

THE VIRGINIA TEACHER

VOLUME IX

FEBRUARY, 1928

NUMBER 2

REPORT OF THE COMMISSION TO SURVEY THE EDUCATIONAL SYSTEM OF VIRGINIA

PART TWO

Higher Education

INTRODUCTION

In presenting the Report on Institutions of Higher Learning, the commission is clearly aware of the many difficulties involved. Virginia is rich in the number of her institutions. Most of them are surrounded by a wealth of tradition and sentimental memories on the part of many of the citizens of the State. Most certainly, if Virginia were to establish a new system of tax-supported higher education she would not find it necessary to build so many institutions as she now has. The problem of the commission has been that of studying each institution sympathetically and striving to fit it into its special place in the wholeness of the educational program. The commission has tried to retain everything of value in the things which the State now possesses, and to discard only those things which seem to be useless or outworn. In the report of the survey staff will be found many and varied recommendations which may guide the educational leaders for the future. The commission, for the present, contents itself with definite recommendations upon matters which are imperative in their importance, leaving for the future consideration of those responsible for educational development such matters as may be impossible of realization, under the limitations of the present budget. The recommendations which follow represent the best judgment of the commission in the light of

the facts disclosed by the investigation of the survey staff.

THE HIGHER INSTITUTIONS OF LEARNING IN VIRGINIA

Virginia has ten separate and distinct tax-supported higher institutions of learning:

The University of Virginia,
The College of William and Mary,
The Virginia Agricultural and Mechanical College and Polytechnic Institute,
The Virginia Military Institute,
The Medical College of Virginia,
The State Teachers College at Radford,
The State Teachers College at Harrisonburg,

The State Teachers College at Fredericksburg,

The State Teachers College at Farmville,
The Virginia Normal and Industrial Institute.

With the exception of the teachers colleges, each institution is governed by a separate board of visitors appointed by the Governor. One board, also appointed by the Governor, serves the four teachers colleges.

The University of Virginia consists of the college of arts and sciences for men; and the department of graduate studies, the department of education, the department of engineering, the department of law and the department of medicine, all admitting both men and women.

The College of William and Mary admits both men and women to curricula leading to the degrees of bachelor of arts, bachelor of science and master of arts.

The Virginia Polytechnic Institute, as it is generally known, consists of the department of agriculture, the department of engineering, the department of business ad-

ministration and the department of applied science.

The Virginia Military Institute is a college of arts, sciences and engineering. The institute is operated on a strictly military basis.

The Medical College of Virginia consists of the department of medicine, the department of dentistry, the department of pharmacy and the department of nursing.

The four teachers colleges train white women teachers, and the Virginia Normal and Industrial Institute trains colored teachers.

Each higher institution is crowded and forced to turn away applicants every year.

ENTRANCE REQUIREMENTS

In Part I of its report the commission stressed the importance of pupil guidance in the elementary and secondary schools in order that no one may gain admission to a higher institution who is not qualified to pursue successfully its curriculum. The report of the survey staff shows conclusively that there are a great many actual and potential failures among the first year students in higher institutions, due either to a lack of native ability, preparation or a desire to succeed. Such students are the product of both public and private schools. They take up room that could be occupied by students who are better prepared, and who possess the type of ability that is required for success in collegiate work.

The commission believes that a careful study of the records made by students during their school courses and of the results of educational tests, added to the judgment of the members of the faculties of the schools they attend, will eliminate those candidates for admission to the higher institutions who can more profitably spend their time elsewhere. Adoption of such a policy will not only save both State and student money, but it will also lessen the demand for the expansion of the physical plants of all institutions, and will make it

possible for each institution to serve better than it is now doing those students who are capable, on the basis of intellect and character, of doing high grade work.

The commission recommends:

That all institutions of higher learning establish a more rigid system of selecting candidates for admission.

