

# MAINE STATE LEGISLATURE

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MAINE  
LEGISLATIVE RESEARCH  
COMMITTEE

REPORT  
TO  
NINETY-EIGHTH LEGISLATURE



SCHOOL FINANCES AND NEEDS

Report Prepared With  
Consultant and Technical Assistance  
by  
J. L. Jacobs & Company  
Chicago, Illinois

PUBLICATION NO. 98-2

JANUARY, 1957



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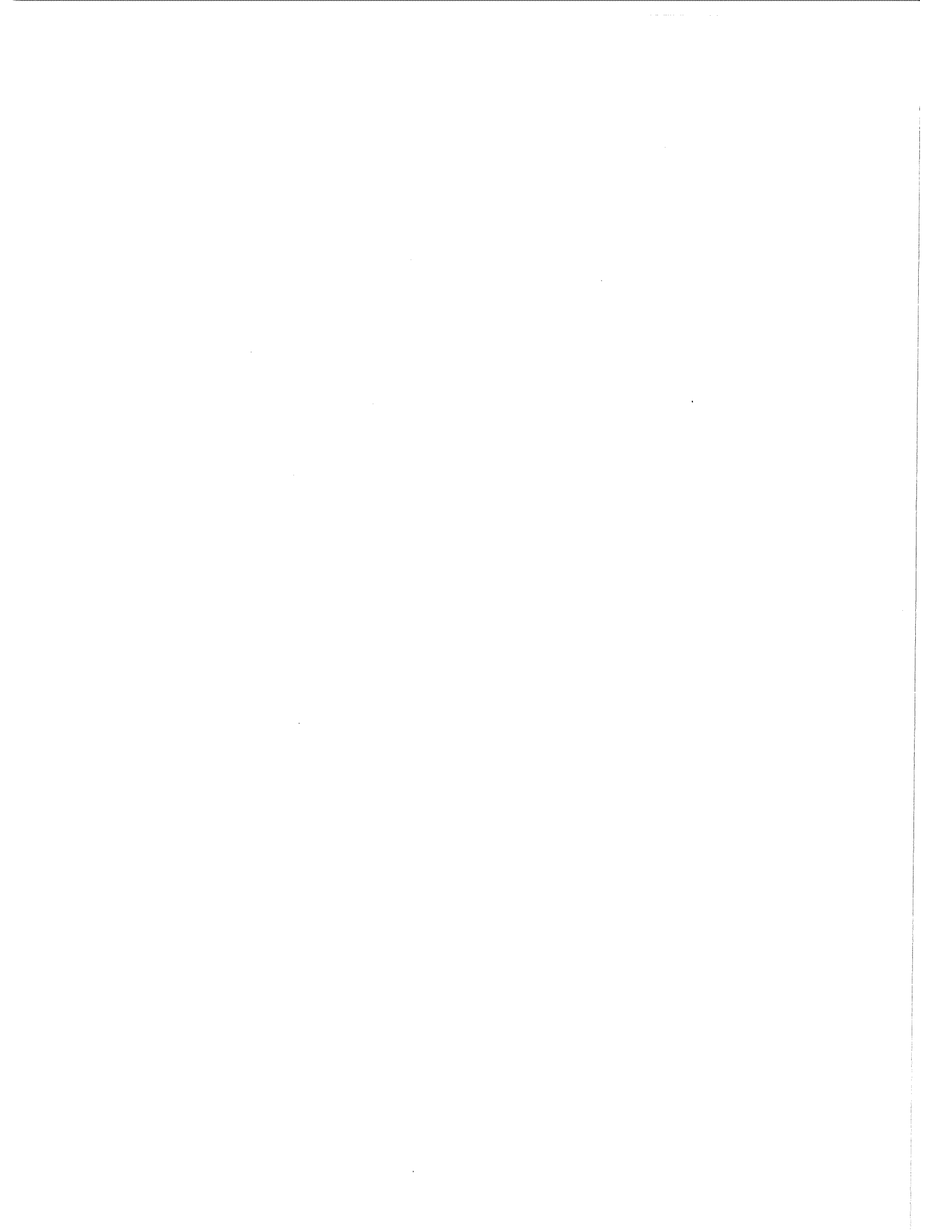
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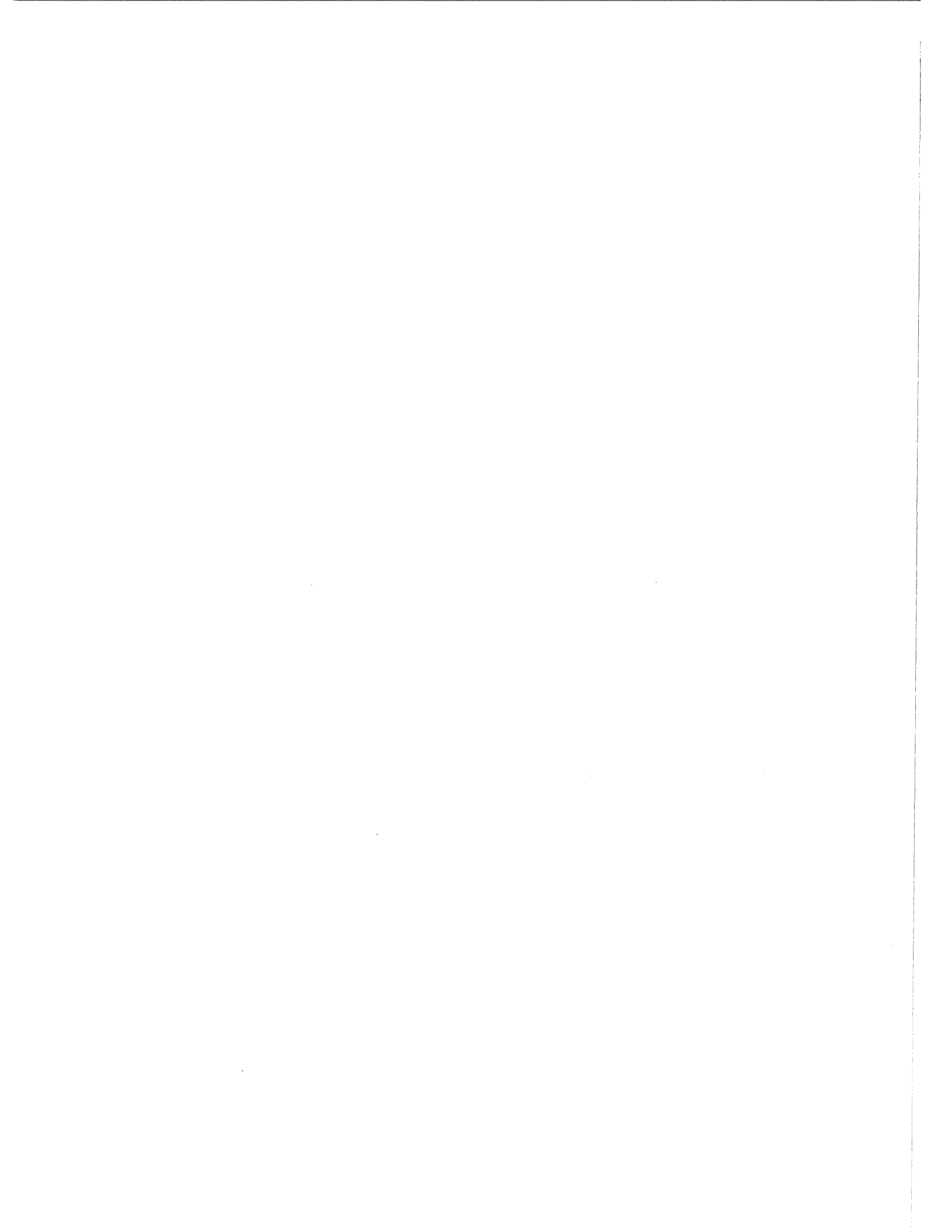
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December 20, 1956

To the Members of the 98th Legislature:

The Legislative Research Committee hereby has the pleasure of submitting to you a part of its report on activities for the past two years. This report relates to the problem of school finances and needs. Findings and recommendations relative to other matters assigned to the Committee by action of the Legislature will appear in other reports.

The Committee has approved the recommendations of the J. L. Jacobs & Company and submit them herewith as the Committee report. The Committee strongly urges that the Legislature enact legislation to carry out the provisions of this report. Enacting such legislation will accomplish a major step in strengthening the school finance system and the school programs throughout the State.

The Committee gratefully acknowledges its indebtedness to the Subcommittee on Education of the Research Committee, the J. L. Jacobs & Company, the members of the Advisory Committee and the Department of Education for their contribution to the work of the Committee.

The Advisory Committee on School Finances and Needs is as follows:

Mr. William O. Bailey	Jonesport
Mr. Howard L. Bowen	Hallowell
Mr. James L. Boyle	Waterville
Mr. Harold L. Gray	Dover-Foxcroft
Mr. William H. Soule	Portland
Mr. W. Howard Niblock	Pittsfield
Miss Sara J. Cowan	Portland
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Hon. Lloyd T. Dunham	Ellsworth.

Respectfully submitted,

LEGISLATIVE RESEARCH COMMITTEE

By Roy U. Sinclair  
 Roy U. Sinclair, Chairman

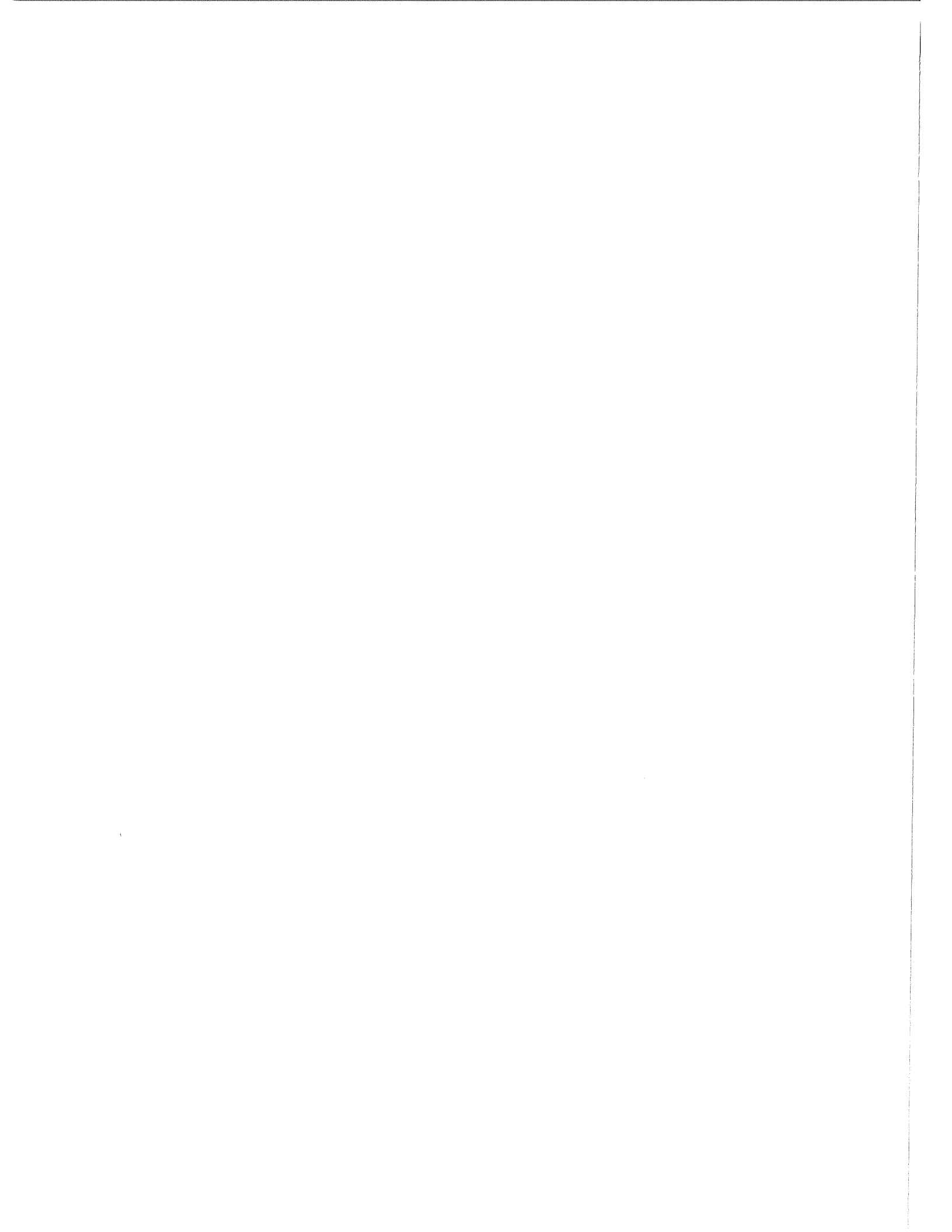


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**J. L. JACOBS & COMPANY**  
CONSULTANTS IN PUBLIC ADMINISTRATION AND FINANCE  
SINCE 1915  
53 WEST JACKSON BOULEVARD  
CHICAGO 4, ILLINOIS

December 15, 1956

Legislative Research Committee  
State House  
Augusta, Maine

Gentlemen:

We respectfully submit herewith our report with recommendations on school finances and needs in the state.

The report presents a summary of the principal characteristics of the school system and school finances in the state, together with specific recommendations for strengthening the school finance system, the local organization for school administration, and the performance of the teachers colleges.

We are pleased to acknowledge and commend the constructive assistance of the Subcommittee on Education, the Advisory Committee, the State Department of Education, the school superintendents, and other groups in the state.

We also wish to acknowledge the assistance of Mr. Allan O. Pfnister of the North Central Association who collaborated with us on the study of the teachers colleges.

We also sincerely express our appreciation for the opportunity to participate on this work.

Respectfully submitted,

  
J. L. Jacobs & Company





STATE OF MAINE

REPORT WITH RECOMMENDATIONS  
ON  
STUDY OF SCHOOL FINANCES AND NEEDS IN THE STATE

SECTION I

SCOPE OF STUDY

The study of school finances and needs in the State of Maine, which is reported on herein, was authorized by and carried out in accordance with the following resolve of the State Legislature:

Chapter 183, Resolves of 1955

"RESOLVE, Providing that the Legislative Research Committee Study School Finances and Needs in the State.

"Research Committee to study school finances and needs in the State, Resolved: That the Legislative Research Committee be authorized to study school finances and needs in the State of Maine. The scope of the survey shall include all expenditures of funds within the jurisdiction of the State Department of Education and shall particularly relate to a study of the distribution of education funds to municipalities on an equitable basis.

"Said Committee shall further particularly study the educational system of the State with a view toward determining the existence of non-productive or partially productive programs and activities in the educational field, and shall further conduct said study with a view towards recommending methods and techniques of increasing the efficiency of expenditure of education funds."

Main Phases of Study

The several phases of the study required in accordance with the legislative resolve are all closely inter-related as affecting the costs and financing of the public schools and the educational returns for such expenditures. Such study includes the phases of (a) determining the extent to which the objectives of a sound school finance program are being attained, and (b) determining the actions required to correct existing weaknesses and to more fully attain the objectives of a sound school finance program.

The main objectives of such program include the following:

- (a) A reasonably adequate and well-rounded educational opportunity be made available for all children.

- (b) The responsibility for and burden of financial support be equitably distributed among all taxpayers and taxing units, representing appropriate local tax effort and state participation.
- (c) Such educational opportunity be provided with maximum efficiency and economy with appropriate educational return.
- (d) Local initiative and responsibility for public education be encouraged.

More specifically, the study has included analyses and evaluations of school finances and needs in the following principal areas:

- (a) The character, costs and financing of elementary and secondary schools, particularly with respect to the provision of a satisfactory minimum or foundation program of education for all children, the total costs for such a program, the division of such costs between the state and local governments, and the methods of distribution of state funds for education to local governments.
- (b) The quality of school program or educational return in the towns of the state as evidenced by such measurable factors as cost, teacher salaries and qualifications, enrollment and teacher-pupil ratios, the availability and use of special instructional, supervisory and administrative services, the provision of occupational, vocational, physical education and other special courses.
- (c) The organization of educational units throughout the state, with emphasis on evaluating the present administrative units provided in the town and city governments and the present supervisory unions, and on developing criteria for a strengthened plan of school district organization.
- (d) The administration, operation, financing and performance of the state teachers colleges.
- (e) The duties, responsibilities and organization of the State Department of Education.

During the course of the study special analyses have been made (a) to identify significant characteristics and differences in the school programs and finances among the towns which are grouped according to size of school population and ability to support their schools, (b) to evaluate the strengths and weaknesses of the existing school program and the plans and organization for administration and financing of the schools, and (c) to develop practical and constructive recommendations to strengthen the state school program and the administration and financing of schools throughout the state.

#### Distribution of Expenditures for Educational Activities

The expenditures of state funds for educational activities which are under the jurisdiction of the State Department of Education, plus payments by the state into the teachers' retirement fund, totalled \$11,263,027 in the fiscal year 1955 and \$11,958,287 in 1956.

The specific objectives and activities for which such funds were expended are as follows:

<u>Activity</u>	1955 <u>Expenditures</u>	1956 <u>Expenditures</u>
Permanent School Fund Interest . . . . .	\$ 16,252	\$ 16,237
Subsidies to Cities and Towns -		
General Purpose Educational Aid . . . . .	7,256,068	7,390,600
Professional Credits for Teaching Positions . . . . .	59,000	100,000
Temporary Residence and Tuition . . . . .	1,110	3,584
Main School Building Authority (Expense) . . . . .	4,095	5,685
Student Scholarship Fund . . . . .	48,786	49,445
Administration . . . . .	172,196	181,320
Normal and Training Schools . . . . .	1,055,981	1,243,121
Schooling in Unorganized Territories . . . . .	269,460	309,430
Superintendents of School Unions . . . . .	181,499	181,879
Vocational Education and Rehabilitation . . . . .	447,858	561,118
Education of Orphans of Veterans . . . . .	778	750
School Lunch - Administration . . . . .	28,972	40,835
Special Education of Physically Handicapped		
Children . . . . .	26,967	34,227
Secondary Education of Island Children . . . . .	2,370	2,300
Industrial Education . . . . .	25,347	26,040
Nursing Attendant Education . . . . .	31,443	38,584
Driver Education . . . . .	-	9,705
Other . . . . .	-	2,394
Sub-Total . . . . .	\$ 9,628,182	\$10,197,255
Teachers' Retirement Fund . . . . .	1,634,845	1,761,032
	<u>\$11,263,027</u>	<u>\$11,958,287</u>

Source: Financial Report - Fiscal Year Ending June 30, 1955, Department of Finance and Administration, Bureau of Accounts and Control.

The main areas of emphasis in this study and report on state financial assistance to cities and towns for education, appropriate district organization for education, school personnel and teacher preparation, and the duties, organization, staffing and procedures of the State Department of Education represent activities for which about 94% of the above total state funds were expended in 1955.

In addition to the above state expenditures for education, the following expenditures of state funds were made during the fiscal years 1955 and 1956 for related education purposes:

<u>Activity</u>	1955 <u>Expenditures</u>	1956 <u>Expenditures</u>
State Historian . . . . .	\$ 547	\$ 324
Maine State Library . . . . .	97,973	129,536
Bookmobile Service . . . . .	9,080	-
Maine Maritime Academy . . . . .	95,000	135,000
University of Maine . . . . .	1,708,528	2,025,626
	<u>\$ 1,911,128</u>	<u>\$ 2,290,486</u>

## Sources of Data for Study

The data presented in this report on school enrollments, finances and related activities have been taken or compiled from (1) official school reports and records of the State Department of Education, the individual cities and towns, the teachers colleges, and the National Education Association, (2) financial reports of the State Controller, (3) reports of the State Bureau of Taxation, and (4) special reports requested for the study which were prepared by the State Department of Education and the School Superintendents throughout the state.

The data used in the detailed analyses are for the school year ending in June, 1955. Summary comparisons of school costs and state school aid under the proposed program are made with actual totals for both the years 1955 and 1956.

Minor variances which occur in some of the data presented in the report are caused by incomplete records of some of the detailed information used in compiling the several presentations. These variances are minor and of no consequence with respect to the validity and the analysis and interpretation of the data.

## SECTION II

### SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

This section presents a summary of the specific findings, conclusions and recommendations on school finances and needs in the State of Maine as developed during the course of this study. These, together with related factual data, are presented in detail in the subsequent sections of the report.

The analysis of school finances and needs in the state has involved a broad coverage and integrated evaluation of the several factors which are affected by or influence the effectiveness of the school finance system. These include such factors as (1) the total cost and financial requirements of an adequate school program, (2) the sources of school revenue and the state and local efforts in supporting the school program, (3) the educational returns or quality of school program related to expenditures, (4) the organization at the local level for the administration, supervision, operation and financing of schools with maximum efficiency and economy, and (5) the quality and availability of teachers.

#### Principal Characteristics and Conclusions About the School System and School Finances

Underlying the recommendations for strengthening the school program and its financing throughout the state are the existing characteristics and conditions of the school system and school finances. The following lists certain main characteristics of the present school system and finances and the conclusions which they point up.

(1) The operation and financing of schools is a major responsibility of the state and local governments, providing the elementary and secondary school education for about 175,000 students at a total cost of about \$35,000,000 to the state, city and town governments.

(2) Even though the expenditures for schools in the state have increased about 40% during the last five years to 1955, the current level is very low, as compared with the conditions in other states. This is evidenced by the facts that the current expense per pupil in Maine is about 21% below the average of all states, and the average salaries for instructional staff in Maine are about 27% below the United States average.

These conditions indicate the need to raise the over-all level of school program and expenditures for the state as a whole. As indicated later, the average levels in the state should be raised by improving the school program and expenditures in the small communities where they are now the poorest. This should be accomplished through a combination of improvements in the school finance system and strengthening of the organization and consolidation of schools at the local level.

(3) There is evidence that the state and local governments can accomplish the over-all raising of school program and expenditures without incurring an unreasonable additional financial load. This is indicated by the fact that other states which have about the same ability to support schools in terms of per capita income now exert a greater effort than is the case in Maine.

(4) The general sparsity of population throughout the state and few large concentrations of population is a major factor to be considered in evaluating the school finances and needs. These conditions, coupled with the continuance of town governments as the basic units at the local level responsible for public education, have the most significant impact in terms of existing weaknesses in the school program and effectiveness of the school finance system.

The distribution of school enrollment according to size of town is summarized as follows:

Summary of School Enrollment  
By Size of Town  
1954-55

Size Group*	Elementary Schools		Secondary Schools			
	Number of Towns	Average Daily Membership	Public Schools		Academies	
			Number of Towns	Average Daily Membership	Number of Academies	Students Educated At Public Expense
0	22	-	311	-	-	-
1-25	50	683	12	173	1	11
26-50	38	1,414	36	1,266	5	84
51-100	97	7,211	44	3,061	13	492
101-200	124	17,843	38	5,637	22	2,247
201-400	76	21,851	32	9,225	10	1,678
401-750	47	26,339	10	5,767	3	546
751-1000	8	6,880	2	1,766	-	-
Over 1000	27	53,588	4	5,700	-	-
Total	489	135,809	489	32,595	54	5,058

\*Represents average daily membership in elementary schools, public high schools or academies, as applicable.

While many of the small schools are necessary because of the geographical distribution of population in the state, there are also many instances where small schools are not necessary since they are within reasonable distances of larger and more effective schools. These latter conditions are not justified and cause inefficient operations and higher expenditures for generally inadequate schooling.

While considerable progress has been made in the consolidation of schools to serve rural areas, the need for further effort along these lines continues. This need exists to some extent within town boundaries, but more important between and among neighboring towns. This points up, as discussed later, the importance of strengthening the school organization at the local level by establishing larger school administrative units.

(5) In addition to the city and town governments as the basic units at the local level responsible for public education, summary attention is called to the supervisory unions and community school districts as other principal school units at the local level.

Under the state law, towns having less than 75 teachers are grouped into supervisory unions for the purpose of employing superintendents of schools and thereby providing for professional supervision at the local level over the schools of the respective towns. When the supervisory unions were first established, the new plan was a major milestone in strengthening the school programs throughout the state. The school superintendents continue as a major influence for strong and improved schools and quality of education. Since the school superintendents are responsible independently to the school committee of each of the member towns in the union, they must perform similar and duplicating administrative duties for each of the towns, and the effectiveness and educational leadership of the superintendents is accordingly lessened. This, too, points to the need of strengthening the school organization at the local level by establishing larger school administrative units.

Under the community school district law, authority is granted to the towns to organize into consolidated districts so that each town may obtain the benefits of the larger school enrollment, more comprehensive school program, and the pooling of resources for financing school construction. Despite the advantages of organizing community school districts, only six such districts have been established, including twenty-three of the towns and plantations in the state. This indicates the need to provide further encouragement to the several towns to establish larger school districts, which will be accomplished most effectively through the school finance system.

(6) The detailed analysis of school operations and financing reveals most emphatically the wide and significant differences among the several towns in the state. In general, the schools in the smaller and less able towns are operated with proportionately more state funds and with lesser quality or educational return than is the case of the schools in the larger and more able towns and cities.

These over-all conditions point up the principal need to raise the level of school programs for smaller towns, in order to provide a greater equalization of educational opportunity for all children throughout the state. The accomplishment of this objective requires adjustments in the school finance system and reorganization of school systems at the local level as recommended in this report.

(7) During the year 1954-55, the total public school costs of approximately \$35,000,000 were obtained from the following main sources:

<u>Source of Funds</u>	<u>Amount</u>	<u>% of Total</u>
State General Purpose Aid . . . . .	\$ 7,256,671	20.8%
Other State Aid . . . . .	504,023	1.4
Town School Appropriations . . . . .	24,157,967	69.4
Other Town Revenues . . . . .	<u>2,914,722</u>	<u>8.4</u>
Total . . . . .	\$34,833,883	100.0%
Tuition Receipts (offset by expenditures from above revenues)	\$ 1,258,444	



As indicated above, the state general purpose school aid represents about 21% of total school revenues. It represents about 26% of the school operating and maintenance costs for which the state general purpose school aid is made available.

The detailed analysis of school financing in the respective towns reflects the wide differences among the towns in the availability and use of state and local funds and the local ability and effort to support their schools. Under the equalization provision of the present law for distributing state school aid to towns, proportionately more state aid is provided to the less able communities than to the more able communities. For example, the state aid per resident pupil ranges from an average of about \$75 in the least able towns to an average of about \$30 in the most able towns. These relationships are good.

In terms of the utilization of state and local funds and the educational returns therefor, the total costs per resident pupil as a general measure of quality vary widely among the towns. These costs range from an average of about \$150 to \$165 per resident pupil in the least able towns to about \$190 to \$200 per resident pupil among the most able towns. Thus, even with proportionately more state aid, the school programs in the smaller less able towns do not match the quality in the larger more able towns.

While the state school aid formula has resulted in an equalization of school financing to a notable degree among the several towns, it has not accomplished a similar degree of equalization of educational opportunity throughout the state. As indicated later, this is due to significant weaknesses in the formula for distributing state school aid and in the plan of school organization at the local level.

As another consideration of the equalization effect of the state school aid, the variations in local effort to support schools must be taken into account. Even with the equalization feature in the present law and the proportionately greater amounts of state aid furnished to the less able towns, the local tax effort for schools is substantially greater among the towns with lower financial ability as compared with the towns with greater ability. The least able towns have an equalized tax rate for schools of an average of about \$26 to \$29 per thousand of state property valuation, while the most able towns have an equalized tax rate for schools of an average of about \$9 to \$13. The range of local effort is greater than these averages with some of the least able towns having an equalized tax rate in the neighborhood of \$40 per thousand of state valuation.

The wide differences are caused in large part by the continuance as school administrative units of many small towns which have very low property values or property tax base. It may be reasoned that the greater effort by the smaller less able towns is in part a payment for inefficiencies caused by inadequate local school organization. At the same time, the state aid is provided in substantial proportion to the smaller less able towns, so the state too is sharing in the costs of these inefficiencies in communities where the quality of school program is generally not the best. These basic considerations stress again the need to strengthen the local school organization by establishing larger school administrative units.

(8) The present system and formula for determining total state school aid and its distribution to the municipalities of the state is described in detail

in Section IV of this report. In summary, the present law provides that the state will pay to each municipality a specified percentage of the amount of money the municipality spends for school operating and maintenance purposes. The percentages to which the state participates in local school costs range from 65% for the least able towns which have a state property evaluation per resident pupil of less than \$3,000, to 15% for the most able towns and cities where the state valuation per resident pupil is over \$15,000.

In essence, the present method for determining and distributing state aid relies upon the two main elements of the actual school expenditures of each of the municipalities and the prescribed percentage to accomplish an equalization of state aid among the several municipalities.

A second main feature of the state school aid law is that this law prescribes minimum teachers' salary schedules which must be adhered to by the municipalities.

In evaluating the present school finance system and the results obtained, several features stand out as definite strengths and weaknesses.

The main strengths in the present state aid law and practices include the following:

- (a) The equalization feature in the state general purpose aid formula is effective in providing proportionately more state aid to municipalities where the needs are greatest.
- (b) The formula for computing state general purpose aid is simple and the amounts of state aid under the formula are predictable.
- (c) The emphasis on actual costs and experience of the municipalities as one factor in computing state aid recognizes to an extreme the initiative and responsibility of the municipalities for their respective school programs.
- (d) The absence of limitations on tax rates for school operations avoids the possibility of placing unrealistic restrictions on the municipalities.
- (e) The measurement of the relative ability of municipalities to support their schools on the basis of state property valuation per pupil is a sound and practical basis and encourages effective practices for assessment equalization throughout the state.

The main weaknesses in the present state aid law and method of distributing state aid include the following:

- (a) The law and formula for the distribution of general purpose school aid does not define what the state is buying, or the level of school programs in which the state will participate, other than a percentage of whatever amount each municipality spends for schooling of its resident pupils. This means that there are 490 standards of school program and school costs in which the state participates financially (one for each town or city). Under the law and formula, the state may and does participate to a maximum

financial extent in certain inadequate and inefficient school programs. This feature of the law has been referred to as a "blank check" provision.

