both the secondary schools from the 11th and 12th grades through the 13th and 14th grades might be a solution of the problem of preparing for some specific job the great number who leave the institutions of higher learning during their first two years as well as the great majority of high school pupils who never attend college. Emphasis is given to the need of a more comprehensive system of vocational counseling for the student at those periods where a choice of curriculum must be made in order that the student may be encouraged at the proper time to enter what seems to be the best field for him.

It should be noted that the recommendations made in paragraphs headed "small high schools" and "four-year high schools" may be carried out to the advantage of the schools and the pupils prior to the development of the phase of the program recommended under six-year high schools. On the other hand the recommendations concerning six-year high schools could well be carried out independently of the previous recommendations, a method of financing being the limiting factor.

A State Technical School

That at least one technical school should be maintained on a state-wide basis for a wider range of occupations than can be economically provided in the more local six-year secondary schools. This school should provide dormitory facilities and should be open to any Nebraska youth sixteen (16) years of age or over, who by demonstrated ability, can profit by the work offered. This school should be established without cost to the State for new buildings by using the present plant of one of the teachers colleges for this purpose in place of its present function of training teachers.

Financial

Two-Year High Schools

In the small high schools which take advantage, for at least their 11th and 12th grades, of the programs in nearby designated comprehensive secondary schools, and thus discontinue 11th and 12th grades,

the local district expense should be limited to that required to maintain a high school through the 10th grade plus the amount required for the district's share ($\frac{1}{2}$ of levy paid by a district without a high school) of free high school tuition, as provided in the existing statutes.

Four-Year High Schools

In the four-year high schools the local district expense should be limited to that required to maintain a comprehensive four-year high school for the students resident in the district, as provided in the existing statutes.

Six-Year High Schools

In the six-year secondary schools, the local district expense should be limited to that required to maintain a four-year comprehensive high school for the students resident in the district. The local district should also furnish the physical plant for the operation of the school. Where the cost of the 13th and 14th grades, other than cost of the physical plant, exceeds the amount raised from fees and tuition charged uniformly to both residents and non-residents of the district, the excess cost shall be borne by the State.

This suggested division of support follows very closely the provision of the existing statutes with the exception of the six-year high schools. Financial responsibility for the 13th and 14th grades of the six-year high schools is placed largely on those benefited and with the local district because our studies show very clearly that the enrollment would be local to a great extent. Support and control should likewise be largely local.

Administrative

State Board for Secondary Education

The conception of a reorganized system of secondary schools calls for a State Board of Education. This Board and its staff will perform the services which are at present delegated to the State Superintendent of Public Instruction. This State Board of Education should be set up in such a way as to assure a high quality of personnel, freedom from partisan interest, long overlapping terms of office, and service without pay.

Duties and Powers

This State Board of Education should be charged with making a detailed study of the secondary school needs of the State and with mapping out the extent of educational development which seems to

be indicated in each of the several vocational and technical fields, as well as in the college preparatory and junior college fields.

The State Board of Education should be authorized to designate the four-year high schools with enriched curricula and approve schools for operation as six-year schools and for the receipt of State aid. In the administration of State aid (and Federal, if any), the State Board of Education will no doubt find it necessary to aid in the maintenance of a guidance service at all of the designated schools, including the six-year secondary schools. This guidance service is essential to young people if they are to choose wisely the schools and curricula for which they are best adapted and through which they are most likely to be prepared for available jobs.

Control of State Technical School

Your committee is of the opinion that the control of the proposed State Technical school or schools should be under the Board for the control of higher education rather than the State Board of Education for the reason that it seems desirable that all schools supported by State-wide taxation as State institutions should be under the management of one Board. The Board for the control of higher education with its executive head will have the proper setup for an administrative body, while the duties of the State Board of Education will be largely policy forming, and thus would be required to recommend curricula for elementary and secondary schools, and to provide State-wide leadership, incidental inspection features, and so on.