DUPLICATION

As to Specialized Courses

One of the chief reasons given for the appointment of the commission was that of seeking to overcome the duplication of courses in the several institutions. The commission believes that the giving of certain basal courses, such as English, mathematics, etc., in all institutions, is essential to a sound education in any field, and, therefore, cannot legitimately be called duplication. On the other hand, it is extravagant and unwise to offer in one institution specialized courses which belong properly to another institution as a part of the field which it is especially designed to cover. This latter program is duplication and should be discontinued with the cheerful assent of all concerned.

The commission recommends:

(1) That the University of Virginia be given the field of all graduate instruction or work beyond that for the baccalaureate degrees, and that no work of graduate standing or credit be offered at any of the other State institutions. As soon as the State's finances will warrant it, the facilities for graduate instruction should be generously increased at the University so that its higher degrees in all departments shall be unexcelled by those of any other State university in America.

(2) That all liberal arts work as such should be restricted to the University of Virginia and the College of William and Mary and that no other State institution shall be permitted to invade this field.

(3) That at the Virginia Polytechnic Institute all work of the nature of liberal arts should be eliminated. Practical courses in

business administration and home economics should be given only as a preparation for more efficient lives in the fields of agriculture and mechanical arts, for which professions Virginia Polytechnic Institute was established. These courses should never be expanded into major departments of instruction in competition with the University of Virginia or the College of William and Mary. The pre-professional courses for law, medicine, pharmacy and dentistry should not be given at Virginia Polytechnic Institute except as the regular courses in agriculture and mechanical arts offer these professional prerequisites. Such pre-professional courses are offered at all liberal arts colleges, both publicly and privately supported. Virginia Polytechnic Institute should be strengthened by an intensive development in its particular field rather than by an extensive program in fields for which it was not established.

(4) That at the Medical College of Virginia all basal sciences or premedical work should be eliminated. These should be restricted to the other institutions which are already amply prepared to give excellent courses leading up to entrance to the Medical College of Virginia.

(5) That the University of Virginia and Virginia Polytechnic Institute so coördinate their engineering offerings that the quality of engineering education in Virginia may be greatly improved, and the duplication of expensive equipment required for effective instruction may be eliminated.

(6) That the higher institutions devote their resources to improving the work now being generally elected by students rather than to increasing the range of their offerings in order to become more comprehensive or complete universities. A maintenance of the high quality of instruction is preferable to a large quantity of offerings.

(7) That, in the interest of economy, all of the State institutions of higher learning study the possibility of revising their curric-

ula so as to eliminate courses of study for which there is an unusually small demand. At the University of Virginia, Virginia Polytechnic Institute, Virginia Military Institute and the College of William and Mary combined there were given in 1926, 359 courses, showing an enrollment of less than five students each, and 271 courses showing an enrollment of between six and ten students each. The commission realizes that a number of such courses must be given in each institution in order to care for advanced students and full departmental programs, but it believes also that there are some courses which may be offered only in alternate years and others which may be offered only when there is a minimum enrollment of ten students, thus making possible some reduction in instructional costs.

As to Legal Education

The attention of the commission has been called to a possible duplication in the facilities for legal education in Virginia as a result of the establishment at William and Mary of the Wythe-Marshall School of Government and Citizenship as a memorial to the great chancellor and chief justice. The commission is reliably informed that all expense in connection with the legal courses taught in this school are defrayed from the income of a substantial endowment fund.

As long as the scope of the school is confined to the objects of the endowment and the teaching of the Constitution of the United States, its history and fundamental principles, the Commission does not feel that the continuance of the school unnecessarily duplicates the facilities of other tax-supported institutions.

As to the Virginia Military Institute

The commission believes that the most serious and expensive item of duplication in Virginia is to be found in the continued maintenance of the Virginia Military Institute at the public expense. Aside from the military features of its program, there

is no educational service being rendered at Virginia Military Institute which is not already duplicated or can be more advantageously and less expensively duplicated at the other tax-supported institutions. Liberal arts courses are being given to better advantage at the University of Virginia and the College of William and Mary; the entire field of engineering can be covered, if necessary, at Virginia Polytechnic Institute. The State cannot afford to maintain three engineering schools, with a triple capital outlay or costly, up-to-date laboratories. The military training at Virginia Military Institute is too exacting and time-consuming for young men who are preparing for civilian life. The excessive number of hours given to military theory and practice impinges greatly upon the time that the student should give to real intellectual or vocational preparation for his work in life.