- (b) Without the definition of the minimum or foundation school program in which the state will participate, the state general purpose aid law is not directed to equalize the educational opportunity for all children throughout the state.
- (c) With the exception of minimum teachers salaries and a few requirements on length of school year and courses, the state law does not require minimum school effort or school program by the municipalities, and wide variances in both features exist.
- (d) The continued emphasis on town and city governments as the school administrative units, tends to encourage the continuance of inadequate and inefficient school administration and operations at the local level.
- (e) The inclusion of provisions for minimum teachers' salaries in the general purpose aid law is good. However, the level at which these minimums are prescribed is not in keeping with the needs and prevailing practices in the state.
- (f) The State Department of Education is not sufficiently staffed, nor has it devoted the desired effort on planning and research work to assure proper evaluation or administration and maintenance of a more effective school finance system.

(9) The legislative resolve which called for this study includes the provision for the study to be conducted with a view toward recommending methods and techniques of increasing the efficiency of expenditures of education funds. The major conclusion from this study is that such substantial inefficiencies as exist in the expenditure of education funds are caused by improper and inadequate organization of school systems at the local level. It is also our conclusion that the soundest and most effective means for overcoming many of the inadequacies of schools, correcting the major inefficiencies which exist, and assuring a sound and effective school finance system, is to strengthen the organization of school systems at the local level by establishing larger school districts or administrative units.

The existence of the many small school administrative units designated as the responsibility of individual town governments places major handicaps on the establishment of a most effective school finance system and on the attainment of adequate educational opportunity for all children throughout the state.

The effectiveness with which the state can discharge its responsibility for an adequate school program is directly related to the degree to which school administrative units are developed of a size and population and financial ability that permit efficient operation. It is increasingly recognized throughout the country that the state-wide school system must deal with a manageable number of reasonably sized local units if the state finance aid is to insure the maintenance of minimum educational program and standards.

The main problems and weaknesses which exist and are directly related to the plan of local school organization include the following:

- (a) Many of the towns are so small in school population that it is impossible to expect them to provide an adequate educational program. This is particularly the case with respect to the many small secondary schools. The existence of small elementary and secondary schools within reasonable distances of larger, more efficient schools is not justified and causes an unreasonable expenditure for generally inadequate schooling. While considerable progress has been made in the consolidation of schools, there continues to be the need for further action along these lines. This will be stimulated by the establishment of appropriate school districts.
  - (b) The many small towns exercising independent financial responsibility are the main cause for the extremes in local ability to support schools and the wide differences in local tax burdens for schools. The continuance of the many small units precludes the most effective utilization of the property tax base for local financing of schools.
  - (c) The limited programs offered in many of the small towns are frequently more costly than the better programs provided in the larger towns and cities. While some higher-cost, small schools are necessary because of the geographical distribution of population, many of the existing small schools are not necessary and they have inefficient and uneconomical operations.
  - (d) With the present plan of distributing state aid on the basis of the actual costs of the towns and a percentage scale based on ability, the entire state is asked to participate in the financing of the inefficient operations which are really the responsibility of individual towns.
  - (e) With the many small towns which do not operate high schools, but send their high school students to neighboring towns on a tuition basis, the desired effect of local responsibility for schools is lost, since the sending towns do not participate in the policy making, administration and operations of the schools where their high school students are educated.
  - (f) While the school superintendents of supervisory unions provide supervision of schools in two or more towns, their effectiveness and educational leadership is lessened because they must divide their efforts on similar and duplicating administrative matters for each of the towns.
- (10) The entire subject of teaching personnel and teacher preparation is fundamental in the evaluation of the quality and educational returns of the school systems throughout the state. Also, the number and salary levels of teachers is of prime importance in developing an effective school finance system, since the costs for instruction represent the major share of about 60% of total school costs.

Of major importance are the elements of the supply and demand of teachers, teachers salaries, the qualifications of teachers, teacher turnover, and the preparation of teachers in the teachers colleges and other colleges and universities in the state. The main findings and conclusions with respect to teaching personnel and teacher preparation and their impact on school finances and needs include the following:

(a) At the present rate of increasing enrollments and teacher turnover, there is an anticipated demand for about 900 new teachers per year for the next five years, with a declining requirement thereafter. Following is a summary of the sources of new teachers during 1954-55.

State Teachers Colleges-----	197
Other Colleges and Universities in Maine-----	187
Other Schools in Maine-----	21
Other Occupations-----	<u>290</u>
Total from Maine-----	695
Outside of Maine-----	<u>101</u>
Total-----	796

As shown above, there is a need for about 100 more new teachers than in 1955. It is also important to note that the teachers colleges furnished about 25% of the new teachers, other colleges and universities in Maine furnished about 23%, and a substantial reservoir of prospective teachers is present and has been drawn upon from other occupations.

By increasing the attractiveness of the teaching profession, each of the sources indicated above may be expected to furnish appropriate shares of new teacher requirements in the future.

(b) As indicated in connection with the general level of school finances, the average teachers salaries in Maine are considerably below those in other states. The impact of low teachers salaries is particularly important in the small towns where teachers salaries are much lower than in the larger towns and cities. This points to the need particularly to improve teachers salaries in the small schools as one part of the program to strengthen the educational program in the smaller schools.

The provision of the minimum teachers salary law is a definite step forward in assuring that qualified teachers are available in the schools throughout the state. However, the schedules now provided in the minimum teachers salary law are substantially lower than the prevailing practices in most of the towns. Accordingly, the minimum salary law is not as effective as it should be.

(c) The qualifications of teachers in terms of training and experience is one of the main indicators of the quality of school program provided in the several towns throughout the state. Analysis of the training and experience qualifications of the teachers presently employed in the several school systems shows that about 55 percent of the teachers do not have complete formal teacher training in the form of having completed college work and attaining bachelors degrees. It is also significant to note that the greater proportion of teachers with higher training and experience qualifications are employed in the larger school systems.

(d) The turnover of teachers in the various schools is another major indicator of quality of program and presents a serious problem to many of the

schools, particularly those in the smaller towns. We find that on the average there is a turnover rate among teachers of about 15 percent. In actual experience, the teacher turnover rate varies from 10 percent to 12 percent in the larger towns to an average of 25 to 30 percent in the smaller towns. This again points up the particular need to direct major attention and effort to strengthen the school programs in the smaller towns.

(e) In connection with the preparation of teachers, we have studied the operations and performance of the teachers colleges, which now have the basic responsibility for training elementary school teachers and secondary school teachers in the fields of home economics and industrial arts.

The main observation about the operations and performance of the teachers colleges is that a major need exists to strengthen the facilities, staff and curriculum at these teacher training institutions. This may be summarized that none of the teachers colleges are accredited and all should secure accreditation. Accreditation is not an end in itself, but it does signify the attainment of an acceptable level of excellence.

While the teachers colleges now furnish about 25 percent of all new teachers employed in the state, it should also be noted that these colleges do an excellent job in terms of the number of their graduates who actually teach in the state. This has averages in the neighborhood of 90 percent during recent years.

Because of the very small size of some of the teachers colleges, the per pupil costs are high and additional expenditures required to improve such small schools add further to the financial needs. It is necessary to consider alternatives of closing certain of the schools or enlarging the scope of program in the schools in order to have the most effective programs at appropriate levels of cost.

#### Recommendations for Strengthening School Finances and Programs in the State of Maine.

As indicated in the summary of existing characteristics and conditions of school finances and operations in the state, the matter of school finances involves consideration of a number of elements besides money. School finances must be considered, and an appropriate finance system developed, in the light of such elements as the cost for an adequate minimum school program for all children throughout the state, the local organization for administration and supervision of schools, the appropriate standards of education programs to be maintained to insure proper opportunity and educational return for all children, the adequacy and availability of qualified supervisory and teaching personnel, the existing differences among school units, and the ability of local communities to support their schools.

As a guiding principle it must be stressed that the school finance system is an integral part of and directly related to the program for school administration and the determination of the quality of the school program. The school finance system should, in addition to providing independent determination and accounting for school funds, be an influencing force for continued improvement in school programs and in their administration and operation.

The major principles and objectives to be attained through a sound plan of school financing include the following:

(1) The plan for financing schools should assure that reasonably adequate and well-rounded educational opportunity is available for all children, with provision for a satisfactory program and adequate level of support.

(2) The responsibility for and burden of financial support should be equitably distributed among all taxpayers and taxing units representing appropriate local tax effort and state participation. This requires an equalization plan for the distribution of state aid to provide proportionately more assistance where the need is greatest.

(3) The school finance system should assure the maximum efficiency, economy and educational returns, and should encourage efficient organization and administration of schools at the local level.

(4) The finance plan should encourage local initiative and responsibility for public education without legal restrictions or interference. It should also establish and require that a satisfactory minimum school program and equitable local support should be provided for the respective communities.

(5) The program should provide for continued evaluation, sound administration and long-range planning based on competent research.

By appraising the existing strengths and weaknesses of school finances and operations in the state and the objectives of a sound school finance system, we have developed a program of action to correct the existing weaknesses and to strengthen the school finance system.

In summary, the main objectives to be attained and methods for their accomplishment include the following:

(1) Raise the level of educational program and expenditures where the need is greatest, with main effort for the small and less able towns. This primarily requires adjustment in the school finance system and in the plan of school organization at the local level.

(2) Correct the basic weakness in the present general purpose aid law of determining subsidy payments as a percentage of the actual school costs in the respective towns. This requires the definition of (a) a basic or foundation school program in which the state will participate financially and (b) the formula for determining total costs of the foundation program, the foundation program cost for each school district or municipality, the total amount of state aid, and the basis for equitable distribution of state aid to the school districts and municipalities.

(3) Provide incentives in the plan for school financing to encourage the establishment of larger school districts or administrative units. Such incentives should be reflected in the normal application of the state aid formula, under which excessive state aid to unnecessary small schools should be avoided. In addition, a more specific incentive should be established in the form of provision of state aid for school building construction which is required in the establishment of larger school districts, and in the form of supplemental state aid to the school districts so established. This will be directed to overcoming the main obstacles which exists in connection with the consolidation of school districts.

(4) Provide for higher and more appropriate minimum teachers' salary schedules, in keeping with reasonable requirements and prevailing practices. This requires amendment of the existing law so that the minimum teachers salary schedules will be effective and will accordingly be used as one of the main components in computing the cost of the foundation school program.

(5) Encourage the employment of a larger number of more qualified teachers, through provision of higher minimum teachers salary schedules. Subsequent consideration should be given to the provision of additional state aid to school districts or municipalities which actually employ teachers whose qualifications are above average.

(6) Initiate positive action to stimulate and accomplish in the most reasonable period, the establishment of appropriate larger school districts or administrative units. The establishment of specific appropriate larger school districts should not be anticipated in general throughout the state until after considerable study at the state and local levels and the provision of positive leadership by the legislature and the executive branch of the state government. This requires (a) recognition by the legislature of the imperative need to accomplish an effective reorganization of school administrative units at the local level and (b) the enactment of legislation to provide for the accomplishment of such reorganization, the establishment of criteria for appropriate school districts as a guide in planning and carrying out the necessary school district reorganizations, to call upon the local communities to undertake the major responsibility of carrying out the necessary study to determine the best plan of school district reorganization for each community or group of communities, and to provide leadership and assistance on this work by creating a school reorganization commission to develop with the local communities the best plan of school district organization and to submit its recommendations on the same at the next legislative session.

(7) Provide for strengthening of the teachers' colleges in order to assure the best preparation and provision of qualified teachers. Appropriate actions require improvement of housing and instruction facilities, better libraries, more instructors with higher qualifications, a broadened liberal arts base of the college curriculum, concentration on the teachers college program in the more effective schools by closing the Fort Kent State Normal School; improvement of the educational program at Aroostook and Washington State Teachers Colleges through enlargement of the scope of program at these colleges to include terminal and two-year junior college curricula or some other appropriate activity related to work of the University of Maine.

(8) Provide additional qualified staff in the State Department of Education to carry on the necessary planning and research work and to assure effective administration of the proposed school finance system.

The program summarized above should be implemented over a period of years, particularly the objectives on the establishment of appropriate larger school districts and the strengthening of the teachers colleges. The main actions to be taken immediately should include the amendment of the general purpose school aid law to provide for the foundation program of school financing as recommended herein, the provision of state aid for school construction required in connection with establishing appropriate school districts, the provision of supplemental state aid to school districts which become appropriately organized, the initiation of the work on school district reorganization by establishing the desired criteria of appropriate school districts and by setting up the school reorganiza-



tion commission to follow through on this work, and to proceed with the strengthening of the teachers colleges by closing the Fort Kent State Normal School, determining specific activities to enlarge the scope of program at Aroostook and Washington State Teachers Colleges, and undertaking the construction or improvement of housing and instruction facilities at the colleges.

With this constructive start, further action should be directed to full implementation of the school district reorganizations and refinements in the school finance system.

The recommendations for strengthening school finances and programs are summarized more specifically in the following.

Foundation Program for School Finances - In line with successful practice and experience in other states, and to provide that the school finance system will be directed to equalizing the educational opportunity for all children throughout the state, the general purpose aid law should be amended to provide for the determination and distribution of state school aid on the basis of a foundation program of school financing.

The school foundation program is defined as the minimum educational program which the state seeks to assure for all children, and in which the state will participate financially. As the main purpose of the foundation program is to provide the base for the school finance system, the foundation program is expressed in terms of dollar cost per pupil.

It is emphasized that the foundation program for school financing is a method for determining the estimated cost of the minimum school program throughout the state and a basis for determining the amount of state aid for schools and its apportionment among the school districts and municipalities. The foundation program is not intended to be used in establishing the school budgets of the individual school districts and municipalities. The foundation program for an individual school district or municipality should be the minimum program in which the state participates financially and may be exceeded in the several municipalities according to their initiative and resources. The foundation program should be expressed in terms of total values within which or above which the school districts and municipalities will establish their specific school programs.

It is recommended that the school foundation program should be established on the basis of the following standards:

(1) The scope of school program to be jointly financed by the state and local governments should include sub-primary through the twelfth grade, and costs for the operation and maintenance of schools which are now included under the law on general purpose school aid, excluding conveyance.

(2) State aid for conveyance should be provided on the basis of actual requirements and the same percentage of costs as determined for the foundation program in each school district or municipality. The State Department of Education should make necessary study and develop standards for conveyance requirements.

(3) State aid for capital outlays or debt service for school construction should be made available separately from the foundation program, primarily as an incentive for the establishment of appropriate school districts.

(4) The basic minimum requirements of the foundation program should be that the school districts or municipalities provide (a) a satisfactory number of teachers paid according to the proposed minimum teachers salary schedule and (b) the non-teaching services required to assure an adequate school program. These basic requirements are summarized in the following:

Size of School District or Municipality, Based on Average Daily Membership (1)	Elementary Schools			Secondary Schools	
	Teacher Quota (Pupils per Teacher)		Non-Teaching Services (% of Cost for Instruction)	Teacher Quota (Pupils per Teacher)	Non-Teaching Services (% of Cost for Instruction)
	Grades 1-8	Sub-Primary			
1-15	1/school or town	*	\$100/pupil	2/school or town	\$150/pupil
16-25	1/school or town	*	50%	2/school or town	40%
26-50	25	*	40	16	40
51-100	27	*	40	18	40
101-200	29	*	40	20	40
201-400	30	*	40	22	40
Over 400	30	60	35	22	35

\* Include with average daily membership for grades 1-8.

(1) Average daily membership in elementary school or secondary school as applicable.

(5) The higher allowances per pupil under the foundation program for smaller schools should be allowed for necessary small elementary schools which are over ten miles from an elementary school in a neighboring town and for necessary small high schools which are over fifteen miles from a high school in a neighboring town, provided that means of transportation are not unduly hazardous. The per pupil allowance for small schools which do not meet these isolation criteria should be the average for all schools in the state.

On the basis of the above standards and the proposed minimum teachers' salary schedules, the proposed foundation program allowances per pupil are as follows:

Size of School  
District or  
Municipality  
Based on  
Average Daily  
Membership (3)

Foundation Program Allowances Per Pupil

	<u>Elementary Schools</u>	<u>Secondary Schools</u>
1-15	\$3,173 + \$100/pupil*(1)	\$7,984 + \$150/pupil*(2)
16-25	\$4,760*(1)	\$12,000*(2)
26-50	179(1)	349(2)
51-100	164	310(2)
101-200	153	280
201-400	148	254
Over 400	134	245

\* - Value per school or town.

- (1) - Compute at \$142 per pupil in ADM if within ten miles of elementary school in neighboring town.
- (2) - Compute at \$264 per pupil in ADM if within fifteen miles of high school in neighboring town.
- (3) - Average daily membership in elementary school or secondary school as applicable.

Applying the foundation program allowances set forth above to each of the towns, and including an appropriate allowance for conveyance costs, it is estimated that the cost for the minimum or foundation program and conveyance for all schools in the state will total about \$32,500,000, excluding duplicated tuition payments. This compares with about \$29,600,000 spent in 1954-55 for similar school purposes, or an increase of about 10%.

It is important to note the effect of the proposed foundation program according to size of the towns. Although we have not been able to estimate the effect of the distance factor for unnecessary small schools, the minimum or foundation program cost averages about 20% - 25% greater than actual experience in the smaller schools and is about 6%-8% less than actual experience in the towns with larger schools. These relationships are to be expected, since the need for improvement is greatest in the smaller schools, and the minimum program for the state as a whole should be less than that in the larger and better school systems. This accomplishes one step toward the objective to raise the level of school program and expenditures where the need is greatest. Complete accomplishment of this objective must await the establishment of appropriate larger school districts and the consolidation of schools.

Calculation of the Amount and Distribution of State School Aid for the Foundation Program - The determination of the share of the total cost of the school foundation program to be borne by the state and by the local governments respectively is a policy matter. It is dependent in part on the local ability and reasonable local tax effort to support schools and the policy on the extent to which state aid should be made available on the basis of sharing taxes with the municipalities (flat grant) or on the basis of equalization to provide more state aid where the need is greatest and ability is the lowest.

On the basis of the evaluation of different alternatives, it is recommended that the state share of the total cost of the foundation program plus conveyance should be approximately thirty per cent.

It is also recommended that the amount of state aid to be furnished to any school district or municipality should be based on a flat grant per pupil or equalizing aid from the foundation program formula, whichever is the higher. This will provide some state aid for all municipalities and will recognize the principles of shared taxes, and will also continue the emphasis on equalization which is properly established in the state.

It is specifically recommended that the amount and distribution of state general purpose school aid to each school district or municipality should be determined as follows:

State school aid shall be the higher of:

- (1) a flat grant of \$35 per resident pupil, or
- (2) a total of the following formula --
  - (a) Foundation program cost, including elementary, secondary and tuition allowances as appropriate.
  - (b) Minus yield from local property tax at specified rates on the state valuation.\*
  - (c) Minus tuition receipts.
  - (d) Minus miscellaneous receipts for school operating purposes, such as federal payments, interest from school land funds, gifts, etc.
  - (e) Plus the state share of conveyance costs based upon the percentage of state aid calculated from steps (a), (b), (c), and (d) above to the foundation program cost for the school district or municipality.

\* - In view of the general existence of inadequately organized school districts, it is recommended that the required local tax rate on the state valuation be established on an inverse sliding scale, pending the establishment of appropriate larger school districts. This is recommended as an interim measure. When reasonable progress is made in establishing appropriate school districts, the required local effort should be set at a single uniform rate. The recommended tax rates for this computation are:

Town Class, Based on State Valuation Per Resident Pupil	Tax Rate on State Valuation
\$4,500 and under	\$20/ thousand
\$4,501 - \$ 7,500	\$18/ thousand
\$7,501 - \$ 9,000	\$16/ thousand
\$9,001 - \$15,000	\$14/ thousand
\$15,001 and over	\$10/ thousand

In application of the above plan to the individual towns and cities there will be considerable differences in the amount of adjustment of state aid from the present state aid. Such differences reflect the correction of existing inequities and the efforts to provide a greater equalization of educational opportunity throughout the state. In view of the normal effects of such a change, it is suggested that consideration be given to the plan to provide that no town or municipality will receive less state school aid than it did during the last biennium. Such special provision should be limited to the transition period of the next biennium.

On the basis of the above formula, it is estimated that the state general purpose aid in support of the foundation program and conveyance will be about \$10,700,000 per year. This compares with state general purpose aid of \$7,256,068 in the fiscal year 1955, or an increase of about \$3,440,000 or about 47% increase. When compared with general purpose school aid of \$7,390,600 in 1956, this proposed state aid is an increase of about \$3,310,000 or about 45% increase.

The additional state aid of \$3,310,000 per year may be compared with an increase of about \$1,779,000 called for under the present general purpose school aid law for 1957. The difference of about one and one-half million dollars is largely directed to equalizing the educational opportunity among the schools in the state.

In the event that school districts or municipalities do not offer a program equal to the foundation program or do not make the minimum local tax effort, provision should be made for a proportionate reduction in the amount of state aid.

Under the above plan, the increase in state aid is proportionately greater to the smaller less able communities than to the larger more able communities. As with the basic foundation program, this will assist in raising the level of the school program where the need is greatest.

Tuition Payments - Pending the establishment of appropriate larger school districts and the elimination or minimizing of tuition problems, it is recommended that the procedures for computing and making tuition payments among the towns in the state be continued as provided in the present law and practices. Under the foundation program of financing, the tuition costs of sending towns will be included in the foundation program cost of such towns. The tuition receipts of receiving towns will be deducted from their foundation program cost (based on average daily membership) in computing the amount of state aid for such towns.

Minimum Teachers Salary Schedules - As a basic feature and standard to determine the cost of the school foundation program, and to establish effective minimum teachers salary schedules in line with prevailing practice and reasonable requirements, it is recommended that the law should be amended to provide for the following teachers minimum salary schedules:

Proposed Minimum Salaries for Teachers

<u>Years of Teaching Experience</u>	<u>Certified Teachers</u>	<u>Teachers with 3 years of Professional Study Beyond High School</u>	<u>Teachers With 4 Years of Professional Study Beyond High School and with a Bachelor's Degree</u>	<u>Teachers With an Earned Master's Degree</u>
0	\$ 2,200	\$ 2,600	\$ 3,000	\$ 3,200
1	2,300	2,700	3,100	3,300
2	2,400	2,800	3,200	3,400
3	2,500	2,900	3,300	3,500
4	2,600	3,000	3,400	3,600
5	2,700	3,100	3,500	3,700
6	2,800	3,200	3,600	3,800
7	2,900	3,300	3,700	3,900
8	3,000	3,400	3,800	4,000
9	3,100	3,500	3,900	4,100
10	3,200	3,600	4,000	4,200

On the basis of the actual qualifications of present teachers in terms of training and experience, application of the proposed minimum schedules results in an average salary among all teachers of \$3,412. This compares with the actual average teachers' salary in 1955 of \$2,879, or an increase of about 18%.

It is also estimated that the proposed minimum salary law will result in an average elementary teacher's salary of \$3,173 and an average secondary teacher's salary of \$3,992. These compare with the average elementary teacher's salary in 1955 of \$2,679 and the average secondary teacher's salary in 1955 of \$3,381.

State Aid for Consolidated School Construction - In order to provide effective incentive for the establishment of appropriate larger school districts, and thereby accomplish one of the main objectives of strengthening the school operations and financing throughout the state, it is recommended that provision should be made to furnish state financial assistance on school construction required in connection with proper school district reorganizations.

Such state aid should be in the form of state participation in the debt service costs occasioned by such construction. The equalization principle should be applied to this construction assistance by providing that state aid for construction shall be one-half of the percentage which state aid for operations is of the foundation program for the towns involved.

In the absence of specific needs and plans for school district reorganization and construction, it is impossible to compute actual costs for such state aid. This information should be one of the results of the work by the school district reorganization commission. At the same time, this incentive should not be delayed.

It is accordingly recommended that an appropriation of \$125,000 should be made for this purpose for the next biennium. This should be increased in the future as needs become known. Authorization for the obligation and for expenditure of these funds should be assigned to the State Department of Education on the basis of approved construction coupled with the establishment of an appropriate school administrative district in line with the criteria set up for the same.

In view of constitutional questions regarding the obligation of state funds and credit for future capital outlay or debt service costs, the towns or consolidated school administrative districts must approve by vote the full cost of the construction. The districts will in turn receive part of the debt service costs in the form of the state aid for consolidated school construction.

Supplemental State Aid for Reorganized School Districts - It is recommended that a further incentive for proper school district reorganization be established by providing that the state aid for a consolidated district computed on the foundation program formula be increased by 10%. In addition to being a direct incentive for district reorganization, this provision will assist in equalizing the local effort required among groups of towns which form a school administrative district under the proposed criteria therefor.

Like the school construction aid, it is impossible to estimate the exact financial requirements of this part of the program. Since the supplemental state aid will apply only to reorganized districts and not to existing larger districts or municipalities which already meet the school district criteria, this supplemental aid will not equal 10% of total state aid. It is estimated that maximum requirements for this supplemental state aid would be in the neighborhood of \$400,000. It is recommended that an appropriation of \$100,000 be made for this purpose for the next biennium.

State Subsidy for Superintendents' Salaries - Since the school foundation program and costs outlined above, and the method for determining state aid, include provision and costs for the salaries of school superintendents and other supervisory personnel, the present state subsidy to municipalities for superintendents' salaries should be discontinued.

The discontinuance of this special subsidy should not be interpreted that superintendents' salaries may be reduced, nor that the state is any less concerned about the necessity for high quality supervision over the respective school activities. On the contrary, no superintendent's salary should be reduced and in many cases higher salary levels may be in order. Also, one objective in the proposed school finance system and the reorganization of school administrative districts is to strengthen the supervision of schools at the local level, which requires appropriate salary levels for school superintendents.

School District Reorganization - As indicated previously, the need to establish appropriate larger school districts throughout the state cannot be over-emphasized. This major adjustment in school administration should be

accomplished as soon as possible, but a period of several years must be anticipated. It will involve strong leadership from the state level and constructive participation of persons and organizations at the local level.

In order to initiate positive action to determine the best specific plans for appropriate school district organization, it is recommended that a law should be enacted to establish a school district reorganization commission. This commission should study thoroughly the school conditions and needs in each community, to determine specific plans for the establishment of appropriate school administrative districts, and to report its recommendations to the next session of the legislature.

The legislation should charge the commission to carry out its work with the participation and assistance of persons and organizations at the local level.

It is recommended that an appropriation of at least \$75,000 should be made available to the commission for the expenses incident to its work. The State Department of Education should be called upon to furnish the greater part of physical work required by the commission. The commission funds should be used in part to supplement the staff of the Department of Education for this work.

In addition to developing recommendations on the best plan of specific school district organization, the commission should have the authority to approve for itself and recommend specific school district reorganizations. The procedures for implementing school district reorganizations should be generally similar to those now set forth in the community school district law.

It is further recommended that this legislation should include the following criteria for appropriate school districts for use as a guide in planning and carrying out the necessary school district reorganizations. The objective in each case should be to satisfy all or the best combination of these criteria.

(1) Scope of Program - The school district should offer a program in grades one through twelve, including kindergarten or junior primary.

(2) Size of District - The student enrollment in the school district should be large enough to make it practical to offer a well-rounded educational program with the necessary supervision and special courses and services. The basic measurement should be the size of secondary school enrollment with a minimum average daily membership of three hundred secondary school students in grades 9 through 12.

(3) Geographical Area of District - The appropriate geographical area of the school district should be measured by reasonable conveyance distance and time within appropriate attendance areas in the district. These would be approximately twenty miles and no more than one or one and one-half hours' conveyance.

(4) Government and Administration - The school district should be governed by a single Board of Education or School Committee, with proportional or minimum representation from each town comprising the district. The administration and operation of the schools should be supervised by a school superintendent elected by the District School Committee and the Superintendent should continue in office at the pleasure of the committee.



(5) Financial Responsibility - The District School Committee should have the following financial responsibilities and authority:

- (a) To determine the expenditure budget for school operations and maintenance.
- (b) To issue warrants on the towns in the district for their proportionate shares of school costs (after state aid to the district), based on the state valuation in the respective towns.
- (c) To receive state financial assistance for the district as a whole.
- (d) To borrow money separately from the town debt limitations with a school debt limit of 7-1/2% of the state property valuation, and to administer the debt service program including the issuance of warrants on the respective towns for their proportionate shares of debt service costs.
- (e) To contract with private academies for the education of high school students if this practice is desired, and to represent the school district on joint committees with such academies.

(6) Financial Size - The school district should have a tax base sufficiently large which, with appropriate equalizing state assistance, will provide the desired educational program and permit the construction of necessary school buildings.

(7) Community of Interest - The school district should be centered around at least one natural community which serves as the center of employment, commercial activity and social activity to provide a sense of community identity for the district.

The work of this commission should not delay the establishment of community school districts which are now being considered or are in the process of being formed. Rather, such cases may be given priority attention and assistance, with emphasis on appropriate action to satisfy the desired criteria.

Teachers Colleges - In order to assure that the pressing needs for well qualified teachers are satisfied, it is recommended that an integrated program should be initiated and followed through to strengthen the teachers colleges and the preparation of teachers in the state. Such program should be directed to improve the quality of performance and attractiveness of the colleges in terms of their educational program and physical facilities for housing and instruction.

The main parts of the recommended program for strengthening of the state teachers colleges should include the following:

(1) Careful study should be made of the relationships between the teacher-training institutions and the University of Maine relative to the training of teachers at both the elementary and secondary levels to assure that a proper division of function and responsibility is maintained.

(2) If the teacher-training institutions are to participate to any increasing degree in the preparation of teachers for secondary schools, this effort should be limited to the two larger institutions. In view of the needs to strengthen the existing programs at the teachers colleges, care should be taken in expanding into the secondary teacher field to assure that adequate programs and qualified instructors and facilities are available or can be made available.

(3) In view of the very small enrollment and high cost at the Fort Kent State Normal School, and as this school is only about 60 miles from the Aroostook State Teachers College, it is recommended that the Fort Kent State Normal School should be closed.

(4) In order to make it possible to provide a more complete and adequate program at the Aroostook and Washington State Teachers Colleges, their functions should be enlarged to include terminal and two-year junior college curriculum, or some other appropriate activity related to the University of Maine. These colleges should not abandon their main function as teacher-training institutions, but enlargement of their function will permit the strengthening of their educational programs.

(5) A definite program for construction of housing and instruction facilities should be established and carried out at the respective schools, in line with known needs and recommendations in other studies that have been made in this connection.