It is further believed that, with the State supported technical school controlled by the single Board for Higher Education, there would be less likelihood of unnecessary duplication of function between the State technical school and the six-year high schools than there would be of eventual duplication by the technical school of many regular academic courses, if the technical school were placed under the State Board of Education for elementary and secondary education.

VI. ORGANIZATION OF SCHOOL DISTRICTS AND METHODS OF FINANCING EDUCATION

A Statement of the Problem

The survey report on equalization of educational opportunity and district organization shows great inequalities existing in educational opportunities in Nebraska. There are inequalities in the distribution of wealth as measured by assessed valuation, mill levies, and money

expended. There are inequalities in the training, experience, and salaries of teachers. There are inequalities in buildings, equipment, books, and supplies not only among one room rural schools but also among the village, town, and city schools of the State. There are inequalities existing between urban and rural districts.

Important Data Bearing Upon Problem

Nebraska has 7,029 local school districts. Each of these is a taxing unit, many of them with only meager resources. Organized in earlier days, the former population in many instances, has departed in large numbers. Even over a recent decade or slightly over the enrollment in the rural grade schools has dropped from 125,000 to 75,000. There is every reason to believe that the decline will continue, so that whatever problem exists now due to a decrease in rural population of school age will be intensified in the near future. One-seventh of all the districts, or a total of 1,019 schools, have fewer than five pupils.

The present plan of district organization, with such a situation existing is not economical either in dollars and cents or in educational achievement. Supplementary studies to Study Number Eight indicate that the districts with the greater area and resulting greater assessed valuation have both lower mill levies and lower unit costs per pupil in average daily attendance. The data on supply and demand for rural teachers indicate that the life of a rural teacher as such is about three years and that the salary range of the rural teachers is extremely low.

Conclusions

As a matter of policy, the Planning Board has grave doubts as to the advisability of adopting any system that would eliminate the local responsibility for management and support. The local school district remains one of the few self-governing units in the State. Only extreme necessity would justify the elimination of this part of our governmental system.

The Planning Board believes, however, *that there are definite possibilities for lowering total expenditures in the rural schools both in mills levied and in cost per pupil in the merging of rural districts for the operation of a larger and more efficient grade school district.* Increased educational opportunities should be a further incentive to such merging of districts.

To expedite the proposed mergers it is recommended that all schools having 6 or less pupils in actual attendance be required to merge with other districts, except in specific cases, where for good cause, the State Board of Education shall find such merger would be inadvisable.

The possibility of lowering total expenditures and unit costs by combining or enlarging districts should not be thought of in the same sense as the common conception of what is known as the consolidated school district. Generally speaking, the consolidated school district that exists in Nebraska today are high school districts. They were formed to create a new activity; in other words, to establish a high school where no high school existed before. This meant expenditures for plant, equipment, transportation, maintenance and supervision in addition to the existing elementary schools. The possibility of combining or enlarging elementary school districts presents a different program inasmuch as a new plant or equipment would not be needed, but rather the existing facilities, as well as present teaching services, could be used to a fuller extent making it possible to lower overhead by eliminating small schools and the attendant cost of upkeep, equipment, and teaching service.

The practice of enlarging rural districts appears to afford the best means of making possible the raising of the salary level of rural teachers. Nothing but an extremely low wage could be expected in districts with very small attendance.

The Planning Board has not made recommendations relative to the adequacy of the financial support of education in Nebraska or the taxing methods needed to furnish such support. *The Board has confined its efforts to making recommendations that would either improve the organization and output of the present educational system or continue what has been done in a more economical manner. In the opinion of the Board the matter of financial support and the taxing methods required for such support is beyond the scope of any investigation delegated to the Board.* They involve questions of State-wide policy which not only must await final determination by the Legislature but matters that would be impertinent for the Board to volunteer to investigate unless directed by competent authority to make such investigation. If such direction had been given, an entirely different form of investigation would have been required with advice from many additional sources.

If it were within the scope of this Board's powers, the Board would be reluctant at this time to suggest a change in the tax system of the State. *The Board believes that if the proposed changes in the State's Educational Program result in the financial saving that may be expected, then the question of financing would not be a major question.*