In view of these facts, the commission has found it a most difficult task in arriving at a recommendation. We realize the association of the Virginia Military Institute with the name of Stonewall Jackson, that great leader of the past, whose life and works would seem to set apart Virginia Military Institute forever as a shrine for the people of the South, as well as large numbers from the North. But we cannot believe that this should be done by the expensive duplication now in operation, which requires funds which could be more advantageously invested in strengthening elementary and secondary schools, blotting out illiteracy, or making more effective investment of the taxes paid by the people of Virginia for coördinated liberal scientific and professional education in the field of higher learning.

Our study of this entire problem has led us to recommend the following:

(1) *That all appropriations for scholarship aid of every kind for students at the Virginia Military Institute be discontinued, effective at the earliest possible date;*

(2) *That no further appropriation for capital outlay at Virginia Military Institute be made;*

(3) *That only the funds absolutely necessary for maintenance be appropriated for the next biennium;*

(4) *That the Governor and the board of visitors of the Virginia Military Institute confer for the purpose of negotiating with the alumni of the Virginia Military Institute, or other substantially interested persons, to the end that the institution may be taken over by them and operated privately through a legally constituted board of trustees, who shall finance the operation from tuition fees and private benefactions from persons interested in the type of education which the trustees may propose;*

(5) *That so long as such board of trustees shall operate the Virginia Military Institute without cost to the State of Virginia, the present physical plant and all appurtenances thereto shall be rented to said trustees for the sum of one dollar per annum, the said trustees to assume the responsibility for keeping the buildings in repair and adding to them as new needs may arise;*

(6) *That in case the said trustees shall ever discontinue the operation of the Virginia Military Institute as an approved institution of learning, then all present physical properties and appurtenances thereof shall revert to the State of Virginia, together with any improvements which may have been made thereon.*

(7) *That, in case the board of visitors should fail in finding alumni or other substantial interests who might be willing to assume the responsibility for carrying on Virginia Military Institute as a non-profit producing educational institution, then the said board of visitors shall be instructed to discontinue as speedily as possible the type of education now provided, and, in its stead, shall establish an institution providing for vocational work and preparation for professional courses as outlined at length in the*

several chapters of Division X of the report made by the survey staff and submitted with this report by the committee.

We attach hereto excerpts from the report of the survey staff in order that additional facts upon which these recommendations are based may be made clear.

"In 1839, in order that the arsenal established at Lexington might be most adequately protected, and in order that the young men might be given an education while protecting it, the Virginia Military Institute was established and the first corps of cadets, thirty-two young men, was mustered into the service of the State. In 1842, the military institute was given by legislative act the distinctive mission of preparing teachers for the public schools of the State. In 1860, the institute was expanded into a general scientific school, including agriculture, engineering and fine arts. Following the War Between the States, in which the cadets and ex-cadets played a most distinguished part, the Institute assumed the role of a college of arts, sciences, and engineering, which it still maintains. Throughout its long history it has consistently retained its military character, and a most impressive list of military heroes owe their training to this institute.

"The Virginia Military Institute had in 1926-27, 724 students, of whom 305 were residents of Virginia and 419 were residents of other States and foreign countries. The staff consists of thirty-three professors of the various ranks and fifteen instructors, in addition to nine officers of the United States army who are stationed at the institute to offer instruction in the various branches of the military service.