(6) All of the institutions should take positive steps to provide that their faculty members have improved academic preparation.

(7) The state-wide curriculum study should be continued and steps should be taken to broaden the liberal arts base of the college curriculum.

(8) All of the institutions should make every effort to secure accreditation by the regional accrediting association. Accreditation is not an end in itself, but it does signify the attainment of an acceptable level of excellence.

State Department of Education - Primary attention to strengthening the services of the State Department of Education should be directed to the establishment and carrying out of effective and competent planning and research work in connection with the variety of activities and, in particular, the administration and financing of schools throughout the state. In addition to the immediate needs, such planning and research is a requirement for continued and effective administration of the school finance system and the establishment of appropriate larger school districts, as recommended in this report.

It is recommended that the staff of the State Department of Education should be increased by at least two persons qualified by training and experience to perform the planning and research work, together with additional statistical and clerical help.

It is also recommended that immediate steps should be taken to provide for the maintenance of basic records and the development of information and reports by mechanized methods. This should be applied in connection with the records on school finances, pupil accounting and attendance, teacher qualifications and history of employment, and basic curriculum and course content of the respective schools.

A major handicap to effective administration of the school finance program exists because of the many differences in fiscal years among the towns and between the town and state governments. In order to strengthen the school finance system, as well as other programs which are jointly financed by the state and local governments, it is recommended that study be undertaken to determine appropriate methods and the impacts involved and to accomplish a single uniform fiscal year for the state and local governments.

## SECTION III

### PRINCIPAL CHARACTERISTICS OF THE SCHOOL SYSTEM AND SCHOOL FINANCES IN THE STATE OF MAINE

#### Factors Influencing School Finance Program

One of the main observations from this study is that the consideration of school finances involves an integrated evaluation of the factors which are affected by or influence the effectiveness of the school finance program.

These include such main factors as (1) the sources of revenue, (2) the total cost and financial requirements of the program, (3) the state and local efforts in supporting the school program, (4) the educational returns or quality of program related to expenditures, (5) the district organization for providing administrative, supervisory and financial services, and (6) the quality and availability of teachers.

In view of the close inter-relationships of these factors, a summary of factual data in terms of the main factors is included in this section to indicate the present conditions and principal characteristics of the school system and school finances in the State. The summary includes information on the school system and school finances for the state as a whole together with more detailed data to reflect the widely varying conditions among the towns of the state. Much of the information summarized in this section is analyzed and evaluated in specific terms in the subsequent sections of the report dealing with particular phases of the study.

#### Constitutional Provision for Public Schools

Article VIII of the State Constitution provides that the Legislature shall require the several towns to make suitable provision, at their own expense, for the support and maintenance of public schools, as follows:

"A general diffusion of the advantages of education being essential to the preservation of the rights and liberties of the people; to promote this important object, the Legislature are authorized, and it shall be their duty to require, the several towns to make suitable provision, at their own expense, for the support and maintenance of public schools; and it shall further be their duty to encourage and suitably endow, from time to time, as circumstances of the people may authorize, all academies, colleges and seminaries of learning within the State; provided that no donation, grant or endowment shall at any time be made by the Legislature to any literary institution now established, or which may hereafter be established, unless, at the time of making such endowment, the Legislature of the State shall have the right to grant any further powers to alter, limit or restrain any of the powers vested in, any such literary institution, as shall be judged necessary to promote the best interests thereof."

This constitutional provision defines the responsibility of the Legislature, and through it, of the state government, to assure that suitable education is provided to all children throughout the state. It also clearly expresses the intent that the provision of such suitable education shall basically be the responsibility of the several towns of the state.

Such constitutional requirements are typical of the provisions in states throughout the country under which the state governments have and retain the responsibility for education. Such responsibility is primarily exercised through the delegation of authority and responsibility to school districts or towns, as in the case of Maine, for the actual conduct of the school program. Under such delegation of power, the local initiative and responsibility for education is maintained in the respective local jurisdictions.

The constitutional provision that the towns shall provide for public schools at their own expense has been greatly liberalized through specific legislation providing for educational support from state funds. State financial assistance for education is an established policy and practice in Maine, and has been furnished to the local jurisdictions in several different forms over the years.

A most consistent feature in the different plans for state financial assistance which have existed in Maine is that such state aid be paid to the towns to assist in defraying school costs of the towns. The main exception to this practice is in the case of community school districts where the state aid is paid directly to each district, and the district in turn credits the towns' share of costs with the state aid allowable to each town. Thus, the various plans of state aid for education consistently recognize the towns as the local governmental entity in providing public education.

#### Scope of State-Wide School System and Finances

The operation and financing of the school system is a major responsibility of the state and local governments. These provide elementary and secondary school education for about 175,000 students at a total direct cost of about \$35,000,000 to the state, city and town governments.

The following table summarizes certain significant data on school enrollments, attendance, financial resources and costs, and teaching positions and teacher salaries for the years 1949-50 and 1954-55.

	<u>1949-50</u>	<u>1954-55</u>	<u>Per Cent Increase 1949-50 to 1954-55</u>
<u>Total Enrollments</u>			
Public Elementary	133,165	150,109	12.7%
Public Secondary	37,778	37,559	0.6
Academies	8,213	8,920	8.6
<u>Average Daily Attendance</u>			
Public Elementary	113,911	127,920	12.3
Public Secondary	30,884	31,415	1.7
Public School Total	144,795	159,335	10.0
<u>Financial Resources</u>			
State Aid for Maintenance	\$ 5,203,522	\$ 7,256,671	39.5
Town Appropriations for Maintenance	14,963,237	22,400,591	49.7
Total Resources for All School Purposes (1)	25,681,956	36,091,827	40.5
<u>Expenditures (1)</u>			
For Elementary Instruction	8,736,174	12,823,010	46.8
For Secondary Instruction	4,218,978	6,108,815	44.8
Total for Instruction	12,955,152	18,931,825	46.1
For Elementary Total Maintenance (2)	12,945,363	19,878,188	53.6
For Secondary Total Maintenance (2)	5,554,517	8,497,942	53.0
Total for Maintenance (2)	18,499,880	28,376,130	53.4
Total Expenditures - All School Purposes (2)	\$23,096,466	\$32,488,416	40.7
<u>Per Pupil Costs (2)</u>			
On Average Attendance and Maintenance Expense			
Elementary	\$113.64	\$154.26	35.7
Secondary	179.85	274.39	52.6
On Total Average Attendance and Total Expenditure	\$159.51	\$203.26	27.4
<u>Number of Teaching Positions</u>			
Elementary	4,511	4,970	10.2
Secondary	1,812	1,980	9.3
Total	6,323	6,950	9.9

	<u>1949-50</u>	<u>1954-55</u>	<u>Per Cent Increase 1949-50 to 1954-55</u>
<u>Average Teacher Salaries</u>			
Elementary	1,957	2,679	36.9%
Secondary	2,640	3,381	28.1

(1) Excludes academies

(2) Excludes tuition payments as a duplicating expenditure

The above summary data indicates the following main changes and conditions with respect to school enrollment and finances in the state:

(1) The total enrollment and average attendance in the Maine public schools increased about 10 per cent between 1950 and 1954. The enrollment increases have been greater in the elementary schools. This means that much of the impact of larger enrollments in the secondary schools will occur in subsequent years.

(2) Both the state and town governments have made substantial increases in their respective appropriations for support of public schools. The amounts of state aid increased about 40% and the town appropriations have increased about 50% since 1950.

(3) The state aid for maintenance of public schools now represents about 25% of total annual revenues for school maintenance and about 20% of total revenues for all school purposes. The state share of financial support of the schools has been generally constant in recent years.

(4) The total expenditures by public schools for instruction and for other operating and maintenance activities have increased since 1950 at a rate in line with the increase in revenues.

(5) The revenues and expenditures for public schools have increased since 1950 in greater proportion than the increase in enrollments so that there has been a marked increase in the state-wide average of expenditures per pupil. In total, the average per pupil cost has increased from \$159.51 in 1950 to \$203.26 in 1955, an increase of 27.4%. The factor of expenditures per pupil, and the increase in expenditures per pupil with higher levels of school costs, are main guides in evaluating the level of the educational program in the state.

(6) The number of teaching positions in the public schools has increased about 10% since 1950, which is somewhat less than the increase in school enrollment, particularly in the elementary schools. With reasonable teacher-pupil ratios on the average, this reflects increased efficiency in the utilization of teaching personnel.

(7) The average teacher salaries have been increased between 1950 and 1954 about 37% for elementary school teachers and 28% for secondary school teachers.

The above changes in school enrollments and finances indicate considerable progress and improvement since 1950 in the basic conditions involved in operation of public schools throughout the state. However, the information on the adequacy of the present over-all level of school program and the wide differences among the several towns in the state requires special analyses. Data and analyses on these elements are presented in the following parts of this section and subsequent sections of the report.

### Comparison of School Finances in Maine and Other States

The data on school revenues and expenditures in Maine and other states are presented in Table I at the end of this section. While comparative data of this kind is not absolute in determining proper levels or standards of school finances for any one state, the relative position of the state and the extent of differences from other states serve as good indicators of average or above or below average levels.

The main comparative data are summarized for the State of Maine and the other New England States and the national average in the following:

State	Per Cent	Current	Estimated Average		1954	1954 School
	School Revenue from State, 1952-54	Expense Per Pupil in ADA, 1954-55	Teachers Salaries, 1954-55	Secondary	Per Capita Personal Income	Expenditures as Per Cent of Personal Income
Maine	25.8%	\$205.00	\$2,575	\$3,275	\$1,492	2.41%
Connecticut	26.8	318.00	4,050	4,550	2,361	1.83
Massachusetts	24.9	251.00	3,800	4,300	1,922	1.85
New Hampshire	8.7	253.00	3,175	3,650	1,605	2.37
Rhode Island	16.6	315.00	3,900	4,200	1,823	2.16
Vermont	28.5	240.00	2,690	3,350	1,408	2.82
U. S. Average	41.4	261.68	3,615	4,194	1,770	2.46

Source: National Education Association publications

The general analysis of the above comparative data indicates that the school revenues and expenditures for the several factors in Maine are low in comparison with the other states. Not only does Maine rank low among the states, but also it is substantially below the prevailing conditions and practices in the other states.

The detailed analyses of the specific comparative data point to the following:

School Revenues from State Aid - School revenue from state funds is 25.8% of total school revenues in Maine, as compared with an average of 41.4% for all states. The condition in Maine is not dissimilar with the New England states where Maine is third highest among the six states.

It is significant to note that many states where the state share of school expenditures is above the national average include states like Maine where the per pupil costs, teachers salaries, and per capita income are substantially



below the national average. Among these are the states of Alabama, Delaware, Georgia, Louisiana, North Carolina, South Carolina, West Virginia and Tennessee.

School Revenues from Property Tax - The property tax in Maine provides about 69.5% of school revenues as compared to 54.2% for the national average. The higher share from property tax in Maine is typical of the conditions among the New England states, where an above average share of school funds is obtained from local sources. The high correlation among all states of the share of school funds from local governments and from the property tax shows that a major impact of increased state aid for schools reduces the reliance on the property tax for school revenues. It is also significant to note that the property tax continues to be a major source, if not the major source, of school funds in all the states.

Per Pupil Expenditures - In Maine, the current expense per pupil in average daily attendance is \$205.00 as compared to the national average of \$261.68. On this critical factor, Maine is about 22% below the national average. Among the New England states, Maine has the lowest school expenditure per pupil and is about 15% below Vermont, 18% below Massachusetts and New Hampshire, and about 35% below Connecticut and Rhode Island.

Among all the 48 states, Maine ranks eleventh from the lowest on the basis of per pupil expenditures. The ten states with lower per pupil expenditures are Alabama, Arkansas, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, Tennessee, Virginia, and West Virginia.

Teachers Salaries - Teachers salaries represent a main proportion of current expense for schools. On this factor like per pupil expenditure, Maine ranks substantially below the national average as well as below the averages in the other New England states.

In Maine, the average salary for instructional staff is \$2,850 as compared to the national average of \$3,932. The average teachers salary in Maine is thus about 27% below the national average. The average teachers salaries in Maine are lower than the average in any of the other New England states, although they are only slightly lower than the teacher salary level in Vermont. The average teachers salary in Maine is about 4% below that in Vermont, about 16% below New Hampshire, about 30% below Massachusetts and Rhode Island, and about 35% below Connecticut.

Among all the 48 states, Maine ranks sixth from the lowest on the basis of average salary for instructional staff and elementary school classroom teachers and ranks eighth from the lowest for average salary for secondary school classroom teachers. The seven states where average salaries for secondary school teachers are lower than in Maine are Alabama, Arkansas, Georgia, Kentucky, Mississippi, South Carolina, and Tennessee.

School Expenditures Related to Personal Income - For comparative purposes among the states, a measure of the effort to support schools is provided by the percentage relationship of school expenditures to total personal income, and a measure of the ability to support schools is provided by the per capita personal income in the respective states.

For a good comparison, these two factors need to be considered together, since the wealthier states usually provide a superior educational program with

a lower relative effort because of their greater ability to provide for the same. This is actually the case, since the above data indicates that while 18 states report a lower school effort than Maine (per cent school expenditures to total personal income), 16 of these states have a higher per capita income.

The summary of these data is presented by comparisons in the following for the states which have ability comparable to Maine as measured by per capita income. These include the eleven states where the per capita income is within plus or minus ten per cent of the per capita income in Maine. Following are the states with the comparative data on per capita income and school expenditures. In addition to these states having financial ability comparable to Maine, it is interesting to note that many of these states have large areas and are populated as sparsely as Maine.

	Per Capita Income	Per Cent School Expenditures		Current Expense Per Pupil in ADA	Estimated Average Teachers Salaries		Per Cent School Revenue from State
		to total Personal Income			Elementary	Secondary	
Maine	\$1,492	2.41%		\$205.00	\$2,575	\$3,275	25.8%
New Hampshire	1,605	2.37		253.00	3,175	3,650	8.7
Vermont	1,408	2.82		240.00	2,690	3,350	28.5
Arizona	1,582	3.20		280.00	4,000	4,600	27.1
Florida	1,610	2.53		230.00	3,650	3,850	50.7
Idaho	1,433	3.36		227.57	3,224	3,771	25.0
Nebraska	1,635	2.73		250.00	2,600	3,700	6.3
New Mexico	1,387	4.10		280.00	4,280	4,420	84.2
Oklahoma	1,466	3.08		225.00	3,325	3,625	32.3
Texas	1,574	2.74		253.27	3,740	4,050	56.9
Utah	1,483	3.58		230.00	3,790	4,076	42.2
Virginia	1,480	2.28		185.00	3,000	3,370	43.3

It should be noted that among these states with comparable ability to support schools, the relative effort as shown by the per cent of school expenditures to total personal income in Maine is less than that in the other eleven states, except for the states of New Hampshire and Virginia. Also, Maine ranks very low in terms of other factors or measures of school program among this group of states.

#### Local Organization for Elementary and Secondary School Education in Maine

The organization for elementary and secondary school education at the local level in Maine is furnished primarily through the town and city governments. Other principal organizations at the local level which are directly concerned with the administration and financing of schools are community school districts, supervisory unions, school districts (for school building purposes), and private academies and joint committees.

Town and City Governments - The role of the town and city governments as the basic governmental units at the local level for public education is

reflected primarily through the responsibility assigned to these agencies for the administration and financing of the public schools. Each town and city has a superintending school committee, which subject to approval of the town meeting or the city council, is responsible for determining the scope and financial requirements of the school program and for providing the related services in the management and operation of the schools. Also, the town school committees or town meetings provide for representation on joint committees for the administration of community school districts, supervisory unions and contract academies.

Thus, although as indicated below the community school districts and supervisory unions have some characteristics of school districts which are independent from town and city governments as they are found in many other states, the basic units of local government in Maine having responsibility for the administration and financing of schools are the town and city governments.

A significant characteristic of the towns and cities in Maine with respect to the administration and financing of schools has to do with the extremely wide variations among the towns as to their size or school enrollment, the scope and adequacy of school program, and their ability and practices in financing schools. Many of the present conditions and main differences among the towns are indicated in the following part of this section.

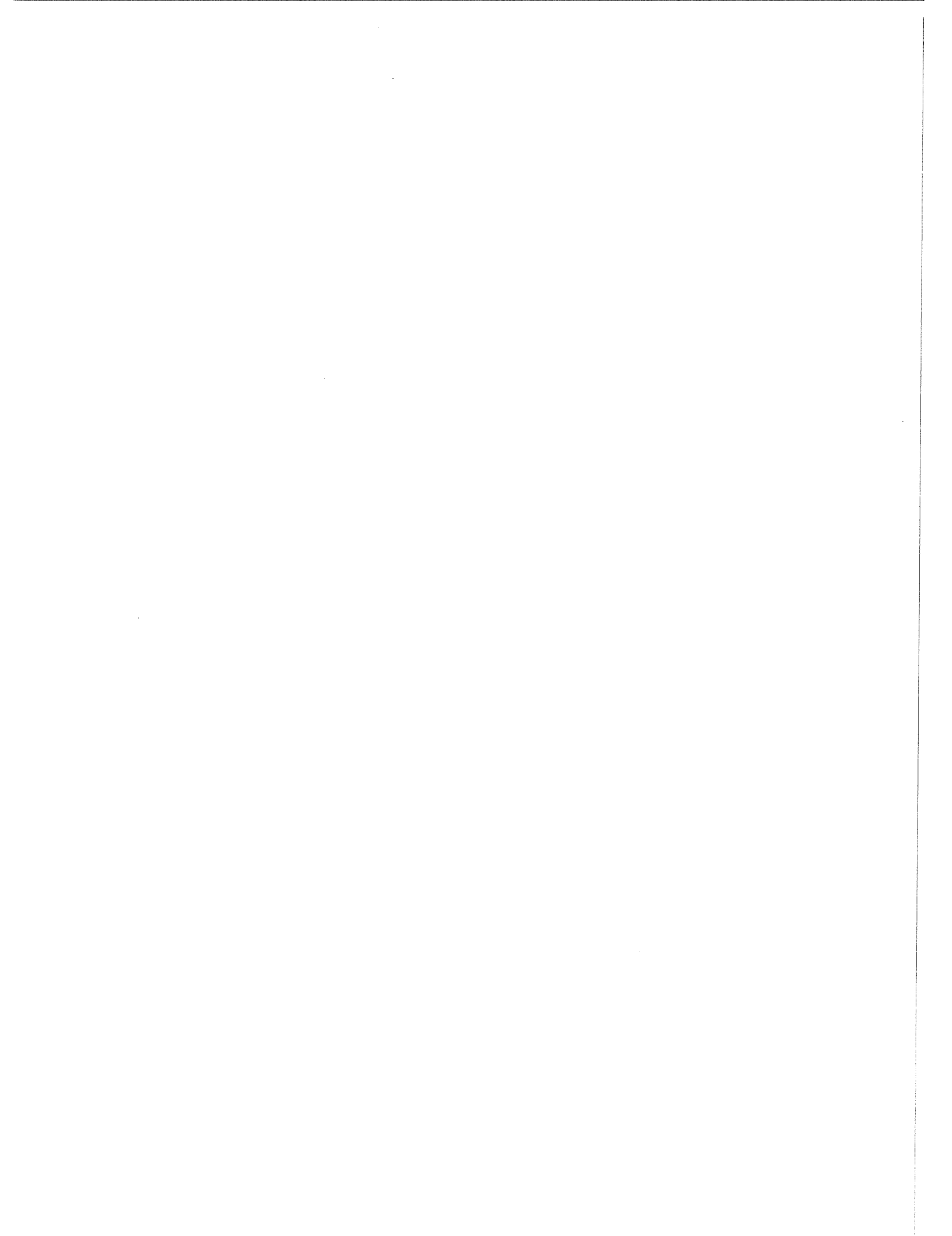
The following summary shows the breakdown of the present school enrollment distributed in terms of size of the towns and cities in the state.

Summary of Number of Towns  
and School Membership  
By Size of Town  
1954-55

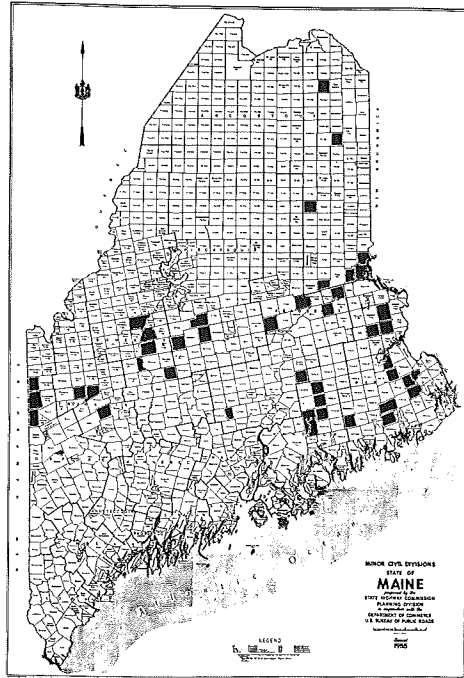
<u>Elementary Schools</u>			<u>Secondary Schools*</u>		
<u>Size Group**</u>	<u>No. of Towns</u>	<u>Average Daily Membership</u>	<u>Size Group**</u>	<u>No. of Towns</u>	<u>Average Daily Membership</u>
0	22	-	0	311	-
1-25	50	683	1-25	12	173
26-50	38	1,414	26-50	36	1,266
51-100	97	7,211	51-100	44	3,061
101-200	124	17,843	101-200	38	5,637
201-400	76	21,851	201-400	32	9,225
401-750	47	26,339	401-750	10	5,767
751-1000	8	6,880	751-1000	2	1,766
Over 1000	<u>27</u>	<u>53,588</u>	Over 1000	<u>4</u>	<u>5,700</u>
	489	135,809		489	32,595

\* - Excludes academies

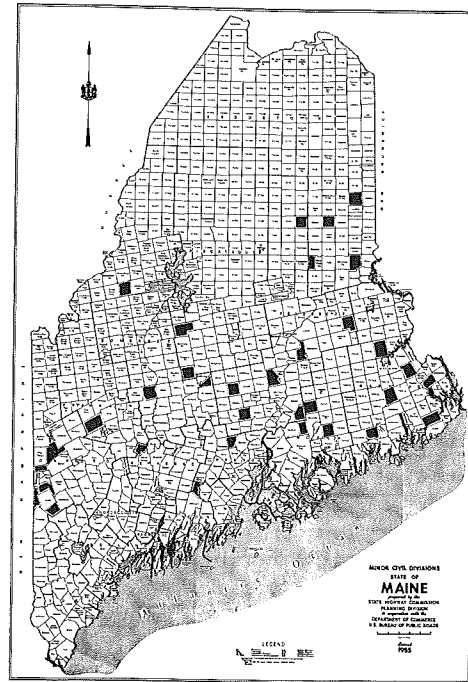
\*\* - Size groups based on average daily membership of Schools in the respective towns.



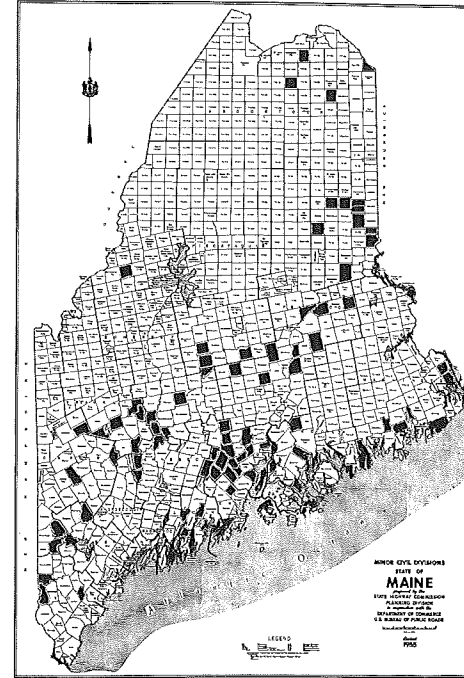
DISTRIBUTION OF ELEMENTARY SCHOOL ENROLLMENT  
BY  
SIZE OF TOWN



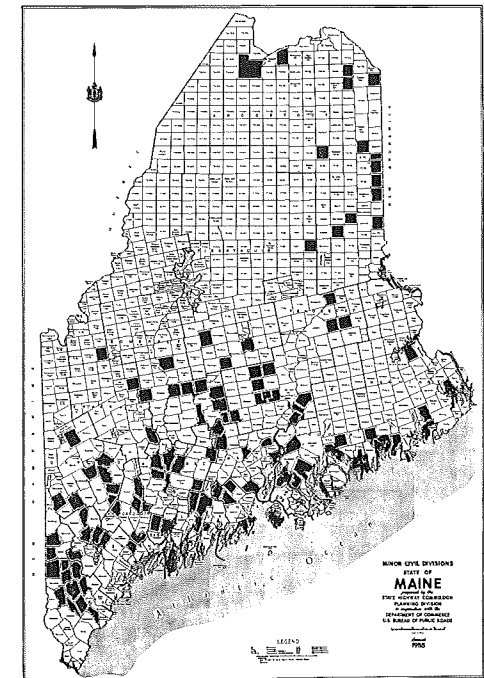
Towns with  
Elementary ADM  
of 1-25



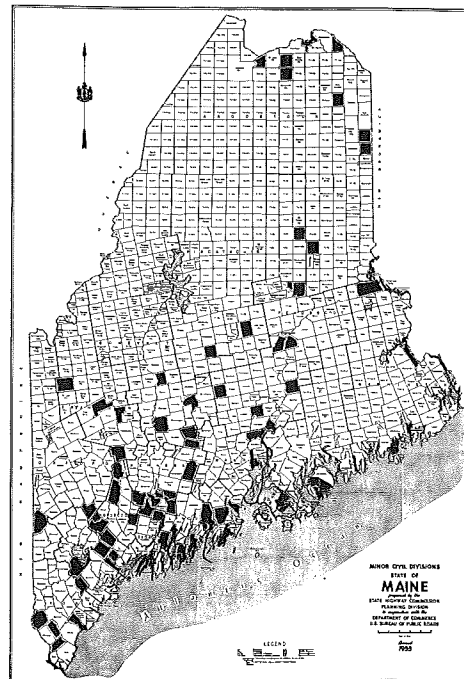
Towns with  
Elementary ADM  
of 26-50



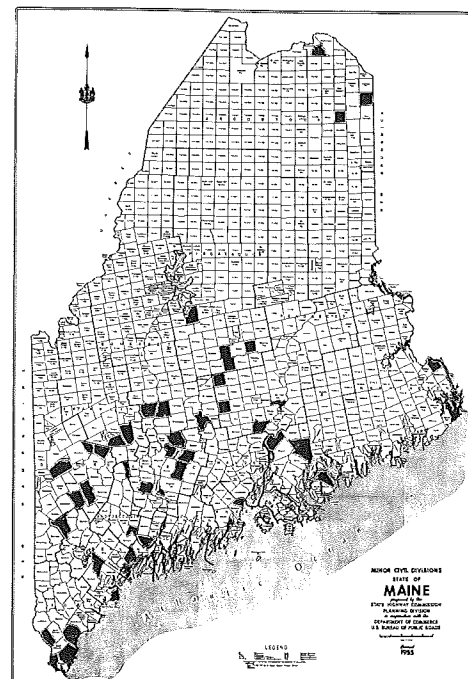
Towns with  
Elementary ADM  
of 51-100



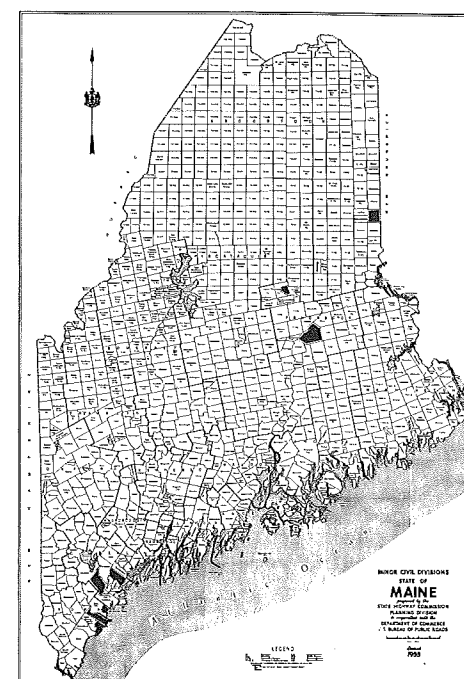
Towns with  
Elementary ADM  
of 101-200



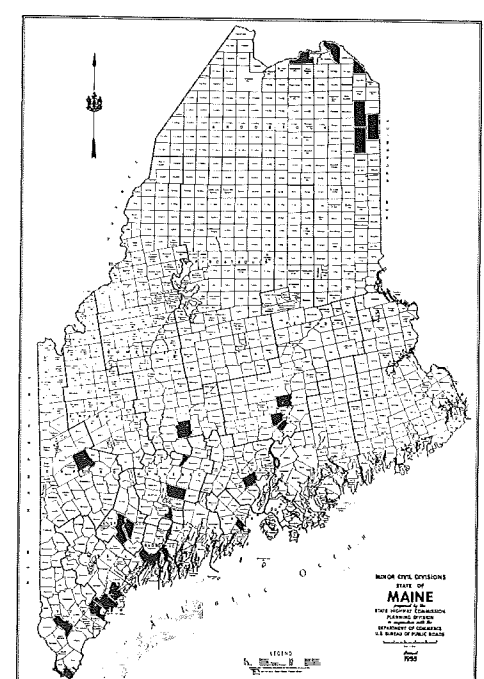
Towns with  
Elementary ADM  
of 201-400



Towns with  
Elementary ADM  
of 401-750



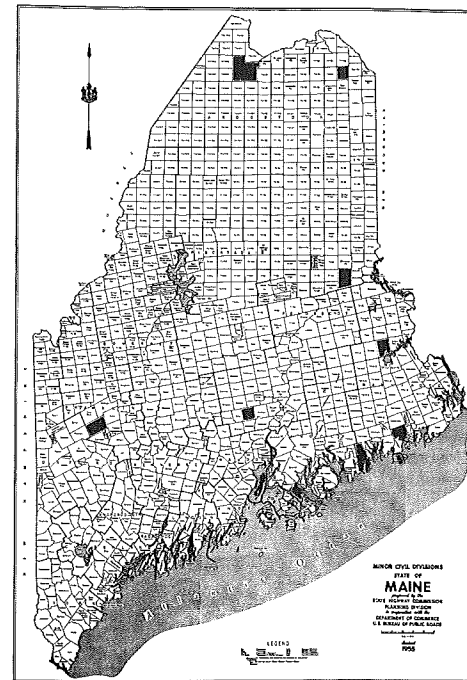
Towns with  
Elementary ADM  
of 751-1000