"The Virginia Military Institute has played a very important role in the civic, political and educational life of Virginia and the entire South. Many of the most distinguished military, as well as civic leaders of Virginia and of the nation, have received their education at the institute. But the need for the particular type of education which is found at Virginia Military Institute has

largely passed. The liberal arts work can be done somewhat better at the University of Virginia and the College of William and Mary, and the engineering work can be better done at the Virginia Polytechnic Institute. The military mode of life at the Virginia Military Institute affects the character of the educational work so that it is more formal, conventional and static than is needed in Virginia today. In an earlier day, when education was merely disciplinary, the Virginia Military Institute's formal educational régime was quite satisfactory; but it has already been pointed out that Virginia is in need today of a dynamic type of education which cannot be conducted most efficiently under the conditions made imperative by the military mode of organization and conduct. If the State of Virginia were adequately supporting rural, elementary and secondary and higher education of a modern type, and if it had abundant resources to meet all educational needs, neither of which is true, then it might perhaps continue to appropriate funds for the education of men at the Virginia Military Institute; but in the circumstances it is not educationally justifiable for the State to continue to make appropriations it has been making for education at Virginia Military Institute. So long as there are children in Virginia of elementary age who are growing up in illiteracy because there are not adequate provisions for their education, and so long as the State is not making adequate provision for the higher education of women, and so long as the University of Virginia, the College of William and Mary, and the colleges for the training of teachers are inadequately supported so that they cannot perform the tasks properly falling to them, up to a reasonable standard, Virginia should not continue to appropriate funds for the maintenance of students at the Virginia Military Institute, when they can be cared for very well at other State-supported higher institutions.

"It has been shown in previous chapters

of this report that Virginia is not giving adequate support to any phase of the public educational work of the State. In the circumstances, Virginia ought not to spend funds upon an institution which is not in a high degree meeting the educational needs of the State."

The above statements of the survey staff are elaborated in its printed report and the commission suggests that persons desiring a full review of this matter shall read carefully this detailed treatment of the staff.

THE TEACHERS COLLEGES

The commission has received with great satisfaction the report of the survey staff indicating the generally satisfactory work which is being done by the four teachers colleges and the colored normal institute in the field of teacher training. Their service becomes increasingly important as the demand for trained teachers grows and the ability of the State to pay trained teachers increases. Virginia is not now training a sufficient number of competent teachers for the rural schools and the elementary city schools, which lack must be overcome.

The colleges at Fredericksburg and East Radford do not have adequate facilities for practice teaching in the high school, and it does not seem wise for the State at present to provide such facilities. The University of Virginia, the College of William and Mary and the teachers colleges at Harrisonburg and Farmville are equipped to prepare all the teachers for the high schools of Virginia for the present and probably for some years to come. If Virginia establishes a college of liberal arts for women, a teacher training department should be provided for in that institution.

The commission recommends:

(1) *That the colleges at East Radford and Fredericksburg devote their resources entirely to the training of teachers for rural and for elementary city schools.*

(2) *That all the teachers colleges shall immediately establish a one-year training*

course for teachers in rural schools, the work in this course to relate specifically to the needs of rural school teachers.

(3) *That the minimum tuition fee of \$25.00 per quarter be charged to all students of teachers colleges who pledge themselves to teach in the public schools of Virginia for at least two years, and that for those who do not so pledge themselves the minimum shall be \$40.00 per quarter.*

(4) *That the loan fund recommended in another section of this report shall be available for the use of the students of the teachers colleges upon the same terms that may be laid down for the administration of said fund in the interest of students of the other State institutions.*

JUNIOR COLLEGES

The junior college movement is growing by leaps and bounds in some sections of the United States. Efforts are being made in some communities in Virginia to establish junior colleges as extensions of high school courses.

Junior colleges should not be established in this State until the rural, elementary, secondary and higher education and teacher training institutions are put on a par with the public school system in States with which Virginia wishes to keep abreast.

The commission, therefore, recommends:

That the State do not contribute to the support of junior colleges so long as the now established forms of education are failing to receive adequate financial support.

COORDINATION AMONG HIGHER INSTITUTIONS

The commission is convinced, both from its own study of the subject and from the report of survey staff, that there is urgent need of careful efforts to coordinate the work of all the institutions of higher learning into a single unified system. The commission in another part of this report recommends the elimination of certain definite and unnecessary duplication now existing. We are, however, more gravely concerned

over the duplication and competition which may grow and become more and more aggravated in the future. The commission is confident that the higher institutions of learning cannot hope to continue to enjoy the confidence of the people of Virginia unless there is created some instrumentality which will be able to study their problems and to seek to adjust the activities of each institution to the educational needs of the State rather than to continue to permit them to compete with each other in a desire to expand purely for the sake of individual expansion.