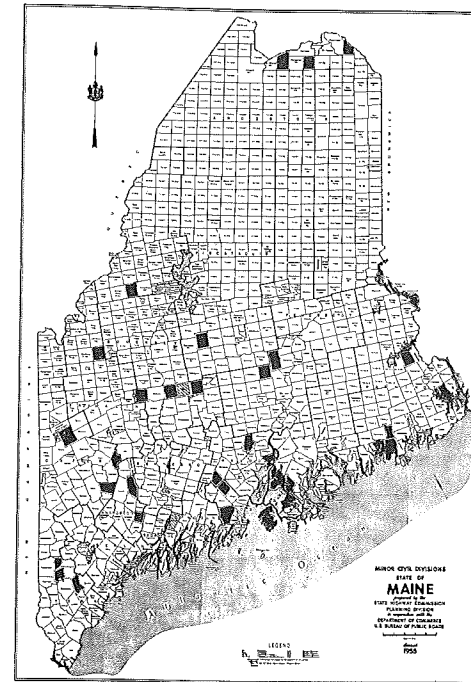
Towns with  
Elementary ADM  
of over 1000



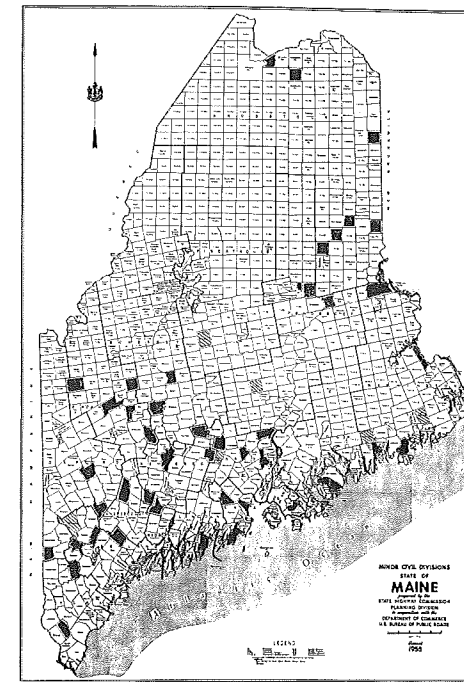
DISTRIBUTION OF SECONDARY SCHOOL ENROLLMENT  
BY  
SIZE OF TOWN



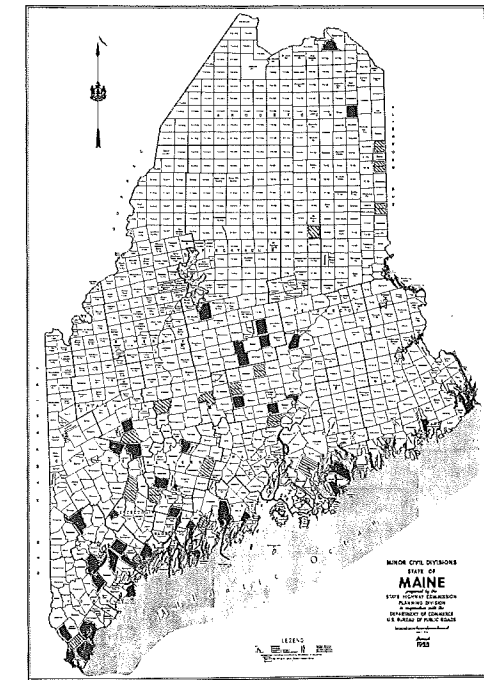
Towns with  
Secondary ADM  
of 1-25



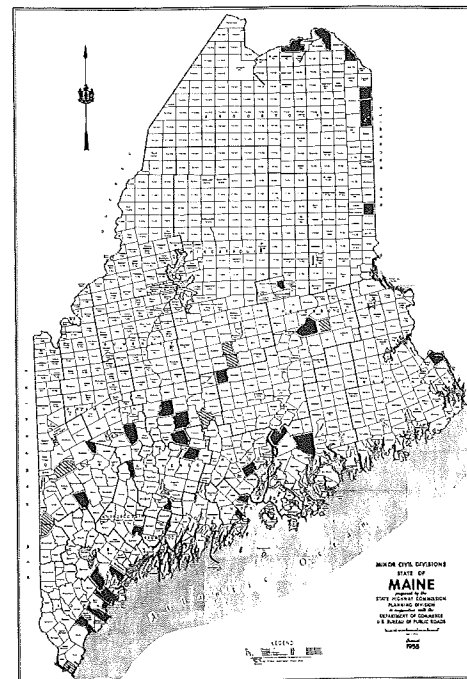
Towns with  
Secondary ADM  
of 26-50



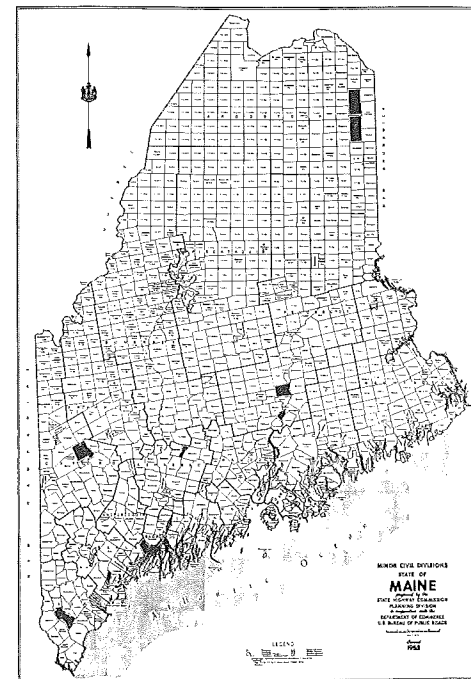
Towns with  
Secondary ADM  
of 51-100



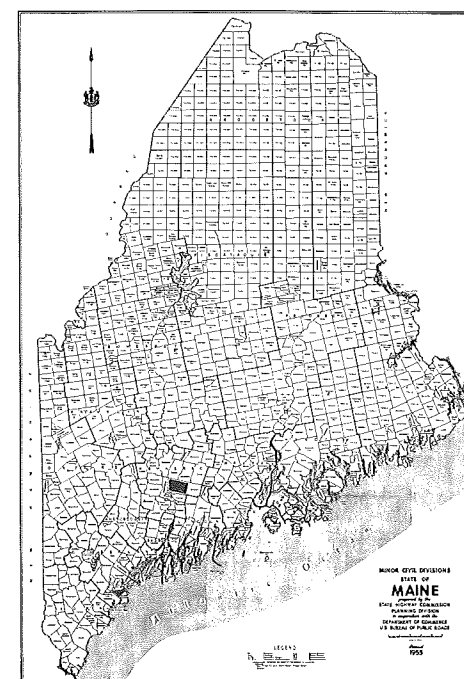
Towns with  
Secondary ADM  
of 101-200



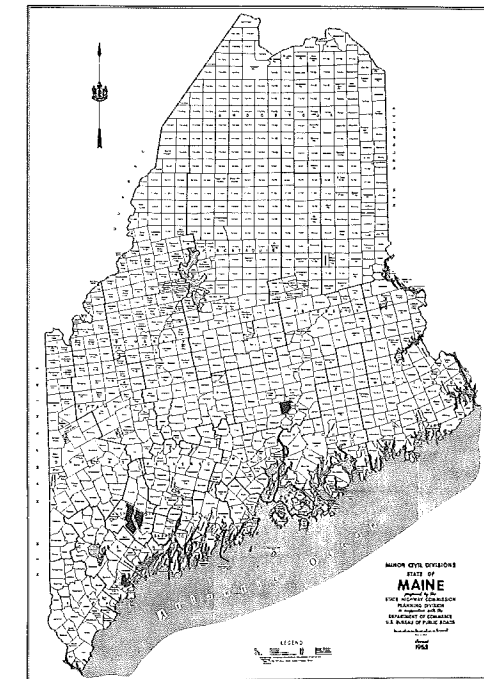
Towns with  
Secondary ADM  
of 201-400



Towns with  
Secondary ADM  
of 401-750



Towns with  
Secondary ADM  
of 751-1000

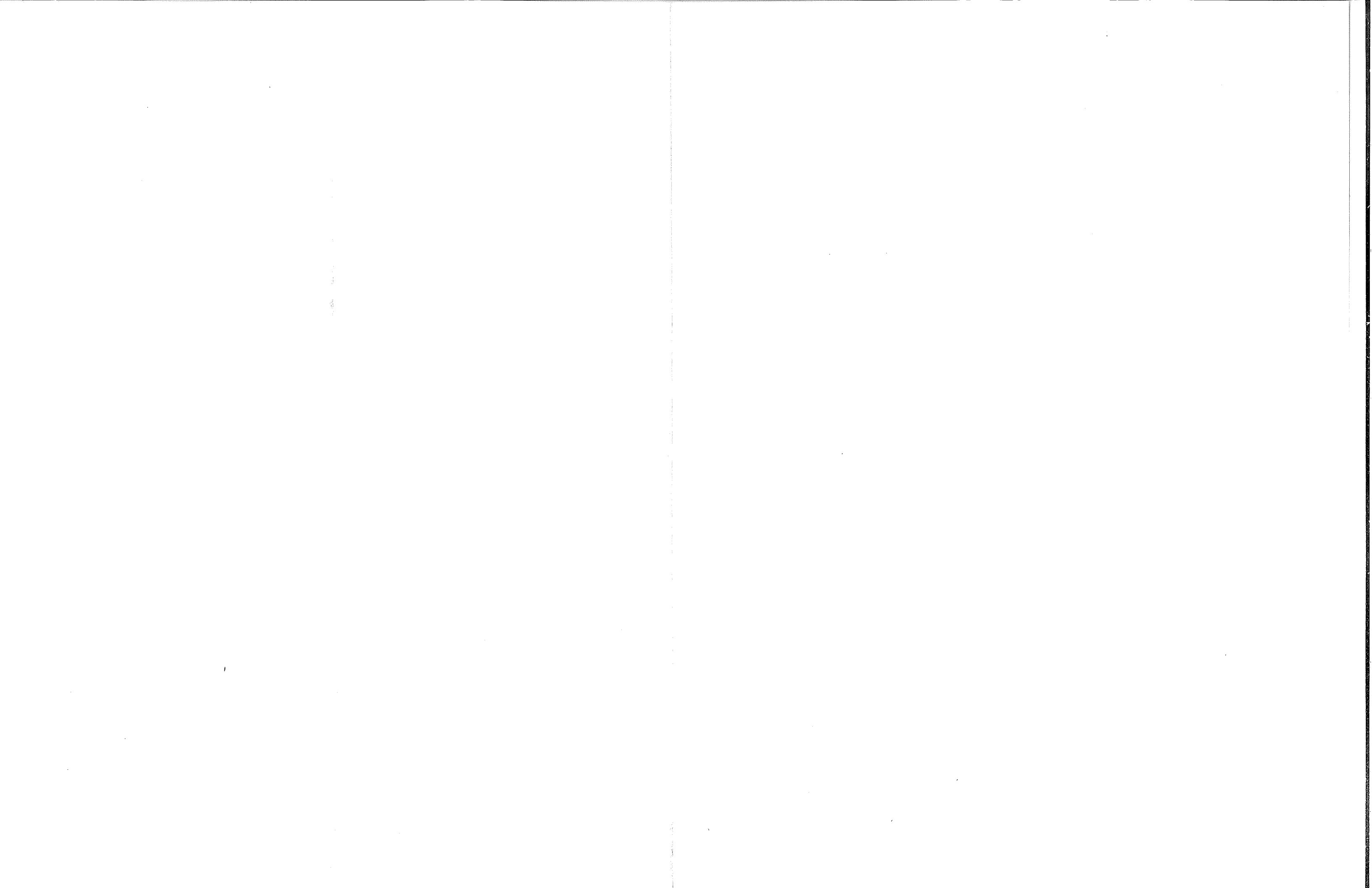


Towns with  
Secondary ADM  
of over 1000

■ — Public Schools.

▨ — Academies serving students at public expense.





The summary data in the above table point up the following principal characteristics regarding the location of student enrollments according to size groups of the different towns in the state.

(1) Twenty-two of the organized towns do not operate any schools, either elementary or secondary.

(2) Three hundred eleven or 64% of the towns do not operate public high schools. Of these, about thirty have contracts with academies in their town or a neighboring town. The remaining towns send and pay for the tuition of their high school students to the high schools or academies in other towns. The number of students attending public high schools or academies on a tuition basis totals about 9,400. Thus, in terms of the total secondary school and academy enrollment, about 25% of the students attend schools where the towns in which they reside do not have direct administration of the secondary school program.

(3) The general sparsity of population throughout the state and few larger concentrations of population is clearly reflected in the school enrollment data. For elementary school training, 82 or 17% of the towns have more than 400 students and the enrollment in these towns represent 64% of the total elementary school enrollment. There are 158 or 32% of the towns with more than 200 elementary students, and the enrollment in these towns represents 80% of the total elementary school enrollment. For secondary school training, 16 or 3% of the towns have more than 400 high school students and the enrollment in these towns represent 41% of the total secondary school enrollment. There are 48 or 10% of the towns with more than 200 high school students, and the enrollment in these towns represent 69% of the total secondary school enrollment.

The following summary indicates where the present school enrollment exists in terms of the ability of the towns and cities to support their schools.

Summary of Number of Towns  
and School Membership  
By Fiscal Ability of Town  
1954-55

	<u>Ability Group</u> (State Valuation per Pupil)	<u>Elementary Schools</u>		<u>Secondary Schools*</u>	
		<u>No. of Towns</u>	<u>Average Daily Membership</u>	<u>No. of Towns</u>	<u>Average Daily Membership</u>
1	\$ 3,000 and under	32	5,823	12	779
2	3,001 - \$ 3,375	13	2,436	3	459
3	3,376 - 3,750	22	2,221	4	162
4	3,751 - 4,125	24	3,777	6	570
5	4,126 - 4,500	26	3,185	6	279
6	4,501 - 4,875	24	3,049	8	467
7	4,876 - 5,250	18	2,352	8	546
8	5,251 - 5,625	26	3,546	5	346
9	5,626 - 6,000	28	6,560	7	745
10	6,001 - 6,375	15	2,831	7	592
11	6,376 - 6,750	17	3,508	5	589
12	6,751 - 7,125	19	4,117	6	428
13	7,126 - 7,500	19	4,925	7	720
14	7,501 - 7,875	9	3,473	5	1,113
15	7,876 - 8,250	9	2,615	4	686
16	8,251 - 8,625	18	6,266	9	1,850
17	8,626 - 9,000	13	2,938	5	753
18	9,001 - 10,000	23	6,342	5	1,528
19	10,001 - 11,000	27	15,010	16	4,293
20	11,001 - 12,000	10	2,114	5	2,229
21	12,001 - 13,000	9	4,668	6	1,910
22	13,001 - 14,000	13	3,109	5	404
23	14,001 - 15,000	9	2,468	5	764
24	15,001 and over	<u>68</u>	<u>32,901</u>	<u>26</u>	<u>10,363</u>
		491	135,620	175	32,673

\* - Excludes academies

The above data on the distribution of school enrollment according to the relative wealth or ability of the towns to support their schools indicate a concentration in the towns and cities with the highest ability and a more general distribution of enrollments among the towns at the different levels of lesser ability. The data also shows proportionately greater enrollments in the towns with greater ability to support their schools which indicates that in many cases such towns are also the larger towns. For example, 136 or 28% of the towns have a state property valuation per pupil above \$10,000 and the elementary school enrollment in these towns represents 44% of the total elementary school enrollment. Among the towns which operate high schools, 63 or 36% of the towns have a state valuation per pupil above \$10,000 and the high school enrollment in these towns represents 61% of the total high school enrollment.

The proportionately greater concentration of high school enrollments in the more able towns than in the case of elementary schools is largely caused by the fact that many of the tuition students from towns which do not operate high schools attend high school in one or another of the more able towns.

Community School Districts - Under the provisions of general legislation, five community school districts were established in Maine through 1955. One additional community school district was established in Boothbay Harbor in 1956.

The main purpose of the community school districts is to provide for the grouping of towns into a consolidated district so that the benefits of a larger school enrollment and more comprehensive school program may be extended to each of the member towns. The community school districts also provide for the pooling of resources of the member towns for the purpose of financing school construction.

At the present time, four of the five community school districts have responsibility only for the administration and financing of secondary education, while the member towns retain separate responsibility for the elementary schools. The fifth community school district has responsibility for both the elementary and secondary schools. Statutory authority is provided for the community school districts to undertake the operation of elementary schools, but this has not generally been used.

The community school districts are established by vote of the inhabitants of the member towns. The districts are corporate bodies, each governed by a board of trustees having supervision of building financing and operations and by a community school committee having supervision of the education program. These boards and committees are made up with appropriate representation from the towns which comprise the community school district.

The general community school district law provides that the community school committee have powers and duties similar to those of the town school committees. The law also provides that community schools may be considered the official schools of the participating towns and that all general statutory provisions relating to public education shall apply to community schools.

With respect to the financing of community schools, the school districts are authorized to issue warrants to the member towns for their share of the school costs on the basis of the proportion of the state property valuation in each town to the total state valuation of the participating towns.

The five community school districts and the attendance at the schools operated by these districts is as follows:

	High School Enrollment <u>1954-55</u>	Elementary Enrollment <u>1954-55</u>
(1) C.S. D. No. 1, Fort Kent	493 (Gr. 9-12)	-
(2) Piscataquis G.S.D., Guilford	336 (Gr. 7-12)	-
(3) Castle Hill, Chapman, Mapleton C.S. D., Mapleton	124 (Gr. 9-12)	186
(4) Flanders Bay C.S.D., Sullivan	171 (Gr. 9-12)	-
(5) Ashland Area C.S.D., Ashland	<u>251 (Gr. 9-12)</u>	<u>-</u>
	1,375	186

The high school enrollment in the above community school districts represents about 4% of the total public high school enrollment in the state.

Supervisory Unions and School Superintendents - In addition to the direct administrative and financial responsibilities of the town and city governments and community school districts as summarized above, supervision of the school programs at the local level is also provided through supervisory unions. The law provides that the commissioner and state board of education shall group all the towns in the state into unions for the purpose of employing superintendents of schools. This activity of the supervisory unions to employ superintendents of schools is appropriately interpreted to have the broader purpose of assuring that adequate professional supervision is provided at the local level over the school programs of the respective towns. At the time the supervisory unions were first established, the new plan marked a major milestone in strengthening of the school program throughout the state.

The supervisory unions consist of groups of towns which generally have not less than 35 teachers nor more than 75 teachers in their schools. Towns and cities having more than 75 teachers may employ their own school superintendent and need not unite with other towns in a supervisory union.

The supervisory unions consisting of groups of towns are not corporate bodies and do not exist as cohesive units with responsibility for the administration, supervision or financing of schools. The school committees of the towns comprising a union form a joint committee for the primary purpose of selecting a superintendent of schools and any staff assistants and for determining the share of the cost of the superintendent's office to be borne by the respective towns.

With the independent responsibility of each of the towns for their respective school programs, the superintendent of schools of a supervisory union actually serves as the superintendent of schools for each of the towns. The school superintendents are responsible to the respective town school committees independently and perform specific work for the individual towns. The duties assigned to the school superintendent by law dealing with supervision of teachers, nomination of teachers, financial accounting and reporting, visiting and reporting on condition of schools, enforcing rules, and related duties, are specified as supervisory duties for the school committees of the respective towns in the union.

There are 106 supervisory unions in the state, 9 cities which operate their schools under their own supervision, and 10 towns which operate schools under the supervision of agents of the commissioner of education.

As with the individual towns in the state, there are variations in the scope of program and enrollments under the supervision of the respective school superintendents. Since the unions consist of the grouping of towns for purpose of school supervision, the variations among the unions are naturally less extensive than among the individual towns. The variations that exist are largely related to differences in the number and size of the towns which are included in each union and the provision for high school education in the towns of the union.

Certain significant information about the composition of the supervisory unions and enrollments in the separate city school systems is summarized in the following:

Summary Information on Supervisory Unions

Grouped According to Number of Towns in the Union

1954-1955

<u>No. of Towns in Union</u>	<u>No. of Unions and Sup'ts.</u>	<u>Total Towns Served</u>	<u>ADM Elementary</u>	<u>No. of Towns with High School*</u>	<u>ADM Secondary*</u>	<u>Minimum Resident Pupils in One Union</u>	<u>Maximum Resident Pupils in One Union</u>
2	18	36	27,553	27	7,853	770	3,375
3	17	51	19,068	23	4,518	883	1,947
4	24	96	25,014	43	5,268	587	2,503
5	19	95	15,487	36	2,791	245	1,972
6	15	90	9,949	21	1,686	583	1,249
7	7	49	4,835	10	583	502	1,249
8	2	16	1,033	4	263	482	768
9	3	27	2,192	2	171	545	1,185
10	1	10	317	2	55	385	385
<b>Total for Unions</b>	<b>106</b>	<b>471</b>	<b>105,448</b>	<b>168</b>	<b>23,188</b>	<b>245</b>	<b>3,375</b>

Single City School Systems

-	9	9	29,917	9	9,407	1,754	12,460
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Towns Under Supervision of Agent of Commissioner of Education

-	-	10	182	-	-	-	-
<b>Total</b>	<b>-</b>	<b>490</b>	<b>135,547</b>	<b>177</b>	<b>32,595</b>	<b>-</b>	<b>-</b>

\* - Excludes Academies.

Some of the main findings indicated by the data summarized above include the following:

(1) The 106 supervisory unions include 471 of the 490 organized towns and cities in the state. About 75% of the total state enrollment in the elementary schools and about 71% of the public secondary school enrollment, are under the supervision of the union superintendents.

(2) Slightly over half of the supervisory unions are made up of two, three or four towns. This group of unions cover 68% of the elementary school enrollment, and 76% of the public secondary school enrollment, included in all of the unions.

(3) The size of the supervisory unions as measured by the number of resident pupils located in the towns of each union varies from a minimum of 245 to a maximum of 3,375.

Supplemental analysis of the data shows that 11 unions do not include a public high school, 42 unions include a public high school in one town, 38 unions include public high schools in two towns, 10 unions include public high schools in three towns, and 5 unions include public high schools in four towns. In many cases where there are no public high schools in one union and in other unions including at least one public high school, secondary school training is also provided by academies. The degree of supervisory services provided by the union superintendents over academy operations and staff varies greatly in different towns, but such service in all cases is less than that provided for the public high schools.

In addition to the characteristics of supervisory unions and the positions of union superintendents indicated above in terms of number of towns and student enrollment served, there are also substantial differences in the superintendencies and assistance available and provided by the offices of the school superintendents. In general, the larger unions have available special supervisory services for elementary teaching supervision and special training such as art and music, while these services of designated assistants are either not available or are present to a lesser degree in the smaller unions. In some instances, such special supervisory services are available for only one or two of the towns in the union, while in other cases they may be extended to all towns in the union.

More specifically, only twenty-seven of the superintendencies have special curriculum or elementary school assistants. In most cases, such services are furnished by the school superintendent with assistance from the elementary principal. With respect to special supervision for such courses as art, music and physical education, nineteen of the superintendencies have no special supervisor; fifty-one reported the services (full or part time) of one special supervisor, twenty have two special supervisors, and the remaining twenty-five have more than two special supervisors. On office clerical assistance, sixteen of the superintendencies reported no clerical assistants, seven reported one part-time clerk, sixty-four have one full-time clerical assistant, and the remaining twenty-nine superintendencies have two or more clerical assistants.

School Districts (for School Building Construction) - A fourth organizational element or unit at the local level which is concerned with the financing of schools, includes the school districts which have been established under



private and special laws to provide for the construction of school buildings in specified towns. The main purpose of such school districts is to give authorization through special legislation for specified towns to exceed the constitutional debt limit allowed to the respective towns. This is accomplished by providing a special debt limit or authorized amount of funds to be borrowed by the school district, which debt limit is separate from that of the town.

These school districts are governed by boards of trustees which are separate from the town and school officials. The boards of trustees have duties and powers to borrow money to finance the school construction, to supervise and approve such construction, to supervise building operation and maintenance during the life of the bonds, and to annually issue warrants on the town and to assure the payment of principal and interest on the outstanding debt. The responsibilities of the boards of trustees are terminated when the debt of the school district is paid.

Many towns in the state have taken advantage of the school district plan for financing school building construction. Following is a summary of the number of towns and funds authorized by private and special laws since 1945:

<u>Year</u>	<u>No. of Towns</u>	<u>Amount of Funds Authorized</u>
1945	1	\$ 200,000
1947	33	4,665,000
1949	52	8,875,400
1951	26	2,649,730
1953	5	1,655,000
1955	5	520,000

The reduction in the number of school districts and amount of funds authorized since 1949 is due primarily to the establishment of the Maine School Building Authority and the assistance furnished to the several towns through this authority for school construction. Following is a summary of the number of towns and value of bonds for school projects under the Maine School Building Authority since 1952:

<u>Year</u>	<u>No. of Towns</u>	<u>Bonds Issued</u>
1952	21	\$2,261,000
1953	10	646,000
1954	10	1,094,000
1956	5	220,000

Academies and Joint Committees - In addition to the local governmental agencies listed in the preceding which are responsible for school administration and finance, the particular role of the private academies and their governing bodies needs to be considered. As indicated previously, the academies provide the high school training and facilities for students located in a number of towns throughout the state.

In total, there are 54 academies in the state which in 1955 had a total enrollment of 8,920 high school students. Of this total enrollment, about 5,000 were students who were educated at public expense, either through town

contracts or payment of tuition by the towns. Thus, about 13% of the high school students educated at public expense receive their education at the private academies. Of the 55 academies in the state, 33 receive more than 50% of their enrollment as public tuition or contract students. Of these, 23 receive substantially all of their enrollment as public tuition or contract students. The table on the following pages summarizes data on private secondary school enrollments.

Like the public high schools, most of the academies are of small size. Only three academies have an enrollment over 400 and only three more have an enrollment between 300 and 400 students. The total enrollments and number of students educated at public expense in the academies, grouped by the size groups used for classifying the public schools is shown in the following table:

<u>Size Group Based on Total Academy Enrollment</u>	<u>No. of Academies</u>	<u>Total Enrollment</u>	<u>Number of Academies Serving One or more Students at Public Expense</u>	<u>Number of Academy Students Educated At Public Expense</u>
0 - 25	1	11	1	11
26 - 50	5	193	4	84
51 - 100	13	1,094	11	492
101 - 200	22	3,320	22	2,247
201 - 400	10	2,882	8	1,678
401 - 750	<u>3</u>	<u>1,420</u>	<u>3</u>	<u>546</u>
Total	54	8,920	49	5,058

In most cases the pattern of management of the academics provides for a board of trustees which has responsibility for the operation of the academy, an executive committee which exercises specific supervision over the educational program, and the principal who is selected by the trustees and serves as supervisor of the academy.

The law provides that when towns contract with an academy for the education of students, a joint committee may be formed to consist of the school committee of the town and an equal number of the trustees of the academy (usually designated as the executive committee). The superintendent of schools of the contracting town in which the academy is located serves as the secretary of the joint committee and carries out such supervisory duties in connection with the academy as the joint committee determines.

The supervisory services provided by school superintendents for academy operations vary considerably among the several towns where the joint committees are provided, but such services are consistently less than services provided by school superintendents for public high schools. In some cases they consist of serving only as committee secretary without major participation in such matters as recommending school curriculum, nominating teachers, and supervising business activities of the academy. In other cases, the school superintendents serve in a capacity for academies which is quite similar to that provided the public high schools.

Analysis of Private Secondary School Enrollment

<u>Name of Academy</u>	<u>Total Enrolled 1954-55</u>	<u># Resident in Town of Location</u>	<u># Non Resident Pupils</u>	<u># Out-of-State Residents</u>	<u># Public Tuition Pupils</u>	<u># Pupils on Contract</u>	<u>Amt. of Pmts. on Contract</u>	<u>Amt. of Tuition Collected from Municipalities</u>
Academy of St. Joseph	66	20	46	14	1		\$	\$ 267.17
Anson Academy	105	86	19		18	67	22,500.00	5,578.80
Aroostook Central Institute	187	174	13		16	174	44,100.00	4,185.00
Berwick Academy	167	140	22	19		147	42,100.00	
Blue-Hill-Geo. Stevens Academy	121	40	81		75	42	18,000.00	14,700.00
Bridge Academy	36	25	11		11	25	3,000.00	2,175.15
Bridgewater Classical Academy	83	52	31		28	52	8,000.00	4,000.00
Bridgton Academy	101	10	91	50	32			8,055.00
Cathedral High School	295	230	65		1			75.00
Cherryfield Academy	53	47	6		1	47	10,125.00	191.98
Cheveros Classical	349	254	95	1				
Coburn Classical	99	48	51	9	20			5,156.40
Corinna Union Academy	123	83	40		36	93	17,500.00	7,392.57
East Corinth Academy	94	69	25		23	69	11,000.00	5,293.00
Erskine Academy	203	69	134		185			41,069.00
Foxcroft Academy	242	201	41	1	39	201	49,670.00	7,820.00
Freedom Academy	91	23	68		84			20,285.87
Fryeburg Academy	298	92	206	58	236			72,534.56
Good Will High	42	38	4					
Gould Academy	294	124	170	43	213			65,338.94
Hampden Academy	153	140	10		10	140	33,575.00	2,460.00
Hartland Academy	124	59	65		67	59	14,756.00	16,005.84
Higgins Classical Institute	158	43	115	6	52	39	9,000.00	13,631.75
John Bapst High	456	299	157		44			9,335.60
Kents Hill Prep.	188	58	130	43	100			25,751.96
Leavitt Institute	145	93	52		51	93	27,954.00	12,140.00
Lee Academy	215	37	178	1	219			58,748.62
Lincoln Academy	178	56	128		159			45,050.09
Maine Central Institute	373	185	188	8	262			79,559.92
Marie Joseph Academy	77		77	38	1			243.78

Analysis of Private Secondary School Enrollment

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<u>Name of Academy</u>	<u>Total Enrolled 1954-55</u>	<u># Resident in Town of Location</u>	<u># Non Resident Pupils</u>	<u># Out-of-State Residents</u>	<u># Public Tuition Pupils</u>	<u># Pupils on Contract</u>	<u>Amt. of Pmts. on Contract</u>	<u>Amt. of Tuition Collected from Municipalities</u>
Monmouth Academy	118	93	25		25	93	\$ 20,800.00	\$ 6,216.61
Monson Academy	57	51	6		5	51	10,400.00	1,237.33
Mt. Merici Academy	124	73	51	5	10			1,000.00
North Yarmouth Academy	178	124	54		163			43,660.60
Oak Grove School	96	2	94	65	6			1,510.40
Oblate Seminary	118		118	92	6			1,604.10
Orono Catholic High	33	22	11		4			1,096.26
Patten Academy	140	95	45		46	95	15,000.00	8,880.76
Ricker Classical Institute	191	22	169		153			36,031.73
Robert W. Traip Academy	322	322				322	46,535.00	
Sacred Heart Academy	39	6	33	13	6			792.61
Saint Andre High	107	80	27					
Saint Benedict's High	11	11			11			3,224.76
Saint Dominic High	456	392	64	1	1			100.00
Saint Francis College High	157	23	134	39	13			2,541.50
Saint Ignatius High	181	178	3		3			300.00
Saint Joseph's Academy	93	18	73	1	4			1,025.44
Saint Joseph's High	184	173	11		1			127.35
Saint Louis High	291	265	26					
Saint Martin of Tours High	78	78						
Somerset Academy	43	30	13		8	30	5,300.00	1,467.93
Thornton Academy	508	460	48		41	460	104,130.18	11,345.09
Washington Academy	100				100			23,830.51
Wilton Academy	179	162	17		8	162	50,000.00	600.00
<b>TOTALS</b>	<u>8,920</u>	<u>5,475</u>	<u>3,341</u>	<u>507</u>	<u>2,598</u>	<u>2,461</u>	<u>\$563,445.18</u>	<u>\$673,698.98</u>

Unorganized Territory - The schooling for children located in unorganized territories of the state is provided under the supervision of the State Department of Education, either at schools in the unorganized territory or on a tuition basis at schools in various towns.

A total of twenty-one elementary schools are operated in the unorganized territory and these have a total enrollment of 701 students. In addition, 556 elementary school pupils and 297 secondary school pupils have been sent from the unorganized territory to public schools or academies in various towns. In total, the students from the unorganized territory represent about 0.9% of the total resident pupils educated in the state at public expense.

### School Operations and Financing Among Towns in the State

As indicated previously, a major condition regarding the operation and financing of schools in Maine has to do with the wide variations in school program and financing by the different towns in the state. These conditions point up many important problems in considering the educational needs throughout the state and in determining methods and appropriate actions for strengthening the school program and the financing of same.

The significant conditions and variations in the distribution of student enrollment according to the size and to the financial ability of the towns and cities are presented in the preceding part of this section. This part of the report includes information and analyses on differences among the towns in the operation and financing of their schools and the impacts caused by or existing because of the differences in the size and financial ability of the towns.

The information and analyses deal with such elements as utilization of state and local funds, local tax effort to support schools, costs on a per pupil basis, teachers qualifications, teachers' salaries, teacher turnover, teacher-pupil ratios, availability of special supervision and instruction and availability of vocational and other special courses. These elements when considered together show where and how the state and local funds for education in the elementary and secondary schools are spent and the measures of the educational returns in the several communities.

Summary Analysis of School Operation and Financing Among Towns - Analysis of the data presented hereafter on the significant conditions and differences in school operations and financing among the towns in the state indicates that in general the schools in the smaller and less able towns are operated with proportionately more state funds and with lower quality or educational return than in the case of the schools in the larger and more able towns and cities.

These over all conditions point up the principal need to raise the level of school program for the smaller towns, in order to provide a greater equalization of educational opportunity for all children throughout the state. The accomplishment of this objective requires primarily that adjustments in the school finance system and reorganization of school system at the local level be made along the lines recommended in the following sections of this report.

The main findings with respect to the conditions and differences in school operations and financing among the towns in the state include the following:

(1) Most of the larger towns and cities in the state are also the more able towns, and conversely the smaller towns are generally the less able. For example, all of the towns with high school enrollment above 400 are in ability groups above class 17 with property valuation per resident pupil above \$8,625. At the other extreme, 70% of the towns with elementary school enrollment below 200 are in ability groups below class 13 with property valuation per resident pupil of less than \$7,126.

(2) The equalization feature in the present formula for distributing state general purpose school aid provides proportionately more state aid to the less able communities than to the towns with greater ability to support their schools. While there is an equalization of financial aid under the present formula, the data on school operations and financing among the several towns indicates that there is not a comparable equalization of educational program and opportunity among the several towns.

(3) Even with the equalization feature in the state aid formula, the local effort (tax rate on state valuation) is greater among the less able towns than among the towns with greater ability to support their schools. In many cases, the educational returns for the higher local effort in the less able towns are considerably less than in the larger towns and cities with greater ability and lower local effort. This is primarily caused by the large number of small towns with low property valuation which operate as independent school units.

(4) Analysis of various factors which reflect the quality of school program in the respective towns indicates the prevailing pattern that the school program and educational returns are higher in the towns and cities which have larger schools than in the smaller towns. More specifically, a summary of the prevailing characteristics includes the following:

(a) Teachers salaries are consistently higher in the larger towns and cities.

(b) Proportionately more of the teachers with higher qualifications as to training and experience are serving in the larger towns than in the smaller towns.

(c) The larger towns provide instruction through more special teachers than is the case in the smaller towns.

(d) The teachers in the larger schools are able to specialize more in instruction for a particular grade or subject.

(e) The turnover of teacher personnel is markedly less in the larger towns than in the smaller schools.

(f) Courses of instruction in vocational and occupational subjects are more prevalent in the larger schools, and are provided in these schools with better facilities and equipment and at more reasonable costs per pupil.

(g) More complete and specialized supervisory services with respect to curriculum, teaching practices, and special course instruction are provided in the larger towns and school unions than in the smaller towns.

(h) A hot lunch program is provided in most of the larger towns, while the majority of the smaller towns do not furnish such services.

Distribution and Utilization of State and Local Funds - During 1955, the total funds of \$34,833,383 for elementary and secondary schools were obtained from the following main sources:

<u>Source of Funds</u>	<u>Amount</u>	<u>% of Total</u>
State General Purpose Aid	\$ 7,256,671	20.8%
Other State Aid	504,023	1.4
Town School Appropriations	24,157,967	69.4
Other Town Revenues	<u>2,914,722</u>	<u>8.4</u>
	\$34,833,383	100.0%

The table on the following page presents summary data on (1) the distribution of state school aid and town appropriations in terms of the amounts of funds made available in the several towns grouped according to their financial ability, and (2) the utilization of state and local funds in the same groupings of towns in terms of the state and local revenues per resident pupil.

Analysis of such summary data and the supporting detail on each of the towns indicates the following significant conclusions:

(1) Under the equalization feature of the formula for distributing state school aid to the towns, proportionately greater amounts of state aid are provided to the less able communities. This is indicated both by the percentage distribution of state funds and the amounts of state funds per pupil being furnished to the towns with different levels of financial ability. Fifty-five per cent of the total state aid is furnished to towns having state property valuation per resident pupil of less than \$8,251, and forty per cent of the resident pupils in the state are located in these towns. On the average, the state aid per resident pupil is about \$75 in the least able towns and from \$28 to \$30 in the most able communities. Conversely, the town appropriations per resident pupil increase from about \$70 to \$75 in the least able towns to totals of from \$165 to \$175 in the most able communities.

(2) The state participates financially in school programs of varying values. These range on the average from about \$150 to \$165 per resident pupil (includes both elementary and secondary pupils resident in the town) among the least able communities to about \$190 to \$200 per resident pupil among the most able towns. While the total range is substantial, the data show a marked tendency for the averages of total revenue per resident pupil to be reasonably uniform according to ability groupings between the low and high extremes of ability.

(3) While the averages of state aid, town appropriations and total revenue per resident pupil show clearly the effect of the equalization feature of the state aid formula, the conditions for individual towns vary widely within and among the respective ability groups. These differences are due primarily to the fact that the amount of state aid for any particular town is determined by applying the formula percentage to the amount spent by the town for the schooling of children who reside in the town. The present state school aid formula is described in the following section of the report.

Distribution of State and Local School Funds  
Among Towns and Cities, Grouped According to Financial Ability  
1954-1955

Ability Group (State Valuation per Resident Pupil)	No. of Towns	Resident Pupils		State Assistance		Town School Appropriations		Revenue Per Resident Pupil		
		Number	% of Total	Dollar Amount	% of Total	Dollar Amount	% of Total	From Town		Total
								From State Aid	School Appropri- ation	
1 - \$3,000 and under	32	7,199	4.1%	\$ 518,260	6.7%	\$ 520,076	2.2%	\$72	\$ 72	\$144
2 - 3,001 - 3,375	13	2,924	1.7	221,068	2.8	232,912	1.0	76	80	156
3 - 3,376 - 3,750	22	2,917	1.7	214,728	2.8	299,947	1.2	74	103	177
4 - 3,751 - 4,125	24	5,265	3.0	365,042	4.7	498,782	2.1	69	95	164
5 - 4,126 - 4,500	26	4,075	2.3	274,866	3.5	411,519	1.7	67	101	168
6 - 4,501 - 4,875	24	3,942	2.3	265,638	3.4	425,179	1.8	67	108	175
7 - 4,876 - 5,250	18	2,978	1.7	203,789	2.6	320,619	1.3	68	100	176
8 - 5,251 - 5,625	26	5,427	3.1	356,346	4.6	615,294	2.5	66	113	179
9 - 5,626 - 6,000	28	8,136	4.6	496,943	6.4	885,372	3.7	61	109	170
10 - 6,001 - 6,375	15	3,506	2.0	195,185	2.5	431,219	1.8	56	123	179
11 - 6,376 - 6,750	17	4,438	2.5	236,971	3.1	545,824	2.3	53	123	176
12 - 6,751 - 7,125	19	5,275	3.0	283,448	3.7	618,702	2.6	54	117	171
13 - 7,126 - 7,500	19	6,196	3.5	300,979	3.9	793,473	3.3	49	122	171
14 - 7,501 - 7,875	9	4,460	2.5	186,172	2.4	547,207	2.3	42	123	165
15 - 7,876 - 8,250	9	3,259	1.9	128,448	1.7	387,708	1.6	39	119	158
16 - 8,251 - 8,625	18	8,018	4.6	344,762	4.4	1,057,306	4.4	43	132	175
17 - 8,626 - 9,000	13	3,692	2.1	155,834	2.0	516,122	2.1	42	140	182
18 - 9,001 - 10,000	23	8,075	4.6	326,402	4.2	1,156,498	4.8	40	143	183
19 - 10,001 - 11,000	27	19,013	11.0	668,907	8.6	2,678,960	11.2	35	141	176
20 - 11,001 - 12,000	10	8,483	4.8	248,551	3.2	1,403,977	5.8	29	166	195
21 - 12,001 - 13,000	9	6,149	3.5	190,277	2.5	899,106	3.7	31	146	177
22 - 13,001 - 14,000	13	4,036	2.3	132,892	1.7	657,176	2.7	33	163	196
23 - 14,001 - 15,000	9	3,159	1.8	96,238	1.2	520,562	2.2	30	165	195
24 - 15,001 and over	68	42,583	24.4	1,189,958	15.3	7,594,846	31.2	28	178	206
Other	-	1,648	0.9	158,910	2.1	139,581	0.5	-	-	-
Total	491	175,085	100.0%	\$7,760,694	100.0%	\$24,157,967	100.0%	44	138	182



For example, while the state aid represents 65% of school maintenance costs in the class 1 towns, the amount of state aid per resident pupil varies among these towns from a low of \$52 per resident pupil to the high of \$149 per resident pupil. Similar wide variances in the amounts of state aid per resident pupil are found within the other groups of towns.

The effect of these conditions and the feature that state school aid is a percentage of whatever the town spends for school maintenance is twofold, that

(a) The amount of state aid to any town is dependent not only on the percentage formula but also and equally, if not more importantly, on the quality of the school program and efficiency of the school operations in the particular town. The higher amounts of state aid per resident pupil may be caused by state participation in a high quality program or an inefficient operation. Conversely, the lower amounts of state aid per resident pupil may be caused by state participation in a low quality school program or an efficient operation. There are varying combinations of the quality and efficiency factors. Accordingly, the educational returns for use of state funds and for local funds vary from relative excesses to extreme bargains. These conditions are considered in the following in terms of various elements of cost and quality of school programs.

(b) While the state school aid formula definitely provides the feature of financial equalization, it is not similarly directed toward assisting in the equalization of educational opportunity throughout the state. This is indicated by the fact that the formula does not define a standard or minimum school program in which it will participate (to varying degrees depending on town ability) and by the wide variations in the amounts of state aid and in the costs and quality of school programs among the several towns.

These conditions emphasize the need for the study of school finances to be concerned with the quality of school programs and the efficiency of school administration and operations.

(4) In addition to measurement of the utilization of state school aid in terms of the assistance per resident pupil, it is also important to outline the findings on the portion of total school program or costs in which the state participates and for which state funds are utilized. Under the state school aid law, general aid funds are made available to assist in defraying maintenance costs such as instruction, supervision, text books and supplies, conveyance costs, tuition, fuel and janitorial services. State general aid funds are not allocated for capital outlays, debt service, other fixed charges, and repairs and replacement of equipment, nor are they used for vocational education and other special training for which other state and federal funds are available.

In total for all schools, the portion of school costs for which state funds are utilized represents about 87% of the total school costs. This proportion varies among the several towns depending upon the extent to which the towns spend money for items other than the specified maintenance costs. Also, the proportion varies between elementary and secondary schools, averaging 94% for elementary schools and 89% for secondary schools (both excluding debt service costs).

Local Tax Effort - In addition to analyzing the amounts, distributions and utilization of state and local school funds, it is also necessary to consider the tax effort reflected in the town school appropriations for towns with different ability levels.

The following table summarizes state property valuations, total town commitments for all town purposes, total town school appropriations, and equalized tax rates (based on state valuations) for the towns within each ability group or class.

Ability Class	1954 State Valuation (000)	Total Town Commitment	Town School Appropriation	Equalized Tax Rate (Dollars per Thousand of State Valuation)	
				Total Town Commitment	Town School Appropriation
1	\$ 17,830	\$ 999,851	\$ 520,076	\$56	\$29
2	9,070	497,099	232,912	54	26
3	10,400	608,314	299,947	58	29
4	20,540	1,027,407	498,782	50	24
5	17,450	821,546	411,519	47	24
6	18,200	846,361	425,179	47	23
7	14,420	661,511	320,619	46	22
8	26,634	1,226,679	615,294	46	23
9	44,450	1,817,137	885,372	41	20
10	21,360	851,622	431,219	40	20
11	28,140	1,149,623	545,824	41	19
12	34,720	1,313,659	618,702	38	18
13	42,730	1,638,241	793,473	38	19
14	33,430	1,223,232	547,207	37	16
15	25,270	892,323	387,708	35	15
16	64,015	2,348,791	1,057,306	37	17
17	30,920	1,220,401	516,122	39	17
18	74,590	2,494,253	1,156,498	33	16
19	187,740	6,278,283	2,678,960	33	14
20	91,580	3,223,511	1,403,977	35	15
21	71,470	2,184,003	899,106	31	13
22	51,430	1,477,239	657,176	29	13
23	42,900	1,323,206	520,562	31	12
24	821,400	22,207,354	7,594,846	27	9
Total	\$1,872,485	\$58,331,846	\$24,157,967	\$32	\$13

As above indicated the local tax effort for schools and for all other town purposes is substantially greater among the towns with lower financial ability as compared with the towns with the higher financial ability.

The least able towns have an equalized tax rate for schools of from \$26 to \$29 per thousand of state valuation, while the most able towns have an equalized tax rate of about \$9 to \$13. These conditions exist even with the equalization feature included in the state school aid formula. They indicate that the low property values in many towns of the state require a maximum tax effort to provide even a minimum school program, despite the high proportion of school costs which are financed through state school aid.

It is also significant to note that the proportion of total town commitments utilized for school purposes is greater among the less able towns than among the more able towns. This does not reflect on the interest in the school programs in the more able towns, but indicates greater relative needs for other municipal functions and services. This is particularly the case since many of the larger cities and towns are included in the more able group.

The detailed data on school revenues, show that there are wide variations in the level of local tax effort among the towns within a particular ability group as well as among the ability groups. Such differences again are largely caused by differences in the quality of school programs and efficiency of school operations.

Per Pupil Costs - The factor of costs per pupil is one of the main indicators of level of school program and efficiency of operation in the schools in the several towns.

The following table summarizes the costs per pupil in average daily membership for the several towns grouped according to size of school enrollment:

Costs per Pupil in Average Daily Membership

Size Group (1)	Elementary Schools			Secondary Schools		
	For Instruction	For Total Maintenance (2)	For Total Expense (3)	For Instruction	For Total Maintenance (2)	For Total Expense (3)
1-25	\$169	\$326	\$339	\$376	\$517	\$543
26-50	107	195	206	223	299	318
51-100	87	163	174	205	271	299
101-200	81	149	158	178	261	289
201-400	82	137	146	170	239	273
401-750	89	141	150	169	231	271
751-1,000	101	153	164	180	232	276
Over 1,000	104	144	153	233	293	324
Total	\$ 95	\$148	\$158	\$187	\$260	\$292

- (1) Based on average daily membership in the elementary schools or the secondary schools of the respective towns.
- (2) Includes costs for instruction, fuel, janitor services, conveyance, board of pupils and teachers, textbooks, supplies, utility services, special education for handicapped children, flags, replacement of instructional equipment, insurance, supervision, medical inspection.
- (3) Includes all costs except capital outlays and debt service.

The following are some specific findings and conclusions indicated by analysis of the per pupil costs and related data regarding school programs:

(1) The total costs per pupil in both the elementary and secondary schools show a clear trend from the highest costs in the smallest schools to the lowest costs in towns which have enrollments of 400 in both their elementary and secondary schools. The trend in per pupil costs increases for towns having elementary or secondary school enrollments above 400, but such costs are still substantially less than in the smallest schools.

(2) The main factor in the level of costs per pupil in the respective towns is the cost for instruction. This averages about 60% of total elementary school costs and about 64% of total secondary school costs. In the elementary schools, a greater proportion of total expense is devoted to instruction in the larger school systems than in the smaller school systems. The difference is largely caused by proportionately larger conveyance costs per pupil in the smaller school systems. In the secondary schools, there is a substantial uniformity in the proportion of total expense devoted to instruction.

(3) When the costs per pupil are considered in relation to other factors which measure the quality of school program, it is evident that there is greater educational return in the larger school systems, even though the per pupil costs may be lower, or as in the case of the secondary schools may be higher than the smaller school systems. These conditions are due primarily to the fact that the larger school systems provide on the average more qualified teachers, pay higher salaries to teachers, have a lower turnover among teachers, provide greater specialization in the teaching staff and provide more special supervision and educational services and courses. These factors which measure quality of school progress are considered in the following.

#### Teacher Salaries, Qualifications, Turnover, and Teacher-Pupil Ratios -

A major factor in evaluating the quality of the school program and by inference the educational return obtained from school operations deals with the teachers. In the absence of analysis of individual teacher performance, good guides for measurement of this factor may be obtained through study of data on teachers salaries, teacher qualifications in terms of training and experience, turnover of teachers, and teacher-pupil ratios. While there are exceptions to the average conditions, the prevailing conditions and practices indicate the general levels of school program.

The table on the following page includes significant data on the factors relating to teachers, with the data grouped by towns according to the size of school enrollment in the respective towns. Analysis of this data indicates the following major findings and conclusions:

(1) The average salaries paid teachers in the elementary and secondary schools are substantially greater in the larger school systems than in the smaller school systems, with a consistent increasing trend from the smallest to the largest school systems. For elementary school teachers, the largest school systems pay about 55% higher average salaries than the smallest. For secondary school teachers, the spread is not quite so great, although the largest school systems pay about 32% higher salaries than the smallest. These conditions naturally make employment more attractive in the larger school systems, and generally assure that the more qualified teachers will tend to obtain employment in the larger school systems.

Summary of Data  
on  
Teacher Salaries, Qualifications and Turnover  
and  
Teacher-Pupil Ratios  
Grouped by Size of Towns

	Size Groups (1)								Total
	1-25	26-50	51-100	101-200	201-400	401-750	751-1000	Over 1000	
<u>Average Teacher Salaries</u>									
Elementary Schools (2)	\$2,045	\$2,122	\$ 2,135	\$ 2,181	\$ 2,472	\$2,785	\$2,985	\$ 3,193	\$ 2,679
Secondary Schools (3)	2,856	2,822	3,114	3,330	3,281	3,591	3,958	3,759	3,381
<u>Teacher Qualifications</u>									
No. of Teachers in Towns Without High Schools (2)									
Average Daily Membership	683	1,221	5,669	11,474	8,395	5,284	-	2,882	35,608
2 Yrs. Trng.-5 Yrs. or Less Experience	7	8	31	40	11	7	-	-	104
2 Yrs. Trng.-Over 5 Yrs. Experience	39	42	145	251	137	77	-	44	735
3 Yrs. Trng.-5 Yrs. or Less Experience	1	1	11	15	10	2	-	4	44
3 Yrs. Trng.-Over 5 Yrs. Experience	3	6	20	55	43	20	-	27	174
4 Yrs. Trng.-5 Yrs. or Less Experience	1	2	9	30	36	34	-	22	134
4 Yrs. Trng.-Over 5 Yrs. Experience	1	4	7	33	21	38	-	25	129
5 Yrs. Trng.-5 Yrs. or Less Experience	-	-	-	8	1	2	-	-	11
5 Yrs. Trng.-Over 5 Yrs. Experience	2	-	-	2	-	2	-	-	6
No. of Teachers in Towns with High Schools (3)									
Average Daily Membership	1,149	5,723	12,801	22,552	35,131	20,467	7,672	25,259	130,754
2 Yrs. Trng.-5 Yrs. or Less Experience	6	23	25	33	28	18	3	4	140
2 Yrs. Trng.-Over 5 Yrs. Experience	29	88	198	293	374	182	95	149	1,408
3 Yrs. Trng.-5 Yrs. or Less Experience	5	13	21	37	56	36	1	12	181
3 Yrs. Trng.-Over 5 Yrs. Experience	8	22	68	121	196	119	40	105	679

Summary of Data  
on  
Teacher Salaries, Qualifications and Turnover  
and  
Teacher-Pupil Ratios  
Grouped by Size of Towns

	<u>Size Groups (1)</u>								<u>Total</u>
	<u>1-25</u>	<u>26-50</u>	<u>51-100</u>	<u>101-200</u>	<u>201-400</u>	<u>401-750</u>	<u>751-1000</u>	<u>Over 1000</u>	
<u>Teacher Qualifications - Continued</u>									
4 Yrs. Trng.-5 Yrs. or Less Experience	7	28	116	195	256	119	30	133	884
4 Yrs. Trng.-Over 5 Yrs. Experience	7	29	77	156	302	110	76	197	954
5 Yrs. Trng.-5 Yrs. or Less Experience	-	9	10	12	30	16	5	20	102
5 Yrs. Trng.-Over 5 Yrs. Experience	4	12	27	34	92	84	47	144	444
<u>Classroom and Special Teachers</u>									
Elementary - Classroom (2)	55	67	277	629	651	844	224	1,652	4,411
Elementary - Special (2)	-	-	-	-	10	14	11	118	148
Secondary - Classroom (3)	19	88	183	289	412	231	67	257	1,628
Secondary - Special (3)	-	6	17	33	76	59	17	66	288
<u>Teacher-Pupil Ratios</u>									
Elementary Schools (2)	15	24	27	29	32	31	29	32	
High Schools (3)	10	16	18	20	20	23	23	21	
<u>Number of Teachers in Respective Towns</u>									
<u>Teacher Turnover (4)</u>	<u>1-2</u>	<u>3-5</u>	<u>6-10</u>	<u>11-20</u>	<u>21-30</u>	<u>31-50</u>	<u>50-75</u>	<u>Over 75</u>	
1950-51	27.83%	23.03%	22.81%	21.58%	20.33%	15.58%	17.24%	13.15%	
1951-52	37.73	26.37	22.80	23.58	21.63	18.67	17.62	11.65	
1952-53	27.62	25.89	26.80	23.60	25.17	19.15	18.50	12.10	
1953-54	28.85	25.50	22.97	24.89	22.93	16.95	18.69	10.70	
1954-55	17.99	22.48	19.51	21.70	23.00	18.80	14.72	12.51	

- (1) Size group based on average daily membership in the towns.  
(2) Size group refers to average daily membership in elementary schools.  
(3) Size group refers to average daily membership in secondary schools.  
(4) Data represents average of turnover rates in the towns in each size group.

(2) Analysis of data on the qualifications of teachers in the schools throughout the state indicates that in total about 55% of the teachers do not hold a college degree, 35% have a bachelor's degree, and about 10% have a master's degree.

The following summary indicates the number and percentage of teachers in the state grouped according to training and experience qualifications:

Distribution of Teachers  
According to  
Training and Experience Qualifications

<u>Years of Training</u>	<u>Years of Experience</u>	<u>No. of Teachers</u>	<u>% of Total</u>
2	0-2	63	1.0%
2	2-5	178	2.8
2	5-10	353	5.6
2	Over 10	1,809	28.7
3	0-2	65	1.0
3	2-5	161	2.6
3	5-10	222	3.5
3	Over 10	637	10.1
4	0-2	443	7.0
4	2-5	583	9.3
4	5-10	371	5.9
4	Over 10	812	12.9
5 or more	0-2	29	0.5
5 or more	2-5	97	1.5
5 or more	5-10	126	2.0
5 or more	Over 10	350	5.6
<u>Total</u>		<u>6,299</u>	<u>100.0%</u>

Analysis of the location of teachers with different training and experience qualifications according to the size of school systems in which they serve indicates a generally more favorable condition in the larger towns and cities. Among the towns which do not operate a high school, the towns having enrollments above 400 students account for about 23% of total enrollment and employ 45% of the teachers holding bachelor's degrees. Among the towns which operate both elementary and secondary schools, the towns which have high school enrollments above 400 students account for about 40% of total enrollment, and employ about 36% of the teachers holding bachelor's degrees and about 58% of the teachers who hold master's degrees.

Classroom and Special Teachers - Analysis of the distribution of classroom and special teachers among the schools in the state presents further evidence of the generally higher level of school program and more efficient operation in the towns with larger school enrollments.

Among the elementary schools, the towns which have elementary school enrollment above 400 students account for about 64% of all elementary students and employ about 62% of the classroom teachers and 97% of the special teachers. Among the high schools, the towns which have high school enrollment above 400 students account for about 41% of all high school students (excluding academies) and employ about 35% of the classroom teachers and 49% of the special teachers.



The generally lower proportion of classroom teachers than enrollment in the larger school systems reflects the higher teacher-pupil ratios in those schools. The generally higher proportion of special teachers reflects the proportionately greater provision of special services in the larger school systems.

Teacher-Pupil Ratios - The data on teacher-pupil ratios in the elementary and secondary schools in the several towns indicates a more effective and appropriate utilization of teaching personnel in the towns with the larger school systems. The teacher-pupil ratios in elementary schools range from one teacher for fifteen students in towns having enrollment of 1-25 students to one teacher for thirty-two students in the towns with enrollment over 1,000. In secondary schools, the teacher-pupil ratios range from one teacher for ten students in towns having enrollment of 1-25 students to one teacher for twenty-one students in towns having high school enrollment over 1,000.

The more favorable teacher-pupil ratios and utilization of teachers in the larger school systems is further emphasized when the character of teacher load is considered. In the small elementary schools, the teachers are required to teach all or several of the grades and provide many of the auxiliary services, while in the larger schools it is possible and practical to operate the schools with greater specialization by grade. In the small secondary schools, the teachers are required to teach more than one grade and a variety of subjects for which they may or may not have had training and be qualified, while subject specialization is the typical practice in the larger secondary schools.

Many of these conditions are caused by the sparsity of population in many areas of the state and must be accepted as necessary. However, improvements have been made through appropriate school consolidations, and opportunities for further improvements continue to exist.

Teacher Turnover - Another measure of the quality and effectiveness of school programs among the towns of the state is the rate of turnover of teachers. Here too, there is clear evidence of more favorable conditions among the towns with larger school systems.

During the last five years, the rate of teacher turnover in towns employing one or two teachers has averaged about 28%, while such turnover rate in towns employing over seventy-five teachers has averaged about 12%. The data reported on teacher turnover shows a consistent trend toward lower turnover from the smaller to the larger school systems.

While these averages indicate the prevailing conditions throughout the state and the greater probability for change among the small schools, there are wide variations among the individual towns. In particular, when teacher turnover occurs in the very small one and two teacher schools, it frequently represents a 100% or 50% change, while a change of the same number of teachers in the larger schools has a lesser proportionate impact. Conversely, there are several instances where the one or two teacher schools have had no turnover during any one or more of the last five years.

Vocational and Occupational Courses - The table on the following page presents a summary of the enrollment and salary costs for approved vocational

and occupational courses in agriculture, home economics and industrial arts in the high schools throughout the state.

The significant findings from this data are that less than half of the high schools in the state offer vocational or occupational courses in agriculture, home economics or industrial arts, that the absence of such instruction is proportionately much greater among the small high schools than among the larger high schools, and that on the average the per pupil salary cost for such instruction is lower in the larger high schools than in the smaller high schools.

The cost data does not include expenditures for equipment and materials, nor does it reflect the adequacy of facilities in the respective schools. By observation during the course of this study, it has been noted that the equipment and facilities for occupational training are generally more complete in the larger schools than in the smaller schools.

It should be noted that study and planning is now under way by the State Department of Education and other interested groups in the state on the development of regional or area vocational schools. Other states have had successful experiences along these lines. Such methods should be fully explored and developed to extend the opportunity for vocational training on an effective basis to as many students as is feasible.