After a careful study of a number of plans proposed to meet this need the commission recommends the creation of the office of chancellor of higher education. The chancellor, if created, should be charged with the responsibility of securing coördination among the higher institutions so that the scope and character of the work of each institution should be such as will be of greatest service to the State. He should not assume the function of president or exercise control over the internal administrative work of any institution. In conjunction with the presidents and the boards of visitors of several institutions, he should work out such a program of higher education that each institution will be responsible for the type of work that it is best equipped to perform and that is most needful for the progress of the people of the whole State. He should further be charged with the duties of developing such financial plans as will assure the support of the program in each institution, but guarantee a balanced financial support to the institutions, according to the ability of the State to pay. The commission is well satisfied that the salary paid such an officer will be saved to the State and institutions many times by the exercise of the duties it is proposed to confer upon him. The duties of the chancellor should be defined in part, in the words of the survey staff, as follows:

a. To study the needs of higher educa-

tion in Virginia, and by conference and counsel with the several institutions seek to secure adjustment within those institutions such as to avoid duplication and to provide adequately for the educational needs of the State.

b. To represent the cause of higher education in the councils of the State and before the people at large, in order that the place and function of higher education in developing the State's human and material resources may be the better comprehended.

c. To insure uniform standards of admission so that no student not by nature, training or inclination qualified to pursue successfully a higher education will be admitted to a higher institution.

d. To examine the budgets submitted to the Governor by the several institutions of higher education, and to indicate his recommendations to each item for the consideration of the Governor and the Director of the Budget, thus assuring the development of each institution in conformity with a single unified system of higher education in the State.

The commission recommends:

1. *That a chancellor of higher education be chosen by the State Board of Education on nomination of a special committee composed as follows: The Governor of the State; the State Superintendent of Public Instruction, who shall act as chairman; one member appointed by the Board of Visitors of the University of Virginia, one by the Board of Visitors of the Polytechnic Institute, one by the Board of Visitors of the College of William and Mary, one by the Board of Visitors of the Virginia Military Institute (if continued), one by the Board of Visitors of the Medical College of Virginia, one by the Board of Visitors of the State Teachers Colleges, and one by the Board of Visitors of the Virginia Normal and Industrial School.*

2. *That the budget of the office of the chancellor be approved by the State Board of Education, and the funds to meet this*

budget be contributed by the several institutions of higher education in the proportion in which the State appropriation to each institution bears to the total appropriations made by the State for the maintenance and operation of these institutions.

3. That the salary of the chancellor be determined by the Board of Education and be such as to insure the selection for the position of a person of high standards and abilities.

Liberal Arts Education for Women

In an earlier day it was believed in Virginia that State-supported higher education should be provided solely for men. But not until the State took over the College of William and Mary were women permitted to pursue liberal arts courses on the same basis as men. However, even at the College of William and Mary provisions are not adequate for the number of women who are seeking a liberal collegiate education. By practice, if not by statute, the proportion of women students at the college is kept below that of men only 45 per cent of the students may be women. The commission has learned that a large number of women applicants for admission at the College of William and Mary for the session 1927-1928 were rejected because the dormitories for women had been filled. Women are not admitted to the college of liberal arts at the University of Virginia, and are not admitted at all to the Virginia Military Institute. They are admitted only to a limited range of work at the Virginia Polytechnic Institute. The commission has received requests from many distinguished women of Virginia praying that a recommendation should be made that women be admitted upon a parity with men to all the courses at the University of Virginia. From this review of the situation it can be easily discerned that Virginia historically has discriminated against women as compared with men in the matter of admission to the institutions of higher learning. Even in more recent times, when the

barriers to the admission of women have been broken down in certain instances, the experiment has been accompanied by many evidences of reluctance and disapproval on the part of the alumni and other interested people.