In addition to the instruction in agriculture, home economics and industrial arts summarized above, most of the high schools offer courses in commercial subjects. Of the 175 towns with high schools, only 26 do not offer commercial subjects. These twenty-six schools are all small high schools, most having two or three teachers and none having over six teachers.

Participation in School Lunch Program - Throughout the state, 221 of the towns provide type A school lunches in their elementary or secondary schools or both, while 268 of the towns do not have such lunch programs. Analysis of the data on towns which do provide for such lunch programs indicates that the provision of such lunch program is extremely more the prevailing practice in the towns with larger school enrollments and is the exception rather than the rule in the towns with small school enrollments.

Secondary School Enrollment and Salary Costs  
for Vocational and Occupational Courses

	<u>1-25</u>	<u>26-50</u>	<u>51-100</u>	<u>101-200</u>	<u>201-400</u>	<u>401-750</u>	<u>751-1000</u>	<u>Over</u> <u>1000</u>	<u>Total</u>
<u>Vocational Agriculture</u>									
No. of Towns	-	2	10	10	11	3	-	-	36
Enrollment	-	52	233	375	350	194	-	-	1,204
Salary Cost	-	\$6,055	\$29,359	\$33,725	\$46,280	\$19,930	\$-	\$-	\$129,349
Salary Cost Per Pupil	-	\$ 116	\$ 126	\$ 89	\$ 132	\$ 103	\$-	\$-	\$ 107
<u>Occupational Agriculture</u>									
No. of Towns	-	-	1	2	1	-	-	-	4
Enrollment	-	-	28	54	13	-	-	-	95
Salary Cost	-	\$-	\$ 2,169	\$ 3,343	\$ 615	\$-	\$-	\$-	\$ 6,127
Salary Cost Per Pupil	-	\$-	\$ 74	\$ 62	\$ 47	\$-	\$-	\$-	\$ 64
<u>Vocational Home Economics</u>									
No. of Towns	-	2	4	20	19	9	-	1	55
Enrollment	-	36	129	923	1,455	1,007	-	98	3,648
Salary Cost	-	\$4,804	\$ 8,945	\$53,923	\$ 64,331	\$46,584	\$-	\$ 6,500	\$185,087
Salary Cost Per Pupil	-	\$ 133	\$ 69	\$ 58	\$ 44	\$ 46	\$-	\$ 66	\$ 51
<u>Occupational Home Economics</u>									
No. of Towns	-	1	6	11	9	2	1	3	33
Enrollment	-	9	143	544	615	190	88	824	2,413
Salary Cost	-	\$1,656	\$12,738	\$31,962	\$ 28,029	\$ 8,042	\$ 5,512	\$45,785	\$133,724
Salary Cost Per Pupil	-	\$ 184	\$ 88	\$ 58	\$ 45	\$ 42	\$ 63	\$ 56	\$ 55
<u>Vocational Industrial Arts</u>									
No. of Towns	-	-	-	-	3	7	1	1	12
Enrollment	-	-	-	-	145	546	71	119	881
Salary Cost	-	\$-	\$-	\$-	\$ 17,549	\$60,906	\$ 8,575	\$11,693	\$ 98,723
Salary Cost Per Pupil	-	\$-	\$-	\$-	\$ 121	\$ 112	\$ 121	\$ 98	\$ 112
<u>Occupational Industrial Arts</u>									
No. of Towns	-	-	12	27	27	8	2	5	81
Enrollment	-	-	380	1,289	2,003	1,475	405	1,410	6,962
Salary Cost	-	\$-	\$35,997	\$86,335	\$110,563	\$42,204	\$19,645	\$69,024	\$363,768
Salary Cost Per Pupil	-	\$-	\$ 94	\$ 67	\$ 55	\$ 29	\$ 49	\$ 49	\$ 52

The following table shows the number of towns grouped by size of elementary school enrollment which do and do not provide type A school lunches.

<u>Size Group by Elementary Enrollment</u>	<u>Number of Towns</u>		
	<u>Total</u>	<u>With Type A Lunch</u>	<u>Without Type A Lunch</u>
0	22	0	22
1-25	50	0	50
26-50	38	3	35
51-100	97	35	62
101-200	124	62	62
201-400	76	51	25
401-750	47	40	7
751-1000	8	5	3
Over 1000	<u>27</u>	<u>25</u>	<u>2</u>
Total	<u>489</u>	<u>221</u>	<u>268</u>

As indicated above, most of the larger school systems provide for Type A school lunches, while most of the smaller school systems do not. One requirement for participation in the school lunch program is to have available adequate facilities for the preparation of hot lunches. Obviously many of the small schools do not participate because of the lack of such facilities.

School Buildings - In view of other studies on the condition of school buildings and needs for school construction throughout the state, this study has not duplicated such work. However, as one of the indicators on characteristics of the present school systems, we have analyzed data on the age of school buildings and their distribution among the towns in the state.

Data on age of school buildings has been received from towns which include about 95% of the public school enrollment. In summary, the following table shows the distribution of school buildings and enrollments in such schools according to the date of construction of the buildings:

<u>Date of Construction</u>	<u>Number of Buildings</u>	<u>Enrollment</u>	<u>Enrollment % of Total</u>
Before 1900	466	45,112	27.2%
1901 - 1915	148	22,011	13.3
1916 - 1930	174	35,858	21.6
1931 - 1945	88	18,663	11.2
1946 - 1955	<u>213</u>	<u>44,237</u>	<u>26.7</u>
Total	<u>1,089</u>	<u>165,881</u>	<u>100.0%</u>

As indicated above, about 27% of the students in the state attend school in buildings which were built since 1945. This indicates that considerable progress has been made in providing necessary school construction. At the same time, however, the continuing need for new school construction is evidenced

in part by the large proportion of students attending schools which were built before 1900, as well as by other factors such as increasing enrollments and the needs to build more consolidated schools to offer improved educational programs and services.

Further analysis of the data on age of school buildings in the individual towns indicates the distribution of buildings and enrollments according to the size of town, as shown in the table on the following page.

As shown in this data, the need for more modern facilities is proportionately greater among the schools in the smaller towns than in the larger towns and cities. The data also shows that older school buildings continue to be occupied in the largest towns and cities more than the average for the state.

Age of School Buildings and Enrollment  
by Size of Town  
1956

Size Group**	<u>Before 1900*</u>		<u>1901-1915*</u>		<u>1916-1930*</u>		<u>1931-1945*</u>		<u>1946-1955*</u>	
	<u>No. of Bldgs.</u>	<u>Enrollment</u>	<u>No. of Bldgs.</u>	<u>Enrollment</u>	<u>No. of Bldgs.</u>	<u>Enrollment</u>	<u>No. of Bldgs.</u>	<u>Enrollment</u>	<u>No. of Bldgs.</u>	<u>Enrollment</u>
1-25	22	318	5	68	11	211	2	28	3	121
26-50	36	964	4	80	2	105	3	310	4	291
51-100	95	3,796	11	410	9	597	9	534	21	1,518
100-200	91	5,185	30	1,926	28	2,495	16	1,810	46	6,110
201-400	67	6,020	24	3,314	27	3,620	15	2,120	55	10,570
401-750	73	9,208	32	5,692	28	6,264	14	4,126	39	10,491
751-1000	7	1,314	9	1,582	15	3,039	8	2,099	6	1,519
Over 1000	75	18,307	33	8,939	54	19,527	21	7,636	39	13,617
Total	466	45,112	148	22,011	174	35,858	88	18,663	213	44,237

\* - Date of construction of school building.

\*\* - Size of town based on average daily membership in elementary school.

Student Conveyance - The law provides that elementary school students shall be provided conveyance service whenever determined necessary by the school committees of the respective towns. In practice, all towns provide such conveyance for elementary school students and many towns provide conveyance for high school students as well.

The cost and utilization of school transportation varies considerably among the several towns, due to the wide differences in number of pupils to be conveyed and the density of population and distances the pupils may have to be conveyed.

The following table summarizes information on the number of students furnished transportation and the transportation cost to the several towns grouped according to size of elementary school enrollment.

Student Conveyance

<u>Size Group, Based on Elementary Enrollment</u>	<u>No. of Students Transported</u>	<u>Transportation Cost</u>	<u>Transportation Cost Per Pupil</u>
1-25	370	\$ 42,212	\$114.08
26-50	953	67,384	70.70
51-100	5,309	268,881	50.65
101-200	13,568	595,582	43.90
201-400	15,379	486,424	31.63
401-750	14,949	445,485	29.80
751-1000	4,407	112,027	25.42
Over 1000	<u>17,188</u>	<u>453,047</u>	<u>26.36</u>
Total	<u>73,404</u>	<u>\$2,582,564</u>	<u>\$ 35.18</u>

As indicated above, the per pupil cost for transportation is substantially greater in the smaller towns and reduces progressively in direct relationship with increased size of school population.

The utilization of transportation services in the respective towns shows a similar relationship to size of town, with a smaller proportion of students being transported in the larger towns and cities. This naturally reflects the condition that the need for transportation services is less in the larger towns because of their greater density of population. The following table shows the relationship of the number of students furnished transportation to the total number of elementary and high school students in the respective groups of towns:

<u>Size Group, Based on Elementary Enrollment</u>	<u>Total Elementary &amp; Secondary Enrollment</u>	<u>No. of Students Transported</u>	<u>Per Cent of Total Student Furnished Transportation</u>
1-25	683	370	54.2%
26-50	1,496	953	63.7
51-100	7,641	5,309	69.5
101-200	19,751	13,568	68.7
201-400	26,041	15,379	59.1
401-750	33,350	14,949	44.8
751-1000	9,069	4,407	48.6
Over 1000	70,063	17,188	24.5
<b>Total</b>	<b>168,404</b>	<b>73,404</b>	<b>43.6%</b>



TABLE I

Summary of Data on School Revenues and Expenditures  
in  
Maine and the Other States

	Per Cent Revenue by Source 1953-1954 (1)			Per Cent School Revenue from Property Tax 1953-1954 (1)	Current Expense Per Pupil in ADA 1954-55 (2)	Estimated Average Teachers Salaries 1954-1955 (2)		
	State	Local	Federal			Instructional Staff (4)	Classroom Teachers Elementary	Teachers Secondary
U. S. Average	41.4%	56.0%	2.6%	54.2%	\$261.68	\$3,932	\$3,615	\$4,194
Maine	25.8	71.1	3.1	69.5	205.00	2,850	2,575	3,275
Connecticut	26.8	71.7	1.5	70.1	318.00	4,400	4,050	4,550
Massachusetts	24.9	73.8	1.3	73.2	251.00	4,125	3,800	4,300
New Hampshire	8.7	87.7	3.6	89.6	253.00	3,425	3,175	3,650
Rhode Island	16.6	76.9	6.5	82.2	315.00	4,100	3,900	4,200
Vermont	28.5	69.0	2.5	59.0	240.00	2,975	2,690	3,350
Alabama	75.5	21.2	3.3	25.4	164.00	2,625	2,330	2,950
Arizona	27.1	63.8	9.1	66.6	280.00	4,200	4,000	4,600
Arkansas	52.5	41.4	6.1	41.5	125.00	2,260	2,000	2,400
California	52.7	45.3	2.0	45.8	341.00	5,050	4,650	5,400
Colorado	17.1	73.1	9.8	77.2	293.98	3,600	3,400	3,900
Delaware	85.6	13.1	1.3	13.3	335.00	4,395	4,039	4,401
Florida	50.7	45.3	4.0	43.5	230.00	3,800	3,650	3,850
Georgia	74.7	23.0	2.3	23.6	160.00	3,000	2,675	3,250
Idaho	25.0	71.5	3.5	71.3	227.57	3,497	3,224	3,771
Illinois	20.3	78.9	0.8	79.5	305.00	4,500	4,250	4,600
Indiana	33.2	65.5	1.3	50.2	255.00	4,185	3,900	4,350
Iowa	11.0	87.6	1.4	87.4	285.00	3,260	2,800	3,801

Table I Summary of Data on School Revenues and Expenditures  
in Maine and the Other States - continued

	Per Cent Revenue by Source 1953-1954 (1)			Per Cent School Revenue from Property Tax 1953-1954 (1)	Current Expense Per Pupil in ADA 1954-55 (2)	Estimated Average Teachers Salaries 1954-1955 (2)		
	State	Local	Federal			Instructional Staff (4)	Classroom Teachers	
						Elementary	Secondary	
Kansas	21.4%	75.1%	3.5%	76.5%	\$265.00	\$3,460	\$3,065	\$3,790
Kentucky	42.4	52.9	4.7	54.4	150.00	2,625	2,300	2,900
Louisiana	66.1	30.3	3.6	29.5	247.00	4,100	3,725	4,100
Maryland	31.2	59.9	8.9	65.4	242.00	4,275	4,015	4,315
Michigan	53.9	45.3	0.8	41.4	266.66	4,400	4,100	4,625
Minnesota	29.5	69.7	0.8	68.7	320.00	3,600	3,100	4,100
Mississippi	51.7	42.2	6.1	29.5	131.00	2,200	1,880	2,400
Missouri	31.5	66.1	2.4	55.0	242.00	3,320	3,060	3,700
Montana	27.0	69.2	3.8	70.4	309.00	3,610	3,350	4,055
Nebraska	6.3	89.6	4.1	95.0	250.00	3,000	2,600	3,700
Nevada	39.4	42.5	18.1	64.9	276.00	4,165	3,977	4,367
New Jersey	16.6	82.4	1.0	82.4	349.00	4,470	4,200	4,775
New Mexico	84.2	14.2	1.6	14.9	280.00	4,436	4,280	4,420
New York	41.2	58.0	0.8	55.1	360.00	5,050	4,700	5,375
North Carolina	79.9	18.2	1.9	15.2	168.00	3,329	3,240	3,415
North Dakota	29.6	68.8	1.6	69.2	260.00	2,850	2,600	3,350
Ohio	32.2	66.9	0.9	66.5	250.00	4,100	3,800	4,250
Oklahoma	32.3	63.9	3.8	44.4	225.00	3,511	3,325	3,625
Oregon	29.9	68.2	1.9	69.5	340.00	4,300	4,000	4,320
Pennsylvania	43.4	55.9	0.7	43.5	298.86	4,141	3,850	4,180
South Carolina	64.6	27.6	7.8	29.0	176.00	2,975	2,700	3,200
South Dakota	11.6	85.0	3.4	83.1	275.00	2,950	2,700	3,400
Tennessee	65.0	31.9	3.1	27.9	151.00	2,800	2,525	3,200
Texas	56.9	38.2	4.9	45.1	253.27	3,975	3,740	4,050
Utah	42.2	52.9	4.9	60.8	230.00	4,041	3,790	4,076
Virginia	43.3	50.1	6.6	51.2	185.00	3,250	3,000	3,370
Washington	63.4	31.0	5.6	28.6	304.00	4,400	4,195	4,585
West Virginia	64.1	33.9	2.0	34.6	178.00	3,060	2,750	3,280
Wisconsin	19.3	78.5	2.2	80.3	291.00	3,840	3,425	4,290
Wyoming	36.5	45.5	18.0	81.1	380.00	3,575	3,300	3,875
Dist. of Columbia	--	--	--	--	285.00	--	--	--

Table I Summary of Data on School Revenues and Expenditures  
in Maine and the Other States - continued

	Estimated	Total	Per Cent	Per Capita	Per Child	Estimated Public School		
	Public	Personal	School			Enrollment		
	School	Increase	Expenditures			5-17	1954-55 (2)	
Expenditures	(millions)	of Total	Personal	Years of	Elementary	Secondary		
	(thousands)	(3)	Personal	Personal	Age (3)			
	1954-55 (2)	1954 (3)	Increase (3)	Increase (3)				
U. S. Average (Total)	\$ 7,020,296	\$ 285,368	2.46%	\$ 1,770	\$ 7,947	21,792,170	8,128,987	30,011,152
Maine	32,000	1,328	2.41	1,492	6,415	134,940	38,060	173,000
Connecticut	94,500	5,159	1.83	2,361	11,698	231,000	126,000	357,000
Massachusetts	175,000	9,466	1.85	1,922	9,709	472,000	226,000	698,000
New Hampshire	20,901	883	2.37	1,605	7,483	59,290	24,443	83,733
Rhode Island	33,000	1,526	2.16	1,823	9,304	75,710	37,290	113,000
Vermont	15,000	531	2.82	1,408	5,966	52,500	18,057	70,557
Alabama	100,000	3,274	3.05	1,091	3,959	448,970	254,677	703,647
Arizona	47,000	1,468	3.20	1,582	6,274	158,000	39,500	197,500
Arkansas	45,100	1,760	2.56	979	3,592	271,000	155,000	426,000
California	770,000	27,026	2.85	2,162	10,640	1,728,400	483,400	2,261,800
Colorado	77,400	2,528	3.06	1,686	7,592	224,000	68,000	292,000
Delaware	18,200	880	2.07	2,372	11,429	35,372	22,549	57,921
Florida	134,308	5,313	2.53	1,610	7,558	444,000	252,000	696,000
Georgia	120,000	4,460	2.69	1,237	4,725	663,800	221,200	885,000
Idaho	28,811	857	3.36	1,433	5,494	103,176	35,883	139,059
Illinois	390,000	19,812	1.97	2,155	10,612	1,132,400	357,600	1,490,000
Indiana	179,000	7,769	2.30	1,834	8,239	569,400	210,600	780,000
Iowa	142,000	4,443	3.20	1,667	7,505	411,000	130,000	541,000
Kansas	90,518	3,417	2.65	1,689	7,801	285,225	92,822	378,047
Kentucky	78,550	3,620	2.17	1,216	4,720	494,534	115,968	610,502
Louisiana	128,000	3,751	3.41	1,302	5,028	460,000	115,000	575,000
Maryland	110,028	5,045	2.18	1,940	8,820	289,037	164,763	454,800
Michigan	320,000	14,172	2.26	2,017	9,010	879,000	445,500	1,324,500
Minnesota	168,449	5,148	3.27	1,644	7,251	368,945	210,357	579,302
Mississippi	59,243	1,856	3.19	873	3,093	451,000	91,000	542,000
Missouri	148,000	7,122	2.08	1,747	8,418	575,000	157,000	732,000
Montana	37,000	1,070	3.46	1,729	7,279	89,614	29,028	118,642
Nebraska	61,000	2,234	2.73	1,635	7,522	195,000	60,000	255,000
Nevada	10,508	507	2.07	2,414	11,791	33,289	8,898	42,187
New Jersey	253,000	11,769	2.15	2,219	11,251	670,000	169,000	839,000

Table I Summary of Data on School Revenues and Expenditures  
in Maine and the Other States - continued

	Estimated Public School Expenditures (thousands) 1954-55 (2)	Total Personal Increase (millions) 1954 (3)	Per Cent School Expenditures of Total Personal Increase (3)	Per Capita Personal Increase (3)	Per Child 5-17 Years of Age (3)	Estimated Public School Enrollment 1954-55 (2)		
						Elementary	Secondary	Total
New Mexico	\$ 44,254	\$ 1,079	4.10%	\$ 1,387	\$ 5,042	149,207	38,273	187,480
New York	760,000	34,228	2.22	2,163	11,319	1,556,000	860,000	2,416,000
North Carolina	153,265	5,028	3.05	1,190	4,477	798,417	219,650	1,018,067
North Dakota	31,000	753	4.12	1,186	4,736	93,555	27,945	121,500
Ohio	340,000	17,293	1.97	1,983	9,267	1,031,827	469,580	1,501,407
Oklahoma	98,091	3,187	3.08	1,466	6,047	410,000	125,000	535,000
Oregon	97,700	2,881	3.39	1,757	8,025	249,287	78,611	327,898
Pennsylvania	469,800	19,604	2.40	1,785	8,468	1,171,868	637,000	1,808,868
South Carolina	81,500	2,414	3.38	1,063	3,737	410,698	142,791	553,489
South Dakota	32,000	895	3.58	1,332	5,629	101,000	31,000	132,000
Tennessee	99,630	4,074	2.45	1,212	4,816	599,643	140,657	740,300
Texas	365,570	13,350	2.74	1,574	6,586	1,313,733	351,096	1,664,829
Utah	40,500	1,130	3.58	1,483	5,650	119,799	72,033	191,832
Virginia	120,000	5,269	2.28	1,480	6,206	540,000	180,000	720,000
Washington	133,797	4,934	2.71	1,949	8,922	372,431	112,368	484,799
West Virginia	75,173	2,452	3.07	1,232	4,626	298,000	159,000	457,000
Wisconsin	143,000	6,188	2.31	1,706	7,677	401,000	160,000	561,000
Wyoming	22,000	530	4.15	1,779	7,361	54,000	16,000	70,000
Dist. of Columbia	26,500	1,885	1.41	2,220	12,736	66,103	38,388	104,491

Table I Summary of Data on School Revenues and Expenditures  
in Maine and the Other States - continued

- (1) U. S. Department of Health, Education and Welfare, Office of Education.  
"Public School Finance Progress of the United States", 1955
- (2) Research Division, National Education Association,  
"Advance Estimates of Public Elementary and Secondary Schools for the School Year, 1954-55  
as Revised February, 1955."
- (3) Includes principals, supervisors and classroom teachers.
- (4) National Education Association, Research Division.

## SECTION IV

### FINANCING PUBLIC EDUCATION IN THE STATE OF MAINE

Following the consideration of the principal conditions and characteristics of the school system and school finances in the state as presented in the preceding section of this report, this section presents more specifically, the analysis of school finances and proposals for constructive improvements in the school finance system.

As indicated previously, the matter of financing schools is not separate from the other elements in the administration and operation of the schools. The matter of school finances must be considered, and appropriate finance system developed, in the light of such elements as the organization for administration and supervision of the schools, the appropriate standards of educational program to be maintained in order to assure proper educational return and opportunity for all children throughout the state, the adequacy and availability of qualified supervisory and teaching personnel, the existing differences among school units, and the ability of local communities to support their schools. The school finance system should also be devised in a manner to stimulate improvement in the administration and operation of the schools and to avoid encouraging the continuance of unsatisfactory conditions.

In reporting on the financing of schools, and on developing proposals for strengthening the school finance system, the main elements which influence the effectiveness of the school finance system have been considered and are reflected in the following.

The ultimate accomplishment of the most effective school finance system will depend in part on improvements in other elements of school administration and operations. However, positive steps can and should be taken to initiate the program to strengthen the financing of schools as such and concurrently to provide for necessary improvements in other elements in the administration and operation of schools throughout the state. Such steps are set forth in this and subsequent sections of the report.

#### Present School Finance System in Maine

In order to define the present system for financing schools in the state, the following summary identifies the several sources of school revenue utilized by the towns and cities and describes the basis on which such revenues are determined.

In summary, the revenues for school operations are derived from the four following main sources: (1) town appropriations, (2) state aid, (3) other town revenues, and (4) tuition payments between towns.

The amounts of funds from these sources during 1954-55 were as follows:

	<u>Amount</u>	<u>% of Total</u>
Town School Appropriations . . . . .	\$24,157,967	69.4%
State General Purpose Aid . . . . .	7,256,671	20.8
Other State Aid . . . . .	504,023	1.4
Other Town Revenues . . . . .	<u>2,914,722</u>	<u>8.4</u>
	\$34,833,383	100.0%
Tuition Receipts (offset by expenditures from above revenues)	1,258,444	

Town School Appropriations - Are the funds appropriated by each of the towns to finance its school budget, after allowing for estimated receipts from state aid and any other revenue sources. These funds are obtained almost entirely from the property tax levy made by the respective towns. The tax rate required by each of the towns to support the schools is determined by the amount of the school budget and the assessed property valuation in the town. There are no constitutional or statutory limitations on local property tax rates for schools or other municipal purposes.

The State General Purpose Aid - Represents the major financial contribution by the state government to the towns and cities for the operation of public schools and the payment of tuition or contract charges at private academies for pupils educated at public expense.

Through the years, state school aid has been furnished to municipalities under different plans and formulas. The present procedure and formula for distributing the state general purpose aid to municipalities is set forth in Section 237 of Chapter 41, Revised Statutes 1954, as amended, as follows:

"Section 237. General-purpose educational aid; minimum salaries for teachers; reimbursement for professional credits. -- On the basis of information available in the office of the commissioner on September 1st for the 2 years next preceding and biennial convening of the legislature, as provided in returns of educational statistics required by him, the commissioner shall apportion subsidies to the cities, towns, plantations and community school districts of the state according to the following plan:

"The several cities, towns and plantations shall be divided into 24 classifications according to their valuations per resident school child being educated at public expense. The valuation shall be as determined by the Board of Equalization in the statement filed by it, as provided in section 67 of chapter 16 and effective on September 1st, except that the distribution for the fiscal year beginning July 1, 1955 shall be based on the Board of Equalization's statement filed on December 1, 1952, and in accordance with the provisions of this section as they existed on January 1, 1955 and the distribution for the fiscal year beginning July 1, 1956 shall be based on the Board of Equalization's statement filed on December 1, 1954, and the number of children shall be the average of the last 2 enrollment reports of pupils being educated at public expense on April 1st annually.

"Except as above provided for the fiscal years beginning July 1, 1955, and July 1, 1956, for each classification the subsidy allocation shall be the same for each of the two years of the biennium and shall be a percentage of the average educational costs of the municipality for the preceding 2 years, excluding costs of capital outlay, rent, debt service, repairs and certain equipment, and deducting incidental receipts. The cost of vocational education shall be the average of local appropriations for the 2-year period designated in the 1st paragraph of this section.

"The range of classifications and percentage allocations for the payments of subsidy for the fiscal year beginning July 1, 1956 and thereafter shall be as follows:

<u>Class</u>	<u>State valuation per resident pupil</u>	<u>Percentage of State support of educational operating expenditures</u>	<u>Class</u>	<u>State valuation per resident pupil</u>	<u>Percentage of State support of educational operating expenditures</u>
1	\$3,000 and under	65%	13	\$ 7,126 - \$ 7,500	35%
2	3,001 - 3,375	62-1/2	14	7,501 - 7,875	32-1/2
3	3,376 - 3,750	60	15	7,876 - 8,250	30
4	3,751 - 4,125	57-1/2	16	8,251 - 8,625	28
5	4,126 - 4,500	55	17	8,626 - 9,000	26
6	4,501 - 4,875	52-1/2	18	9,001 - 10,000	24
7	4,876 - 5,250	50	19	10,001 - 11,000	22
8	5,251 - 5,625	47-1/2	20	11,001 - 12,000	20
9	5,626 - 6,000	45	21	12,001 - 13,000	18
10	6,001 - 6,375	42-1/2	22	13,001 - 14,000	17
11	6,376 - 6,750	40	23	14,001 - 15,000	16
12	6,751 - 7,125	37-1/2	24	15,001 and over	15

"That portion of the allocation made under this section to any city, town or plantation which is a member of a community school district, because of its share in the allowable operating costs of the community school, shall be paid to the community school district and shall be credited to the municipality's share of costs for the purposes specified in this section.

"Each city, town, plantation and community school district shall employ only certified teachers and shall pay such teachers, except substitute teachers as defined by the State Commissioner of Education, the minimum salaries as follows:



Years of teaching experi- ence	Teachers			
	Certified teachers	Teachers with 3 years of pro- fessional study beyond high school	Teachers with four years of professional study beyond high school and with a bachelor's degree	Teachers with an earned master's degree
0	\$1,600	\$2,000	\$2,400	\$2,400
1	1,700	2,100	2,500	2,500
2	1,800	2,200	2,600	2,600
3	1,900	2,300	2,700	2,700
4		2,400	2,800	2,800
5			2,900	2,900
6			3,000	3,000
7			3,100	3,100
8			3,200	3,200
9				3,300
10				3,400
11				3,500
12				3,600

"Notwithstanding the provisions of this paragraph no town shall be required to increase the salary of any teacher more than \$300 in any one school year. Any city, town, plantation or community school district which fails to comply with any of these conditions shall have deducted from its apportionment a sum equal to that by which it is delinquent.

"After providing an opportunity for a hearing, the board, on recommendation of the commissioner, may adjust the state subsidy to a municipality or community school district when, in the opinion of the board, the expenditures for education in such municipality or district show evidence of manipulation to gain an unfair advantage or are adjudged excessively.

"Whenever any certified teacher completes, within any 2-year period, 6 credit hours of additional professional work approved by the commissioner and receives supplementary financial assistance in an amount not less than \$50 from a municipality or community school district, the municipality or community school district shall receive reimbursement of \$50 from the state for such expenditure at the next distribution of state funds; provided further, that the renewal of each teaching certificate shall be conditional on the completion of at least 6 semester hours of professional study within each period of 5 years, excepting that

- I. Teachers qualifying for standard grade certificates, completing 18 semester hours of post-baccalaureate study, and teaching successfully for not less than 4 years, and
- II. Certified teachers who have taught successfully for not less than 25 years may be declared eligible to a 10-year term certificate, renewal of which being conditional upon the presentation of evidence of professional improvement acceptable to the commissioner.

"If the employment of teachers under permits or other special license is authorized by the board, the said board shall have the authority

to prescribe minimum salaries and other regulations for this class of teachers.

"It is the intent of the legislature that the formula contained in this section shall serve as a guide for the allocation of such appropriations as may be made by successive legislatures with respect to this school subsidy payment, and it is not the intent of the legislature to guarantee to the several cities and towns any more or any less than the sum total so appropriated.

"Subject to the foregoing provisions of this section, the board may make such reasonable regulations as are deemed necessary for carrying out the purposes and provisions of this section. (1955, cc. 70,449)"

Section 240 of chapter 41, Revised Statutes 1954, as amended, further states the purposes for which the state general purpose school aid may be used as follows:

"Sec. 240. State money expended by towns. -- Amounts received by the towns from the state for general-purpose aid may be expended by said towns, in conjunction with such funds as the towns shall raise and appropriate, for the following purposes in both elementary and secondary schools: the payment of teachers' salaries, the board, fuel, janitors' services, conveyance cost, school bus purchases, tuition, board of pupils, textbooks, reference books, school supplies for desk or laboratory use, public utility services, flags, replacement of instructional equipment, fire insurance, compensation of superintendent and his assistants, school committee and office, attendance officer and medical inspection.

The unexpended balance of all moneys raised by towns or received from the state for the above purposes shall be forwarded and credited to the same school resources for the ensuing year."

As set forth in the law, the amount of general purpose school aid to be provided to any municipality is determined by the two factors of (1) the amount of money the municipality actually spent for the education of its resident pupils and (2) the percentage of state support allowed in the formula on the basis of the ability of the municipality to support its schools as measured by the state valuation per resident pupil in the municipality. The sliding scale of percentage of state support providing larger percentages of state aid to the less able communities provides the equalization feature in the present law to give greater assistance where it is most needed.

A second feature of the general purpose aid law is that it prescribes the minimum teachers salaries which must be paid by the municipalities as a requirement to qualify for the full amount of general purpose school aid.

While the law on general purpose school aid prescribes the method for distributing to municipalities the amount appropriated, and does not prescribe the amount of appropriation itself, the experience has been that the amounts appropriated have equalled approximately one hundred per cent of the amount computed under the formula.

The school revenues item of other state aid includes state funds provided to municipalities under the law for the following purposes:

- (1) Professional credits for teaching positions
- (2) Temporary residence
- (3) Superintendents of school unions (\$1,350 toward salary)
- (4) Vocational education assistance (including federal funds)
- (5) Special education of physically handicapped children.

The school revenue item of other town revenues includes miscellaneous and incidental receipts other than town appropriations and state aid, such as interest on local school trust funds, gifts, tuition, and payments by the federal government to communities affected by federal installations.

The school revenue item of tuition is a revenue item to the municipalities which receive and educate the children and is an expenditure item to the municipalities which send children to other municipalities for their schooling. With few exceptions, such tuition charges are for secondary school training.

As an item in the state-wide school finance system, the total tuition receipts of the receiving towns are offset by the total expenditures for tuition by the sending towns. Although this financial balance exists for the state as a whole, the feature of tuition payments or receipts is of considerable significance to many of the individual towns.

In order to establish uniformity among the several towns in determining the tuition payments for students educated in towns other than their town of residence, the law prescribes the basis for the maximum amounts that may be charged by the receiving towns. Such maximum by the receiving school shall be the average cost per pupil for the preceding year, but may not exceed (a) the average cost per pupil in all secondary schools if the enrollment of tuition pupils is less than 10% of the total enrollment of the receiving school or if the receiving school does not offer at least three courses of study of which two are industrial or occupational, or (b) 115% of the average cost per pupil in all secondary schools if the enrollment of tuition pupils is 10% or more of the total enrollment of the receiving school. For this purpose, the average cost per pupil is computed as the amounts paid for teachers' salaries, fuel, janitor service, textbooks, supplies, utility services, insurance premiums and 6% of the insured values of the school buildings and equipment divided by the total average daily membership of the school.

In practice, many of the receiving towns charge less than their actual average cost per pupil or other authorized maximum. This is done on the premise that the tuition pupils do not add a proportional amount to the secondary school costs and that the tuition receipts are really a supplemental revenue from sources other than the receiving town's appropriation. This is true when the number of tuition pupils does not require additional teaching positions or additional classroom or other space.

In view of the practices in these communities and the fact that the state law excludes some cost elements in computing tuition, the sending towns generally pay less per pupil than do the receiving towns. This is particularly inequitable in cases where the receiving towns have substantial debt service costs for new school construction.

The matters of the tuition students, the calculation of tuition charges, and the differences and possible inequities in costs for tuition students are directly related to the subject of local organization and geographical extent of school districts.

### Characteristics of a Sound School Finance System

Based on the practices, experience and needs in school finances throughout the country, certain basic principles have been developed as characteristic of a sound school finance system. Of major importance among these principles is the fact that the school finance system is an integral part of and directly related to the program for school administration and the determination of the quality of school program. The school finance system should in addition to providing independent determination and accounting for school funds, be an influencing force for continual improvement in school programs and in their administration and operation.

The following principles include major features which should be provided for in a sound plan of school financing.

(1) The plan for financing schools should assure that reasonably adequate and well rounded educational opportunity is available for all children, with provision for a satisfactory program and adequate level of support.

(2) The responsibility for and burden of financial support should be equitably distributed among all taxpayers and taxing units, representing appropriate local tax effort and state participation. This requires an equalization feature for the distribution of state aid to provide proportionately more assistance where the need is greatest.

(3) The school finance system should assure the maximum efficiency, economy and educational return and particularly should encourage efficient organization and administration of schools at the local level.

(4) The finance plan should encourage local initiative and responsibility for public education without legal restrictions or interference. At the same time it should establish and require that a satisfactory minimum school program and equitable local support should be provided by the respective communities. The plan for a satisfactory minimum foundation program should not be restrictive in detail, and should enable local units to emphasize the different elements of the school program in accordance with their needs.

(5) The program should provide for continuous evaluation, sound administration and long range planning based on competent research.

### Strengths and Weaknesses of Present School Finance System

In evaluating the present school finance system and the results obtained, several features stand out as definite strengths and weaknesses. These are related primarily to the formula and application of the state general purpose school aid.

The main strengths in the present school finance system include the following:

(1) The equalization feature in the state general purpose aid formula is effective in providing proportionately more state aid to municipalities where the needs are greatest.

(2) The formula for computing state general purpose aid is simple and the amounts of state aid under the formula are reasonably predictable.

(3) The emphasis on actual costs and experience of the municipalities as one factor in computing state aid recognizes to an extreme the initiative and responsibility of the municipalities for their respective school programs.

(4) The absence of limitations on tax rates for school operations avoids the possibility of placing unrealistic restrictions on the municipalities.

(5) As indicated later, the measurement of the relative ability of municipalities to support their schools on the basis of state valuation per pupil is a sound and practical basis and encourages effective practices for assessment equalization throughout the state.

The main weaknesses in the present school financing system include:

(1) The law and formula for the distribution of state general purpose aid does not define what the state is buying, or the level of school programs in which the state participates, other than a percentage of the amount each municipality spends for schooling of its resident pupils. This means that there are 490 standards of school programs and costs in which the state participates financially (one for each town). Under this law and formula, the state may and does participate to a maximum financial extent in certain inadequate and inefficient school programs. This feature of the law has been referred to as a "blank check" provision.

(2) Without the definition of the minimum or foundation school program in which the state will participate, the state general purpose aid law is not directed to equalize the educational opportunity for all children throughout the state.

(3) With the exception of teachers salaries and a few requirements on length of school year and courses, the state law does not require any minimum school effort or program by the municipalities, and wide variances exist and result in wide differences in school programs.

(4) The continued emphasis on town and city governments as the school administrative units tends to encourage the continuance of inadequate and inefficient school administration and operations at the local level.

(5) The inclusion of provisions for minimum teachers' salaries in the general purpose aid law is good. However, the level at which these minimums are prescribed is not in keeping with the needs and practices in the state.

(6) The State Department of Education is not sufficiently staffed nor has it devoted sufficient effort on planning and research work either to assure proper evaluation or administration and maintenance of a most effective school finance system.

Any adjustments in the school finance system and particularly the law and formula for state general purpose school aid should retain the strong features and should correct the weaknesses in the present law.

#### Definition and Basis for School Foundation Program

The basic weakness in the present school finance system in Maine lies in the fact that the general purpose aid law does not define the minimum school program which should be available to all children and in which the state government should participate financially, and accordingly, that the law is not directed to equalize the educational opportunity throughout the state. The general purpose aid law should be revised to provide such a definition and to prescribe the distribution of state funds to municipalities in terms of a share of the cost of such minimum program.

This approach to school financing and the basis for determining the total amount and distribution of state school aid is not unusual and is practiced successfully by many other states. This is generally referred to as a foundation program of school financing.

While there are many variations among the several state systems, the following general characteristics are normally found in school foundation programs:

(1) A minimum educational program which the state guarantees to every school district or municipality, usually expressed in terms of cost per pupil or cost per classroom or teacher unit. This is usually called the basis or foundation program.

(2) A minimum local tax effort which must be made before a district or municipality is eligible to receive state funds.

(3) A flat grant to most or all local districts or municipalities, usually on a per pupil or per teacher basis.

(4) An equalization of grants to provide the local district or municipality with the funds needed to pay the difference between cost of the minimum foundation program and the amount produced by the prescribed local tax effort.

As the basic definition, the foundation program consists of the minimum educational program or the amount of education to be supported through joint state and local financing.

The basic foundation program is the minimum which the state seeks to assure schooling for each child. In terms of dollar amounts, it is the level of school expenditure which the state will share with each school district or municipality. It is also a level of expenditure which each district or municipality should provide if it is to receive the maximum of state assistance available to it.

It must be emphasized and clearly understood that the foundation program plan for school financing is a proven method or basis for determining the estimated cost of minimum school programs throughout the state, and for establishing the amount of state aid for schools and its apportionment among the

several school districts and municipalities. The foundation program is not intended and should not be used for establishing the school budgets of the individual school districts and municipalities.

Under a foundation plan of school financing, there should be no intent or expectation that identical educational programs will exist in the respective school districts and municipalities. This is primarily due to the facts that (a) as a minimum program the state seeks to have no district or municipality fall below it, but also encourages the communities to exceed the minimum according to their own initiative and resources, and (b) the various conditions and needs throughout the state naturally cause a foundation program to be applied without uniform results in all schools. These factors are actually constructive under a decentralized school system and accomplish one objective of a sound school finance system to encourage local initiative and responsibility for public education.

In view of the decentralization of responsibility for school administration and financing, which should be continued and strengthened, the definition and character of the foundation program should be devised so that it will be compatible with local initiative and will encourage improvement in school administration and operations at the local level. This requirement determines the extent to which a foundation program should be expressed in detail for the respective school activities or in total values with breakdowns among school activities to be determined by the respective school districts or municipalities in accordance with their needs.

With the policy and plan of decentralized school administration and the practice in Maine of emphasizing the responsibilities of local jurisdictions, the foundation program should be expressed in terms of total values within which or above which the school districts and municipalities will establish their specific school programs. Under this plan, the state will establish a foundation program in dollars sufficient to support an adequate minimum program. The educational level actually attained will depend upon the local initiative as well as upon the leadership and guidance provided by the state.

While the above should be a guiding policy in determining the character and method of expressing the foundation program, it does not mean that the state should condone inefficient and uneconomical operations nor should it participate in such school programs to the same extent that it does in the efficient operations. Rather, the school finance system should require that any excess costs of inefficiency be borne by the local jurisdictions which are responsible for such conditions, and should also encourage appropriate action to eliminate existing inefficiencies. In particular, this relates to excessive costs of operating small schools which would be unnecessary under proper local organization of school administrative units.

Although improved quality and equal opportunity of education throughout the state is an objective of a foundation program, its main purpose as the base for the school finance system requires that it be expressed in dollar terms. The foundation program as a base for the school finance system is chiefly a means of determining the fiscal target figure for educational expenditure.

With quality in education and efficiency in school administration and operations as the foremost considerations, it is necessary to determine a level

of educational expenditure which is sufficient to finance an adequate and well rounded minimum school program in the respective communities, to determine the appropriate share of such cost to be borne by the state and local governments respectively, and to establish an equitable basis for the distribution of state funds to the school districts or municipalities.

These main steps involve consideration of the following elements and alternatives:

(1) Determining Foundation Program Cost - Several methods may be used to determine the approximate cost of the foundation program for the state as a whole. The major methods consist of: (a) basing program costs on actual experience within the state, (b) pricing mandatory requirements, and (c) developing a hypothetical budget of major school expenditures which would provide for a satisfactory minimum foundation school program.

In view of reasonable question as to the adequacy of the present level of school expenditures in Maine and the absence of specific mandatory requirements or standards, the most effective approach is the plan to develop a hypothetical budget of major school expenditure items. This approach has the further advantage of determining the cost of a foundation program in terms of services provided, so that the legislature will know what these services and their costs are.

This does not mean that such services should be greatly detailed nor that state aid should be distributed with restrictions as to its use. Rather, it is an informed method of determining the total cost of a minimum program to be shared by the state and local governments.

Under the general budget plan of determining a foundation program cost, a first consideration must be the appropriate level of teachers' salaries. This is necessary because the cost item of instruction is a major factor and approximates 60% of a typical school budget. Also, for the school aid law to be most effective, the level of teachers' salaries used in calculating the cost of the foundation program should be directly related to the minimum teachers' salary law, which in turn should realistically reflect an appropriate and required level of teachers' salaries.

Other main elements to be considered in determining the cost of the foundation program are:

(a) The total scope of the program must be defined, particularly as to whether it will cover costs for capital outlays and special services, such as vocational education, adult education, school lunch, repairs and replacement of non-instructional equipment and facilities.

(b) The services and costs for student transportation must be separated from the basic educational program because of the wide differences in the number of pupils to be conveyed and the density of population and distances the pupils may have to be conveyed.

(c) The fundamental program and cost differences between the smaller and larger school units must be recognized, along with the impact of inadequate school organization at the local level. The generally higher costs per pupil



in the required small and isolated schools must be provided for, but at the same time the foundation program and state share of costs should not provide assistance for unnecessary costs or inefficient organization and operations.

(2) Determining State and Local Shares of Foundation Program Cost. The determination of the over-all division of the foundation program cost between the state and local governments is largely a matter of policy. This should be guided by the revenue sources available to the respective governments and the existing and anticipated loads on such sources of revenue. In particular, the experience and requirements on the property tax which is the major source of local funds will be a guide in determining the state and local shares of the foundation program cost.

(3) Basis for Distributing State Funds to School Districts and Municipalities - One of the principal objectives of the state aid program is to provide an equalizing influence under which proportionately more state funds will be made available to the less able communities. This requires that an effective measure of local ability be used to determine the proportionate share for state and local funds in each community. As in Maine, most of the other states use the state equalized property valuations and the prospective yield from the property tax as the measure of local ability. As indicated later, this is a sound practice which should be continued in Maine.

With the foundation program, the main basis for determining the amount of state funds to be provided to each district or municipality is to measure the difference between the total cost of the foundation program in the community and the yield from the property tax based on a prescribed minimum tax rate against the state valuation. Under such plan the local property tax yield will be smaller and the state share will be larger in the less able communities. This will accomplish the desired equalization effect and will retain the principle of equalization now well established in Maine.

Under this approach, a major element is to determine the minimum local tax effort or tax rate to be required of the several districts or municipalities. As one guide, the plan should provide for substantial local support to assure continued strong local interest in the operation of schools, consistent with reasonable requirements on the property tax.

Because of the wide variations in school programs, size and ability, particularly among the smaller towns, and in view of other findings and recommendations in this report which are directed to obtain more efficient school district organization, further consideration is necessary to deal with the practicality of establishing the same foundation program costs and basis for distributing state aid in the smaller towns as in the larger districts and municipalities.

These existing conditions, together with the practice in Maine that all municipalities share to some extent in the state aid, requires that consideration be given to the possible use of flat grants which are combined with or separate from the equalization grants. Flat grants usually provide a specified sum per pupil or per teacher without regard to local taxing capacity or ability.

Minimum Teachers' Salary Law

As indicated previously, the law on general purpose educational aid includes provision for minimum teachers' salaries which are required to be paid by the cities, towns and school districts throughout the state. Such statutory provision is a constructive feature in the state school finance system and should be continued and strengthened.

The element of level of teachers' salaries is a major consideration in the study of school finances, since it represents a major share of total costs and is also one of the principal guides for measuring quality of school program. From the standpoint of the state school finance system and state responsibility for the educational program and school financial assistance, the minimum teachers' salary law should provide a realistic level of teachers' salaries which will assure the necessary teacher employment in support of the foundation program, will be reasonably in line with practices throughout the state, and will minimize competition among the several school districts and municipalities.

As indicated in the later section on teaching personnel and teacher training, it is recommended that the minimum teacher salary law be amended to provide for the following schedules:

Proposed Minimum Salaries for Teachers

<u>Years of Teaching Experience</u>	<u>Certified Teachers</u>	<u>Teachers With 3 Years of Professional Study Beyond High School</u>	<u>Teachers With 4 Years of Professional Study Beyond High School and With a Bachelor's Degree</u>	<u>Teachers With an Earned Master's Degree</u>
0	\$2,200	\$2,600	\$3,000	\$3,200
1	2,300	2,700	3,100	3,300
2	2,400	2,800	3,200	3,400
3	2,500	2,900	3,300	3,500
4	2,600	3,000	3,400	3,600
5	2,700	3,100	3,500	3,700
6	2,800	3,200	3,600	3,800
7	2,900	3,300	3,700	3,900
8	3,000	3,400	3,800	4,000
9	3,100	3,500	3,900	4,100
10	3,200	3,600	4,000	4,200

The minimum teachers salaries as proposed above provide the basis for calculating the cost for instruction as part of the foundation program.

On the basis of the actual qualifications of present teachers in terms of training and experience, application of the proposed minimum salary law for teachers results in an average annual salary among all teachers of \$3,412. This compares with the actual average teachers salary in 1954-55 of \$2,879, or an increase of about 18%.

Based on the present relationship of average teachers salary in elementary and secondary schools to the over-all average, it is estimated that the proposed minimum salary law will result in an average elementary teachers salary of \$3,173 and an average secondary teachers salary of \$3,992. These compare with the average elementary teachers salary in 1955 of \$2,679 and the average secondary teachers salary in 1955 of \$3,381.

#### Measuring the Ability of School Districts and Municipalities to Support Schools.

As indicated previously, the system of state school aid which involves the principle of equalization requires that a sound and practical method be used for measuring the ability of local school districts or municipalities to support their schools. Such measurement of local ability serves as a means to vary the state aid to school districts and municipalities on the basis of their ability to support their schools.

Under the present law on general purpose school aid, local ability is measured by the state property valuation per resident pupil in the respective municipalities. Most other states where a program of equalizing school aid is in force similarly use property valuation, usually equalized by state action, as the measure of local ability. In a few cases, states have developed an economic index of local taxpaying ability rather than using equalized property valuations. These economic indexes use such factors as population, retail sales, motor vehicle registrations, values of farming, mining and manufacturing production, income tax returns and postal receipts.

As objectives, the measure of local ability should be equitable and uniform among the school districts and municipalities, relatable to the tax source, simple in application and administration, and based on information which is readily available for the respective taxing jurisdictions.

In order to check the validity of the approaches using state property valuations and other economic indexes, we have compared the state property valuations with information on value of manufactured and farm production and gross sales and use tax receipts as basic economic indexes. These comparisons are made by county since the data is not available for the individual municipalities.

The following table shows the comparison of state property valuations and the selected economic indices as measures of local ability to support schools:

County	State Valuation 1954		Value of Manufactured and Farm Products 1954		Gross Sales and Use Tax Receipts 1954-55	
	Dollars	% of	Dollars	% of	Dollars	% of
	(000)	Total	(000)	Total		
Androscoggin	\$ 168,400	9.0%	\$ 142,114	11.1%	\$ 1,264,704	8.9%
Aroostook	159,843	8.5	104,046	8.1	1,259,686	8.8
Cumberland	416,520	22.1	206,245	16.0	3,410,352	24.1
Franklin	35,503	1.9	27,249	2.1	229,842	1.6
Hancock	79,598	4.2	26,466	2.1	390,417	2.8
Kennebec	160,074	8.5	139,725	10.9	2,105,767	14.9
Knox	52,774	2.8	34,741	2.7	387,000	2.8
Lincoln	46,550	2.5	8,840	0.7	203,618	1.4
Oxford	89,365	4.8	78,969	6.2	480,975	3.4
Penobscot	213,553	11.4	158,493	12.4	2,197,898	15.5
Piscataquis	41,171	2.2	14,036	1.1	160,102	1.1
Sagadahoe	38,170	2.0	60,846	4.7	209,643	1.5
Somerset	89,477	4.8	62,313	4.9	372,109	2.6
Waldo	31,370	1.7	37,968	3.0	181,360	1.3
Washington	50,219	2.7	44,762	3.5	301,785	2.1
York	203,820	10.9	134,888*	10.5	1,021,721	7.2
<b>Total</b>	<b>\$1,876,406</b>	<b>100.0%</b>	<b>\$1,282,481</b>	<b>100.0%</b>	<b>\$14,176,979</b>	<b>100.0%</b>

\* - Excludes value of product at Portsmouth Naval Shipyard.

As indicated above, there is a high degree of correlation between the state valuation and the other indices as measures of local ability. In view of such high correlation, it is recommended that the state property valuation continue to be used as the basis for measuring the ability of school districts and municipalities to support their schools.

In addition to the validity of the state valuations as supported above, the use of state valuations as the measure of local ability is further justified by the facts that these property valuations are directly related to the property tax base which is the major source of local funds, that the data is readily available for all taxing jurisdictions, and that the use of this measurement factor is administratively most practical and simple. The validity of state valuations will be increasingly apparent as larger school administrative units are established.

#### Impact of Small School Administrative Units on School Finance System.

The organization for the administration, operation and financing of schools at the local level is one of the main elements to be considered in evaluating and strengthening the school finance system. It is a major factor in determining the quality of school program, the efficiency of school operations, and the

extent and level of revenue sources of the local jurisdictions, all of which are directly related to the effectiveness of the school finance system.

As indicated previously, the town and city government are the basic local jurisdictions responsible for public education in the state. The wide variations in size and financial ability among the several towns and cities are major handicaps in developing and applying a most effective school finance system.

In order to proceed with the strengthening of the school finance system along the constructive lines of a foundation program approach, the conditions caused by small school units and unsatisfactory organization at the local level need to be recognized in the initial application of the plan. Concurrently, provision needs to be made to correct these weaknesses so that the finance system will become fully effective and the educational program will be strengthened throughout the state.

The main handicaps to an effective school finance system caused by the many small administrative units include the following:

(1) With the large number of small and unsatisfactorily organized school units, there must of necessity be a wide range in the quality, content and cost of school programs among these units. Some of the differences are necessary in view of the geographical distribution of student population. Many other instances are not necessary and actually cause the major inefficiency in the expenditure of school funds. These conditions preclude accomplishing immediately the feature of a sound school finance system to assure the maximum efficiency, economy and educational return from the school program.

The existing differences and conditions result in the situation that the desirable minimum or foundation programs is not available to many children even though the state may participate to a major extent in the financing of such schools. With these conditions and the large number of poorly organized school units, it is not reasonable to expect that the state aid will accomplish the equalization of educational opportunity which is desired. Also, it is not justified for the state to participate excessively in the financing of schools where the quality of program can be strengthened and the cost either reduced or produce greater educational return by the primary action of improving the organization of school administrative units at the local level.

The effectiveness with which the state can discharge its responsibility for an adequate school program is directly related to the degree to which school administrative units are developed of a size and population and financial ability that permit efficient operation. It is increasingly recognized throughout the country that the school system must deal with a manageable number of reasonable size local units if the state financial aid is to insure the maintenance of minimum educational program and standards.

(2) A second handicap from the present large number of small school units is that the extremes in local ability to support schools are exaggerated. Improved organization into fewer and larger school administrative units would have the effect of spreading the property tax base and assuring the best and most equitable utilization of this local source of revenue.

Along with the extremes in ability to support schools, the wide differences in local effort (tax rate on state property valuation) among the towns in the state, even to provide a minimum and in many cases a substandard program, are caused in large part by the existence of the many small towns as school administrative units with very low property valuation or tax base available for the local support of schools.

The foundation plan for distributing state school aid on an equalization basis contemplates a greater uniformity in local effort to support the minimum or foundation school program. This is predicated on and requires the establishment of school districts or administrative units of appropriate size. Proposed criteria for proper school districts or administrative units are set forth in Section V of this report. With such school districts of appropriate size, organization and financial responsibility, the measurement of local need and local ability can be conscientiously made with greater uniformity.

Since the existing problems and handicaps to the most effective school finance system, and the provision of an improved school program, can be corrected by the primary action of establishing school districts or administrative units of appropriate size, organization and financial responsibility, the plan for state school aid should stimulate the proper adjustments in school district organization at the local level. The state financial assistance should not under any circumstances encourage the continuance of the present uneconomic school districts or administrative units.

In view of the conditions and handicaps indicated above, it is recommended that the following immediate steps be taken:

(1) The proposed school finance system and method of distributing state aid should assure proper recognition of both the needs and the inefficiencies of the small school units. This should primarily take two forms:

- (a) The foundation program cost in which the state will participate should be based on a higher cost per pupil for necessary small schools than for larger schools.
- (b) Until appropriate school districts are established, the small less able towns should be called upon to continue greater local effort in support of schools than the larger more effective school units.

(2) The school finance system should stimulate the establishment of appropriate school districts, primarily through the provision of state financial assistance for the construction of school buildings, when such construction is required in establishing the proper school districts.

(3) An additional incentive for school district reorganization should be provided through direct supplemental state aid to school districts which become properly organized in line with criteria to be established therefor.

(4) As recommended in the later section on school district organization, legislation should be enacted to provide for school district reorganization and the necessary supplemental study at the state and local levels to specifically identify the appropriate school districts or administrative units which should be established.

## Calculation of Estimated Cost of Foundation Program for Maine.

As the first step in estimating the costs of a desirable minimum or foundation program for the state as a whole, we have established the scope of program to be jointly financed by the state and local governments and the minimum requirements expected of all school districts or municipalities. These determinations include the following:

(1) The scope of program to be jointly financed by the state and local governments should include sub-primary through the twelfth grade, and costs for the operation and maintenance of schools which are now included under the law on general purpose school aid, excluding conveyance. These specific items of school expenditure are instruction, fuel, janitor service, tuition, board of pupils, board of teachers, text books, supplies, utility services, special education for physically handicapped children, flags, replacements of instructional equipment, fire insurance, supervision, and medical inspection. Excluded from the basic or foundation program are costs for vocational education (separate state aid), evening schools for adults, federal projects, school lunch, repairs and replacements of non-instructional equipment and facilities, fixed charges for rent, social security, liability insurance and others, capital outlays and debt service, and conveyance.

(2) State aid for conveyance should be provided to the school districts and municipalities on the basis of actual requirements and the same percentage of costs as determined for the foundation program. Actual requirements for conveyance should include costs for purchase of busses as at present.

(3) State aid for capital outlays or debt service for school construction should be made available separately from the foundation program, primarily as an incentive in the establishment of appropriate school administrative districts.

(4) The basic minimum requirements should be that the school districts or municipalities provide (a) a satisfactory number of teachers paid according to the proposed minimum teachers salary schedule and (b) the non-teaching services required to provide an effective school program. For purposes of estimating the foundation program cost for the state as a whole and the allowances per pupil, these are defined as follows for elementary and secondary schools in the school districts or municipalities according to the specified size groups:

Elementary Schools

Size Group, Based on Average Daily Membership	Teacher Quota (Pupils per Teacher)		(% of Cost for Instruction)*
	<u>Grades 1-8</u>	<u>Sub-Primary</u>	
1-15	1/school or town	-**	\$100/pupil
16-25	1/school or town	-**	50%
26-50	25	-**	40%
51-100	27	-**	40%
101-200	29	-**	40%
201-400	30	-**	40%
Over 400	30	60	35%

\* - Represents existing expenditure pattern, excluding costs for conveyance and tuition.

\*\* - Include with average daily membership for grades 1-8.

Secondary Schools

Size Group, Based on Average Daily Membership	Teacher Quota (Pupils per Teacher)	Non-Teaching Services
		(% of Cost for Instruction)*
1-15	2/school or town	\$150/pupil
16-25	2/school or town	40%
26-50	16	40%
51-100	18	40%
101-200	20	40%
201-400	22	40%
Over 400	22	35%

\* - Represents existing expenditure pattern, excluding costs for conveyance and tuition.

(5) The higher allowances per pupil under the foundation program for smaller schools should be allowed for necessary small elementary schools which are over ten miles from an elementary school in a neighboring town and for necessary small high schools which are over fifteen miles from a high school in a neighboring town, provided that means of transportation are not unduly hazardous. The per pupil allowance for small schools which do not meet these isolation criteria should be the average for all schools in the state.



On the basis of the above standards and the proposed minimum teachers salary schedule, the foundation program cost is estimated for the state as a whole, and the foundation program allowances per pupil are established, as follows:

Elementary Schools

<u>Size Group</u>	<u>Average Daily Membership</u>	<u>Cost for Instruction</u>	<u>Cost for Non-Teaching Services</u>	<u>Total Foundation Program Cost</u>	<u>Foundation Program Cost Per Pupil</u>
1-25	683	\$ 158,650	\$ 79,325	\$ 237,975	\$348
26-50	1,414	180,860	72,340	253,200	179
51-100	7,211	847,190	338,880	1,186,070	164
101-200	17,843	1,945,570	781,830	2,736,400	153
201-400	21,851	2,313,120	925,250	3,238,370	148
Over 400	86,807	8,586,140	3,005,150	11,591,290	134
<b>Total</b>	<b>135,909</b>	<b>\$14,040,530</b>	<b>\$5,202,770</b>	<b>\$19,243,300</b>	<b>\$142</b>

Secondary Schools

1-25	173	\$ 95,810	\$ 38,320	\$ 134,130	\$775
26-50	1,266	315,370	126,150	441,520	349
51-100	3,061	678,640	271,460	950,100	310
101-200	5,637	1,125,740	450,300	1,576,040	280
201-400	9,225	1,676,640	670,660	2,347,300	254
Over 400	13,233	2,403,180	841,110	3,244,290	245
Academies	5,059	918,160	321,360	1,239,520	245
<b>Total</b>	<b>37,654</b>	<b>\$ 7,213,540</b>	<b>\$2,719,350</b>	<b>\$ 9,932,890</b>	<b>\$264</b>

It is recommended that the foundation program allowances per pupil be established as follows:

<u>Size of School District or Municipality Based on Average Daily Membership**</u>	<u>Foundation Program Allowances Per Pupil</u>	
	<u>Elementary Schools</u>	<u>Secondary Schools</u>
1-15	\$3,173 + \$100/pupil*(1)	\$7,984 + \$150/pupil*(2)
16-25	\$4,760*(1)	\$12,000*(2)
26-50	179(1)	349(2)
51-100	164	310(2)
101-200	153	280
201-400	148	254
Over 400	134	245

\* - Value per school or town.

\*\* - Average daily membership in elementary or secondary school as applicable.

(1) - Compute at \$142 per pupil in ADM if within ten miles of neighboring school.

(2) - Compute at \$264 per pupil in ADM if within fifteen miles of neighboring high school.

In summary, the school foundation program in which the state will participate financially is estimated to cost in total about \$29,176,000 for elementary and secondary schools, excluding costs for conveyance.