The fact remains, however, that the present position of women in the life of Virginia makes exceedingly reasonable and just, to say nothing of desirable, that equal opportunities for higher education be given to the men and women of the State alike.

Two solutions to this problem are possible:

(1) The University of Virginia might be thrown open to the admission of women as students in all of its undergraduate and graduate schools. This would mean vastly increased facilities which must be supplied by the State, both for increase in physical plant and also for additions to the teaching staff. It would mean essentially the giving up of Virginia's traditional allegiance to the idea of separate education of the sexes and would commit the State to the increasingly popular idea of coeducation.

(2) A separate liberal arts college might be established for the education of women in the undergraduate field of liberal arts. It might be possible to place such institution reasonably close to the University of Virginia and under the control of the same administrative personnel. This would mean a continuance of Virginia's traditional allegiance to the idea of separate education of the sexes and would mean essentially the system of coördination which is reasonably popular in many States of the Union and among many privately-supported institutions.

After a careful study of this difficult situation your commission recommends:

That the second plan be adopted and that because of its advantageous location, its excellent physical plant and its room for expansion, the State Teachers' College at Harrisonburg be converted into a liberal arts college for women coördinated with the

University of Virginia, and that all graduate and professional courses for women be continued at Charlottesville. In order that this may be carried into effect it is recommended that the General Assembly of Virginia, as speedily as possible, devise means for making suitable appropriations to make this recommendation effective and at the same time to enlarge, as far as may be necessary, the three remaining teachers colleges so that they may be able to care for all applicants who may desire to prepare for the profession of teaching in the elementary and secondary schools of Virginia.

THE FINANCIAL SITUATION OF THE HIGHER INSTITUTIONS

Appropriations to Higher Education

Virginia has not been very generous to her higher institutions of learning. Indeed, she has been parsimonious, and much of their growth has been due to the generosity of others. In 1915 the total State appropriation to all higher institutions, including the teachers colleges, was \$733,250.00; in 1927, \$1,559,705.00, an increase in twelve years of \$826,455.00. In the same period the number of students has greatly increased, while the purchasing power of the dollar has decreased 38 per cent. The aggregate expenditures of the higher institutions in 1927, according to the staff report, were \$5,877,337.00. The difference between the amount appropriated by the State and the total expenditures is made up by income from endowment funds, tuition fees, board and other miscellaneous items.

In 1927 the State appropriated \$5,337,084.00 to the common schools, while their total receipts from all sources approximated \$24,000,000.00. It is evident that the higher institutions are not being favored by State support to the detriment of the common school system.

The higher institutions in neighboring States receive State appropriations greatly in excess of those made by Virginia. While

what other States do in this respect should not be Virginia's measure, the results are manifest, because neighboring institutions are growing and expanding at a rapid rate while Virginia institutions have barely held their own with the assistance of private munificence. Richer institutions are attracting Virginia students and Virginia teachers.

If the fame and prestige of higher education in Virginia is not to suffer, then Virginia must be more liberal in her support of higher education than she has been in the past.

Economies, Business Management and Accounting in Higher Institutions

The survey staff was unable to give a satisfactory answer to the commission's request to ascertain the actual cost of education per pupil in the several institutions and in the several departments of each institution, because of the varying methods of accounting and the absence of satisfactory analyses of receipts and disbursements. Such information is essential both for economic operation and for determining an equitable basis for charges made to students.

The absence of the same information has prevented the commission from suggesting economies which sounder and uniform accounting methods will undoubtedly disclose. However, all of the institutions have been so pressed for funds that there has been little room for extravagance in operation and maintenance.

There is an absence, in some institutions, of centralized responsibility for business details without which many economies will pass unnoticed. When it is possible through uniform accounting methods to compare intra and inter-institutional costs, additional economies will become apparent.

The centralized accounting under the State Comptroller required by the reorganization act will make for uniform accounting as to State appropriations, but not for all funds; nor will receipts and expenditures be so segregated as to make possible ac-

curate analyses, For information and comparison, all departmental costs should be calculated in a uniform way.

Institutional rivalry and duplication, as set forth in another section of this report, are responsible for the largest items of avoidable expense. An illustration of rivalry is found in the annual advertising expenditure of the higher institutions, part of which can certainly be attributed to institutional competition, and all of which should be promptly eliminated by institutions which cannot now take care of the students who apply for admittance. The aggregate amount expended on advertising during the year ending June 30, 1927, as reported to the commission, exceeded twelve thousand dollars.

While the chancellor, recommended in another section of this report, should not, if the office is created, interfere with the internal affairs of the higher institutions, it should be one of his duties to coördinate and modernize their business practices and recommend economies both in maintenance and capital outlay.

The commission recommends:

1. *That each institution centralize its business management in one person.*
2. *That each institution, in conjunction with the office of State Comptroller, install the same modern system of accounting, with receipts and expenditures so segregated as to present an itemized record of all items of income, as well as an accurate analyses of costs.*
3. *That the institutions cease advertising expenditures in the sense the term is generally used.*

Endowment Funds

Most of the State institutions benefit from endowments secured from private sources. While such funds are properly administered by the officers of the institutions, they should be reported to the State, both as to capital and income, in a uniform way in all the institutions.

Tuition Fees

In 1818 Thomas Jefferson, the father of public education in Virginia, wrote to Joseph C. Cabell that,

"A system of general instruction, which shall reach every description of our citizens, from the richest to the poorest, as it was the earliest, so will it be the latest of all the public concerns, in which I shall permit myself to take an interest. Nor am I tenacious of the form in which it shall be introduced. Be that what it may, our descendants will be as wise as we are, and will know how to amend and amend it, until it shall suit their circumstances."

Jefferson believed the State should provide free education in the elementary grades, *but limited free education in the higher grades to students of the "most promising genius whose parents are too poor to give them further education."*

The State of Virginia has long since departed far from Jefferson's beliefs, and tuition fees proper have been for years and are now wholly absent or of negligible amounts in all Virginia institutions, irrespective of the financial condition of the student or his mental facilities.

But the institutions, in lieu of tuition fees, charge Virginia students varying sums to cover sundry services, such as the cost of matriculation, maintenance, library, etc. There is no uniformity in the items making up these charges, although the aggregate is approximately the same in all institutions. This practice amounts to a holding out of free education with one hand, and taking it back with the other. The son of poor parents pays as much as the scion of the rich. No distinction is made between ignorance and genius.

The increased demand for education in all its forms has, in recent years, far outstripped the financial ability of the State to provide. The time has arrived to exercise the confidence Jefferson reposed in the people and amend the present policy as respects

the cost of education, and determine anew the limit of the State's responsibility.

The commission believes that the first duty of the State is to the elementary school, which is intended to lay the foundations in the lives of all the children. To give free higher education to a comparatively small number of its people at the cost of inadequate elementary education for the masses would, in the judgment of the commission, be a program of folly and an invasion of the ideals of democracy. The commission is of the opinion that the finances of the State warrant the development of a thoroughly adequate system of elementary and secondary education which shall be free to all without distinction of either sex or locality. Beyond that we believe that, in view of the fact that higher and professional education increases the earning power of the recipient throughout his life, and in a measure represents a dividend paying investment of capital, it is, therefore, only just that a considerable portion of the cost of such education should be borne by the person receiving such individual benefits. The State should not seek to evade its responsibility for training its youth in good citizenship and intelligent leadership in all forms of life in Virginia; rather do the circumstances indicate that the State and the individual should coöperate in bearing the burden which neither is financially able to bear alone. Therefore, if the State can supply the capital outlay for buildings and other material equipment and a decreasing amount of maintenance costs, can it not be fairly supposed that the student should bear a reasonably large pro rata, and in time all of the actual cost of the operation of the plant during the years in which he is there registered for study? This view is rapidly commending itself to educational leaders, publicists and philanthropists in America, many of whom have spoken and written in its support. Only by such an alliance of the State with the student does it appear that we can offer higher and professional education in

Virginia upon a continuing plane of unchallenged excellence.

The bare salary cost for tuition is conservatively estimated to average \$200 per student year in Virginia institutions of higher education. This sum does not include maintenance and other proper charges that enter into the cost of education.

The commission recommends:

(1) *That in the University of Virginia, the College of William and Mary, the Virginia Polytechnic Institute and the Virginia Military Institute (if continued), the minimum tuition fee for a session of undergraduate work shall be, for the present, \$150.00, except as affects the departments of Education which may now or hereafter be authorized for the training of teachers for the public school system of Virginia. This minimum shall apply only to students who are residents of Virginia, and students who are not residents of Virginia should be required to pay as tuition such sums as may more closely approximate the actual operating cost per student for the institution involved.*

(2) *That the chancellor of higher education, if appointed, make a careful study of the several institutions above named with reference to the ratio of tuition income received from students to operating costs and that upon the basis of such study tuition charges shall gradually be adjusted to the end that the beneficiary of such education shall bear a fair share of the cost of what he receives.*

(3) *That in harmony with this policy of the beneficiary's sharing his educational cost with the State, all State scholarships of every kind and character be abolished in each of the State institutions.*

Loan Funds

As a democratic substitute for the present undemocratic system of so-called free tuition and allocation of State scholarships to poor and rich alike, and in order that students with limited financial resources,

not necessarily "of the most promising genius," but mentally qualified to pursue successfully courses in the higher institutions, may have the advantages of such courses, loan funds should be readily available. The commission cannot conceive of a more democratic application of Jefferson's principles than that those students who can now share with the State the cost of higher education do so, and that those who cannot, return this cost to the State when their earnings make it possible. Limited loan funds, separately administered, are now available. The commission is informed that the losses on loans to needy students are almost negligible. A centralization of administration of all loan funds will insure uniform requirements and additional safety. Loans should be made only to such students who can produce satisfactory evidence of need, character and scholarship.

The commission recommends:

That a revolving loan be established by the State, under the direction of the Governor, to be administered under regulations to be by him hereafter determined.

Salaries

The commission is satisfied both from the report of the survey staff and its own observations that the salaries now paid in many of the institutions will not suffice either to retain or attract teaching personnel of high character and ability. While the commission does not approve a horizontal increase in all salaries, it unhesitatingly recommends:

That the executive and boards of visitors of the several institutions make such increases in salaries as funds will permit and as will insure the maintenance of that high standard of scholarship for which Virginia institutions are so justly famed.

FUTURE NEEDS OF THE HIGHER INSTITUTIONS

In the report of the survey staff will be found a listing of the present and future needs of Virginia's institutions of higher

learning. The commission believes that it would be unwarranted in recommending the meeting of these needs beyond the amounts contemplated in the Budget for the next biennium. Such needs are always in flux and change from time to time by reason of the development of modern methods and new ideas of educational service. The commission is unable to determine the priority of the many items which would greatly enhance the effectiveness of the several institutions. It can only call the list to the attention of the Governor of the State, the members of the General Assembly, and the executive officers of the institutions themselves, in the hope that together they may devise a cumulative program which will enable the tax-supported colleges and university to improve their situation as rapidly as funds can be made available.

WHY THE OBVIOUS FAILURES OF EDUCATION

IF we are to make of education a better vehicle of world citizenship, we must have some idea of the way in which education has failed in this field in the past.

One of the first conclusions we are obliged to come to in considering education and peace is that not too much reliance is to be placed upon a mere knowledge of other peoples, a contact at second hand as it were, as in itself a factor of friendliness and understanding. Sometimes the peoples that we know best are precisely those that we quarrel with most. If you look back at the bitterest conflicts of history, they have often been between people who live in the same street, between Catholic and heretic in the wars of religion, between Catholic and Protestant in Ireland, between Hindoo and Mohammedan in India, between white and Negro in this country: we know of numberless misunderstandings and conflicts between people who know each other by daily contact.

So mere knowledge of external facts