In order to complete the estimate of school operating and maintenance costs in which the state will share, the cost for conveyance must be added to the basic foundation program cost. Conveyance costs totalled \$2,582,564 in 1954-55 and may reasonably be expected to increase by about 10% for the current year. This would add to the foundation program cost a cost for conveyance of about \$2,841,000.

On the basis of the above, the total cost for the basis foundation program plus conveyance is estimated at \$32,017,000 to be shared by the state and local governments.

This over-all estimate, computed by using averages for the respective groups of towns, will vary somewhat from costs computed for each town and totalled for the state as a whole. By applying the above foundation program allowances in each town, with 1955 enrollments and estimated conveyance costs, it is estimated that the total foundation program cost will be about \$32,500,000 per year. This compares with about \$29,600,000 spent in 1954-55 for similar school purposes, or an over-all increase of about 10%.

As another basic comparison, the following shows the per pupil costs for the foundation program, excluding transportation, and actual experience in 1954-55 for towns grouped according to size of school enrollment.

Size Group*	Costs per Pupil in Average Daily Membership			
	Elementary School		Secondary School	
	Foundation Program	Actual 1954-55	Foundation Program	Actual 1954-55
1-25	\$348	\$264	\$775	\$517
26-50	179	148	349	299
51-100	164	125	310	271
101-200	153	115	280	261
201-400	148	115	254	239
401-750	134	124	245	231
751-1000	134	136	247	232
Over 1000	<u>134</u>	<u>135</u>	<u>245</u>	<u>293</u>
Total	<u>\$142</u>	<u>\$129</u>	<u>\$264</u>	<u>\$260</u>

#### State and Local Government Shares of Foundation Program Costs

Having established the standards and total costs for the school foundation program throughout the state, the next step is to determine the method and amounts for the state and local shares of the foundation program cost. This involves consideration of present practices on state and local shares of school

costs, local tax effort in support of schools, the equalization of state aid to provide proportionately more state aid where the need is greatest, and the use of flat grants to assure state aid to all municipalities and to recognize the principles of sharing state revenues with the municipalities from which they come.

Some of the major factors to be considered include the following:

(1) Under the present law, the state general purpose school aid represents about 25% of school costs for operation and maintenance. This is in line with practice in the other New England states, but is lower than the national average.

(2) In 1954-55, municipal appropriations for school operations and maintenance totalled about \$22,400,000. This represented an average tax rate of \$12.41 per thousand on the 1954 state property valuation. The municipal tax rates for school operations and maintenance vary widely among the several towns, from an average of about \$9.00 in the most able communities to an average of about \$26.00 in the least able communities. It is difficult to conceive of the less able communities increasing their property tax rate for schools to any appreciable amount.

(3) Much of the variances in local tax effort for schools is caused by the inadequate and inefficient plan of local school administrative units. Greater equalization or uniformity in local tax effort should be predicated on proper school district organization.

(4) The present law on general purpose school aid sets a precedent for both flat grants and equalization aid for schools. Under this law, every town receives some state aid (at least 15% of operating costs) and thereby shares in the state revenues. The feature of equalization aid is accomplished through increasing the percentage of state aid to operating costs for the less able towns.

On the basis of these factors and consideration of alternative approaches, it is recommended that the state and local government shares of the foundation program costs should be established in line with the following principles:

(1) The state share in the foundation program cost plus conveyance costs should be in the neighborhood of 30% of such costs.

(2) The minimum state aid should be based on a flat grant of \$35 per resident pupil, which is slightly higher than the present state aid per pupil in the more able communities.

(3) The equalization aid, for any municipality or school administrative district not qualifying for the minimum flat grant, should be determined by deducting from the foundation program cost the local revenues from the property tax at a prescribed rate on the state valuation and other local revenues such as tuition, federal payments, and gifts. As an interim measure pending the establishment of appropriate school administrative districts, the prescribed rate on the state valuation should be established on a sliding scale, with higher rates for the less able communities as at present. When reasonable progress is made in establishing appropriate school administrative districts, the required local effort should be set at a single uniform rate.

(4) The state share of conveyance costs should be established as the same percentage of such costs as the percentage of state aid to the foundation program cost.

Specific Application of the Foundation Program Plan of School Finances in Maine

On the basis of the foundation program standards and allowances and the principles for determining the state and local government shares of foundation program costs, it is recommended that the amount and distribution of state general purpose school aid to each school administrative district or municipality should be determined as follows:

State school aid shall be the higher of:

- (1) a flat grant of \$35 per resident pupil, or
- (2) a total of the following formula - -
  - (a) Foundation program cost, including elementary, secondary and tuition allowances as appropriate.
  - (b) Minus yield from local property tax at specified rates on the state valuation\*
  - (c) Minus tuition receipts
  - (d) Minus miscellaneous receipts for school operating purposes, such as federal payments, interest from school land funds, gifts, etc.
  - (e) Plus the state share of conveyance costs based upon the percentage of state aid calculated from steps (a), (b), (c) and (d) above to the foundation program cost for the school district or municipality.

\* - In view of the general existence of inadequately organized school administrative districts, it is recommended that the required local tax rate on the state valuation be established on an inverse sliding scale, pending the establishment of appropriate school districts. This is recommended as an interim measure. When reasonable progress is made in establishing appropriate school districts, the required local effort should be set at a single uniform rate. The recommended tax rates for this computation are:

<u>Town Class, Based on State Valuation Per Resident Pupil</u>	<u>Tax Rate on State Valuation</u>
\$4,500 and under	\$20/ thousand
\$4,501 - \$7,500	\$18/ thousand
\$7,501 - \$9,000	\$16/ thousand
\$9,001 - \$15,000	\$14/ thousand
\$15,001 and over	\$10/ thousand

In applying the foundation program formula for any municipality, the following explanation and procedures are recommended:

- (1) The foundation program cost should be based on the average daily membership in elementary and secondary school for the school year preceding each biennium, multiplied by the applicable allowance per pupil.
- (2) In towns which do not operate a public high school, the costs for tuition as allowed under the present law should be included in the foundation program cost.
- (3) The deductions for local revenues from the property tax are self-explanatory.
- (4) The deductions for tuition receipts and other miscellaneous receipts should be the actual receipts for the school year preceding the biennium.
- (5) The conveyance costs used for computing the state aid for conveyance should be the actual conveyance costs for the school year preceding the biennium.

#### Effect of Proposed Foundation Program for School Financing

On the basis of the foundation program allowances, the formula for determining and distributing state school aid, and the school enrollments during the school year 1954-55, it is estimated that the state general purpose aid for the foundation program plus conveyance would total about \$10,445,000. Since school enrollments increased slightly more than two percent in 1956 over 1955, it is estimated that the total state aid under the foundation program will actually approximate \$10,700,000 per year.

The proposed state general purpose school aid of \$10,700,000 compares with \$7,256,068 in 1955 or an increase of about \$3,440,000 or about 47% increase. When compared with general purpose aid of \$7,390,600 in 1956, the proposed state aid is an increase of about \$3,310,000 or about 45% increase.

The additional state aid of about \$3,310,000 may be compared with an increase of about \$1,779,000 called for under the present general purpose school aid law for fiscal year 1957. This increase of about one and one-half million dollars is largely directed to equalizing the educational opportunity among the schools in the state.

In line with objectives for the school finance system to assist in strengthening school programs where the needs are greatest, it is important to note the effect of the proposed foundation program according to size of towns. In summary, the foundation program costs are substantially greater than present school costs in the smaller towns which are also predominantly the less able towns. Conversely, the foundation program costs are about the same and in many cases are less than the present school costs in the larger more able towns. Similarly, the increase in state aid to the municipalities under the proposed program will be proportionately greater to the smaller less able communities than to the larger more able communities.

More specifically, it is estimated that the relationship of the proposed foundation program costs and state aid to the actual costs and state aid in

1955 are as follows for towns with less than 200 elementary enrollment and more than 200 elementary enrollment.

	<u>Towns with Elementary Enrollment Under 200</u>	<u>Towns with Elementary Enrollment Over 200</u>
Foundation program over actual costs in 1955	+ 20%	+ 4.5%
Proposed state aid over actual state aid in 1955	+ 67%	+ 36%

In application of the proposed foundation plan to the individual towns and cities, there will be considerable differences in the amount of adjustment of state aid from the present state aid. Many towns will receive sizeable increases while others will receive less state aid than they had received in 1955. Such differences reflect the correction of existing inequities and the efforts to provide a greater equalization of educational opportunity throughout the state.

In view of the normal effects of such a change, it is suggested that consideration be given to the plan to provide that during a transition period no town or municipality will receive less state school aid than it did during the last biennium. Such special provision should be limited to the transition period of the next biennium.

In addition to the effect of the proposed program in terms of the foundation program costs and state aid, consideration must also be given to its effect on requirements for town appropriations or local property taxes in support of the foundation program. In most cases, the towns and cities will be required to increase their local effort along with additional state aid to support the foundation program level of education. However, there are many cases where the proposed program will make possible some property tax relief in individual towns even with a higher level of school costs. These are cases where the present local tax effort is considerably above the required tax rates on the state valuation. Although there will be opportunity for such property tax relief, experience in other states in undertaking a program of this kind indicates that the property tax relief will probably not be taken to the full extent it may be possible.

#### Educational and Administrative Standards Related to the Foundation Program

With the state government participating in larger amounts and a larger share in total school costs, it is reasonable that the state establish and supervise more closely appropriate standards of school program. This should not extend, however, to the detailed determination of specific school activities within such standards.

As a start in this direction, the present law effective in 1960 requiring accreditation of high schools is a basic reference.

Under the proposed foundation program, minimum cost standards and local tax effort are established to provide the basic or minimum program which should be available throughout the state. The specific activities within these costs are to be established by the local school committees.

In addition to the minimum educational and cost standards, consideration should be given to establishing administrative standards to assure the proper organization and supervision of schools at the local level. The initial action should be the setting forth of criteria for effective school administrative districts as recommended in the following section of this report. Following further study by the proposed school district reorganization commission and progress in the establishment of appropriate school administrative districts, such criteria may be adjusted and made administrative standards required of the several municipalities or groups of municipalities in the state.

#### State Financial Assistance on Consolidated School Construction and for Reorganized School Administrative Districts

As emphasized in this report, many of the weaknesses in the school finance system and the school programs throughout the state are caused by the inadequate and inefficient organization of school administrative units at the local level. It is also emphasized that the school finance system, to be fully effective, should assure the maximum efficiency, economy and educational returns, and should encourage efficient organization and administration of schools at the local level.

Since the complete effectiveness of the proposed school finance system depends on the establishment of appropriate school administrative districts as recommended in the following section of this report, it has been determined to recommend specific financial incentives to encourage such school district reorganizations. Such incentives should be in the form of state financial aid on consolidated school construction and supplemental state general purpose aid to reorganized school administrative districts.

With respect to state aid for consolidated school construction, it is recommended that such assistance should be made available on school construction which is required in connection with the establishment of school administrative districts under the criteria set forth in the following section.

Such state aid should be in the form of state participation in the debt service costs occasioned by such construction. The equalization principle should be applied to this construction assistance by providing that state aid for consolidated school construction will be determined as a share of the percentage which state aid for operations bears to the foundation program cost. It is recommended that state aid for consolidated school construction should initially be one-half of the percentage which the state aid for operations bears to the foundation program for the group of towns involved.

In the absence of specific needs and plans for school district reorganizations and construction, it is impossible to compute actual costs for such state aid. This information should be one of the results of the work by the school district reorganization commission. At the same time, this incentive should not be delayed.

In view of the probability that the school district reorganizations will be accomplished over a period of several years, and that initial requirements

for this state aid will not be too great during the coming biennium, it is recommended that an appropriation of \$125,000 should be made for this purpose for the next biennium. Authorization for the obligation and expenditure of these funds should be assigned to the State Department of Education on the basis of approved construction coupled with the establishment of an appropriate school administrative district in line with the criteria set up for the same.

In view of constitutional questions regarding the obligation of state funds and credit for future capital outlay or debt service costs, the towns or consolidated school administrative districts must approve by vote the full cost of the construction. The districts will in turn receive part of the debt service costs in the form of this state aid for consolidated school construction.

As a further incentive for proper school district reorganization, it is recommended that provision be made that the state general purpose aid for a consolidated district as computed on the foundation formula be increased by 10%. In addition to being a direct incentive for district reorganization, this provision will assist in equalizing the local effort required among groups of towns which form a school administrative district under the proposed criteria.

Like the consolidated school construction aid, it is impossible to estimate the exact financial requirements of this part of the program. Since the supplemental state aid will apply only to reorganized districts, it will not equal 10% of total state aid. Rather, it will be substantially below such figure. It is estimated that maximum requirements for this supplemental state aid would be in the neighborhood of \$400,000. It is recommended that an initial appropriation of \$100,000 be made for this purpose during the next biennium.

#### State Subsidy for Superintendents' Salaries

Under present law, provision is made for a subsidy of \$1,350 per supervisory union to be paid in effect as a part of the salary of the superintendent. The general purpose aid law also provides that the costs for supervision are included as costs for which the state general purpose aid shall be used.

In developing the cost standards or allowances for the foundation program, appropriate provision and sufficient funds are recommended to include state aid for supervision in the general purpose school aid. It is accordingly recommended that the present subsidy for superintendents' salaries should be discontinued.

The discontinuance of this special subsidy should not be interpreted that superintendents' salaries may be reduced, nor that the state is any less concerned about the necessity for high quality supervision over the respective school activities. On the contrary, no superintendent's salary should be reduced and in many cases higher salary levels may be in order. Also, one objective in the proposed school finance system and the reorganization of school administrative districts is to strengthen the supervision of schools at the local level, which requires appropriate salary levels for school superintendents.



## SECTION V

### SCHOOL DISTRICT ORGANIZATION

As indicated in the previous section on financing education in the state, the extent of proper or improper organization of school systems at the local level has a major impact on the effectiveness of the school finance system and on the quality of educational program offered in the respective schools.

The legislative resolve which called for this study to be made included provision for the study to be conducted with a view towards recommending methods and techniques of increasing the efficiency of expenditures of education funds. It is our firm and major conclusion that such substantial inefficiencies as exist in the expenditure of education funds are related to and caused by improper and inadequate organization of school systems at the local level. It is our concurrent conclusion and recommendation that the soundest and most effective means for overcoming many of the inadequacies of schools, correcting the major inefficiencies which exist, and assuring a sound and effective school finance system is to strengthen the organization of school systems at the local level.

#### Problems of Present Local Organization of School Systems

As indicated in the section on principal characteristics of the school system in the state, the town and city governments are the basic governmental units at the local level which are responsible for public education. With the exception of twenty three towns which have organized into six community school districts, each of the remaining 470 towns and cities constitutes the administrative unit for its schools. The following table is repeated to show the distribution of student enrollment among the towns and cities in the state, grouped according to size of enrollment.

Summary of Number of Towns  
and School Membership  
By Size of Town  
1954-55

<u>Elementary Schools</u>			<u>Secondary Schools*</u>		
<u>Size Group**</u>	<u>No. of Towns</u>	<u>Average Daily Membership</u>	<u>Size Group**</u>	<u>No. of Towns</u>	<u>Average Daily Membership</u>
0	22	-	0	311	-
1-25	50	683	1-25	12	173
26-50	38	1,414	26-50	36	1,266
51-100	97	7,211	51-100	44	3,061
101-200	124	17,843	101-200	38	5,637
201-400	76	21,851	201-400	32	9,225
401-750	47	26,339	401-750	10	5,767
751-1000	8	6,880	751-1000	2	1,766
Over 1000	27	53,588	Over 1000	4	5,700
	<u>489</u>	<u>135,809</u>		<u>489</u>	<u>32,595</u>

\* - Excludes academies

\*\* - Size groups based on average daily membership of schools in the respective towns.

The second main element in the local organization of school systems is the plan for supervisory unions, under which two or more towns are grouped together for the purpose of employing superintendents of schools and thereby providing for more adequate professional supervision over the school programs of the respective towns. While the plan of supervisory unions originally provided a continuous major strengthening of the school programs throughout the state, it now lags behind the more constructive plans of school district organization in many of the other states.

The main problems or weaknesses in the present plan of local school organization include the following:

(1) Many of the towns are so small in school population that it is impossible to expect them to provide an adequate educational program. This is particularly the case with respect to the many small secondary schools where teachers are required to teach several grades and subjects and special courses and subjects are almost non-existent. In addition to the lower quality of program, it is in this area where the main inefficiencies and uneconomical operations exist. During the course of the study we observed many instances where small elementary and secondary schools exist within reasonable distances of larger more efficient schools. These conditions are not justified and cause an unreasonable expenditure for generally inadequate schooling.

While considerable progress has been made in consolidation of elementary schools and reduction in the number of one room schools, there continues to be the need for further consolidations. Similarly and of equal if not greater importance is the need to reduce to the absolute minimum the number of small high schools.

(2) The many small towns with independent financial responsibility are the main cause for the great extremes in local ability to support schools and the wide differences in local tax burdens for schools. The continuance of the many small units precludes the most effective utilization of the property tax base for local financing of schools.

(3) The meager programs offered in many of the small towns are frequently more costly than the better programs provided in the larger towns and cities. While some higher cost small schools are necessary and must be provided for, many of the existing cases are not necessary and are simply inefficient and uneconomical operations.

(4) With the present plan of distributing state aid on the basis of actual school costs of the towns and a percentage scale based on ability, the entire state is asked to participate in the financing of the inefficient operations which are really the responsibility of individual towns.

(5) With the many small towns which do not operate high schools but send their high school students to neighboring towns on a tuition basis, the desired effect of local responsibility for schools is lost, since the sending towns do not participate in the policy making, administration and operations of the schools where their high school students are educated.

(6) While the school superintendents of supervisory unions provide the supervision of schools in two or more towns, they are not as fully effective as they should be. This is primarily due to the fact that they are independently responsible to the school committee of each of the member towns and must perform similar and duplicating administrative services for each of the towns. In working for and being responsible to more than one school committee, the superintendents must divide their efforts largely on administrative matters and their educational leadership is accordingly lessened.

#### Benefits of Larger School Districts or Administrative Units

Some of the benefits of larger school administrative districts include the following:

- (a) Permit larger schools within appropriate attendance areas and provide more adequate school programs.
- (b) Eliminate or minimize inefficient and uneconomical operations.
- (c) Provide for more effective supervision of educational programs, through the school superintendent and assistants which would be provided.
- (d) Appropriately spread the property tax base, assure the most effective utilization of the property tax as a local source of revenue, and reduce the extremes in local ability to support schools and the wide differences in local tax burdens.

- (e) Establish broader financial resources for school construction.
- (f) Reduce the amount of administrative detail now required by the school superintendents and by the Department of Education to administer the school finance system and other school operations and records.
- (g) Reduce if not eliminate the problems inherent in the provision of services and payments for tuition students, and provide more complete local responsibility for all schools.

#### Criteria for Appropriate School Districts or Administrative Units

In order to provide for appropriate objectives to be accomplished in the process of school district reorganization, the following criteria are proposed as guides in determining the specific school districts which should be established.

Scope of Program - The school district should offer a program in grades one through twelve, including kindergarten or junior primary.

Size of District - The student enrollment in the school district should be large enough to make it practical to offer a well rounded educational program with the necessary supervision and special courses and services. The basic measurement should be size of secondary school enrollment with a minimum average daily membership of three hundred secondary school students in grades nine through twelve.

Geographical Area of District - The appropriate geographical area of the school district should be measured by reasonable conveyance distance and time within appropriate attendance areas in the district. These would approximate twenty miles and no more than one or one and one-half hours conveyance.

Government and Administration - The school district should be governed by a single Board of Education or School Committee, with proportional or minimum representation from each town comprising the district. The administration and operation of the schools should be supervised by a school superintendent elected by the District School Committee who would remain in office at the pleasure of the committee.

Financial Responsibility - The District School Committee should have the following financial responsibilities and authority:

- (a) To determine the expenditures budget for school operations and maintenance.
- (b) To issue warrants on the towns in the district for their proportionate share of school costs (after state aid to the district), based on the state valuation of the respective towns.
- (c) To receive state financial assistance.
- (d) To borrow money separately from the town debt limitations with a school debt limit of 7-1/2% on the state property valuation, and

to administer the debt service program including the issuance of warrants on the respective towns for their proportionate shares of debt service costs.

- (e) To contract with private academies for the education of high school students if this practice is desired, and to represent the school district on joint committees with such academies.

Financial Size - The school district should have a tax base sufficiently large which, with appropriate equalizing state assistance, will provide the desired educational program and permit the construction of necessary school buildings.

Community of Interest - The school district should be centered around at least one natural community of reasonable size which serves as the center of employment, commercial activity and social activity to provide a sense of community identity for the district.

#### Legislative Program for School District Reorganization

As emphasized in connection with the school finance system and directly with respect to the quality of school programs throughout the state, a major need is to strengthen the organization of school systems at the local level. This major adjustment in school administration should be accomplished as soon as possible, but a period of several years must be anticipated. It will require positive leadership from the state level and constructive participation of persons and organizations at the local level.

In the absence of more concerted effort in the past to establish appropriate school administrative districts, it would be unrealistic and wrong to attempt to legislate the establishment of specific school administrative districts at this time. A more proper approach is to call for the development of plans for school district reorganizations through joint state and local study and recommendations.

The imperative need is for the legislature to express its intent that school district reorganizations should be made along the lines of the criteria outlined above and to initiate the necessary action to proceed with such work.

Any such legislation should not delay the establishment of community school districts which are now being considered or are in the process of being formed. Rather such cases may be given priority attention and assistance, with emphasis on appropriate action to satisfy the desired criteria.

In order to initiate positive action to determine the best specific plans for appropriate school district reorganization, it is recommended that a law should be enacted with the following main purposes and provisions:

- (1) To clearly express the legislative intent that the establishment of larger school administrative districts is an imperative requirement to strengthen the school finance system and school programs throughout the state.

- (2) To establish the criteria for appropriate school administrative districts as outlined above which should be used as a guide in planning and carrying out the necessary school district reorganizations.

(3) To provide for the appointment of a school district reorganization commission which would have the main duty to determine specific plans for the establishment of appropriate school administrative districts, and to report its recommendations to the next session of the legislature.

(4) To charge the commission to carry out its work with the participation and assistance of persons and organizations at the local level throughout the state.

(5) To authorize the commission to approve and recommend specific school district reorganizations. The procedures for implementing school district reorganizations should be generally similar to those now set forth in the community school district law.

(6) To appropriate at least \$75,000 for the biennium for the expenses of the commission and its staff.

(7) To provide for the duties and responsibilities of the commission to be assigned to the State Department of Education after a reasonable initial period of time.

## SECTION VI

### TEACHING PERSONNEL AND TEACHER PREPARATION

As indicated previously, the quality of school program is largely determined by the quality and training and experience of teaching personnel in the schools, which in turn is reflected in the adequacy of the level of teachers' salaries to attract and retain the best qualified teachers. Also, the level of teachers' salaries and cost for instruction is the major element in the establishment of a sound school finance system, since the number of teachers and their average salary are the principal factors which determine educational expenditures.

In view of the importance of teaching personnel to the study of school finances and needs, this section presents analyses and recommendations regarding the main factors of teacher supply and demand, sources for teaching personnel, teacher salaries, teacher turnover, teacher qualifications, and the preparation of teachers in the state teachers colleges.

#### Teacher Supply and Demand

As indicated previously, the number of teaching positions in the state increased from 6,022 in 1950 to 6,950 in 1955, or an average rate of increase of about 190 teaching positions per year. Projected enrollment increases indicate a requirement for about 200 - 250 new teaching positions per year through 1958, about 150 - 200 new teaching positions until 1960, and a declining requirement until 1965 when a balance may be approached.

On the basis of recent experience of teacher turnover and replacements, there is a turnover rate of about 700 teachers per year.

Accordingly, there is a current demand for about 900 - 950 teachers per year to meet the needs for new teaching positions and teacher replacements.

The sources of new teachers in the state during the last three years are as follows:

	<u>1952-53</u>	<u>1953-54</u>	<u>1954-55</u>
State Teachers Colleges	169	161	197
Other Colleges and Universities in Maine	214	209	187
Other Schools in Maine	33	28	21
Other Occupations	<u>232</u>	<u>228</u>	<u>290</u>
Total from Maine	648	626	695
Outside of Maine	<u>145</u>	<u>109</u>	<u>101</u>
Total	793	735	796

As shown above, there is a need for about 100 - 150 more new teachers than in 1955. It is also important to note that the teachers colleges furnished about 25% of the new teachers in 1955 and other colleges and universities

in Maine furnished about 23%. A substantial reservoir of prospective teachers is present and has been drawn upon from other occupations. This source represented about 36% of the new teachers in 1955.

By increasing the attractiveness of the teaching profession, each of the sources indicated above may be expected to furnish appropriate shares of new teacher requirements in the future. It is also conceivable that greater attractiveness in teaching and the establishment of appropriate school administrative districts and more consolidated schools may reduce the turnover among teachers.

#### Teacher Turnover

As indicated above, teacher turnover has represented about 700 teachers per year or an average turnover rate of about 12% of the total teaching positions. The rate of teacher turnover varies widely among the respective towns, being much greater in the smaller towns than in the larger towns and cities. These inequalities may be corrected in part by the establishment of larger school units.

The number of teachers leaving teaching and the reasons therefor are summarized in the following:

	<u>1952</u>	<u>1953</u>	<u>1954</u>
To teach out of state	177	155	149
To assume home duties	175	151	153
To enter business	88	75	62
To retire on pension	81	98	80
To marry	46	35	55
To return to college	40	59	34
Ill health	32	34	21
Military service	18	14	13
Leave of absence	14	13	6
Death	8	17	9
Other	<u>73</u>	<u>64</u>	<u>101</u>
Total	752	715	683

From the above, it is significant to note that about 22% of the teachers who have left teaching left to teach out of the state. This tendency should be reduced.

#### Teacher Salaries and Minimum Salary Law

As indicated in connection with the general level of school finances, the average teacher salaries in Maine are considerably below those in other states, and particularly the other New England states. Within the state, the teacher salaries in the smaller towns are consistently lower than those in the larger towns and cities. This is one of the main evidences of required attention to strengthen the school program in the smaller towns.

The provision of the minimum teacher salary law is good, but the prescribed minimums are substantially lower than the prevailing practices throughout the state. Accordingly, the minimum salary law is not as effective as it should be.



The reports from school superintendents indicate that most towns do not have established salary schedules for teachers, but that in most cases the towns pay above the minimum salary law.

Of 82 towns and cities which reported that they have established salary schedules and submitted their schedules, 73 were above the minimum. As compared with an entrance rate of \$2,400 for a new teacher with a bachelor's degree under the minimum teacher salary law, the following practices existed in 1955.

<u>Entrance Salary with Bachelor's Degree</u>	<u>No. of Towns</u>	<u>No. of Teachers</u>
\$2,500	3	26
2,600	8	239
2,700	10	573
2,800	12	474
2,900	8	299
3,000	24	1,323
3,100	3	177
3,200	3	51
3,300	1	34
3,500	<u>1</u>	<u>59</u>
Total	73	3,255

In addition, many of the towns reported that they were anticipating a general increase in the level of teacher salaries for the next year.

On the basis of the above, and recommendations from other groups, it is recommended that the salary schedules set forth in the minimum teachers salary law be changed to the schedules proposed previously in Section IV.

#### Teacher Qualifications

The qualifications of present teachers in terms of training and experience, as taken from existing records, are as follows:

Distribution of Teachers

According to

Training and Experience Qualifications

<u>Years of Training</u>	<u>Years of Experience</u>	<u>No. of Teachers</u>	<u>% of Total</u>
2	0-2	63	1.0%
2	2-5	178	2.8
2	5-10	353	5.6
2	Over 10	1,809	28.7
3	0-2	65	1.0
3	2-5	161	2.6
3	5-10	222	3.5
3	Over 10	637	10.1
4	0-2	443	7.0
4	2-5	583	9.3
4	5-10	371	5.9
4	Over 10	812	12.9
5 or more	0-2	29	0.5
5 or more	2-5	97	1.5
5 or more	5-10	126	2.0
5 or more	Over 10	<u>350</u>	<u>5.6</u>
Total		6,299	100.0%

As shown above, about 55% of the present teachers do not have complete formal teacher training in the form of having completed college work and attained bachelor's degrees. Every effort should be made to attract teachers in the future who have more adequate and complete teacher preparation or training.

Teacher Preparation - The State Teachers Colleges

Purposes and Functions of the State Teachers Colleges

Historical Role. - Maine has five separately organized tax-supported teacher-training institutions. Four of these institutions offer programs leading to the degree of Bachelor of Science in Education. The fifth is a normal school which offers a three-year program qualifying the student for the Provisional Elementary Grade B Certificate. The five institutions operate under the State Department of Education and are governed by the State Board of Education.

Since their establishment these institutions have had essentially a single function, the training of elementary school teachers for the State of Maine. This function was reaffirmed in the report on state and local support of public schools issued by the Maine School Finance Commission in 1934. That report stated that the separately organized state teacher-training institutions should continue to restrict their efforts to the preparation of teachers for

the elementary schools; the provision of general higher education and the preparation of teachers for secondary schools could be left to the University of Maine and the three privately endowed colleges.

Table 1 shows that over a five-year period ending June 1955, 87.4 per cent of the graduates from the five institutions entered directly into teaching following graduation. If persons who entered teaching within five years after graduation were included, the percentage would be somewhat higher. With the exception of the students being graduated from the special programs in home economics at Farmington and in industrial arts at Gorham, those entering teaching entered as elementary school teachers. Table 1 includes graduates from both the three-year diploma and the four-year degree programs.

Table 1

Number of Graduates and Number and Percentage of Graduates Entering Teaching in a Five-year Period - Maine State Teachers Colleges\*

	Number of Graduates					5-yr. Total	Entering Teaching	
	'50-'51	'51-'52	'52-'53	'53-'54	'54-'55		Total Number	%
Aroostook	27	23	26	36	24	136	106	77.9
Farmington	76	128	107	104	101	516	491	95.5
Gorham	124	140	122	149	116	651	537	82.5
Washington	16	39	37	38	44	174	151	86.8
Fort Kent	12	18	14	19	15	78	76	97.4
Totals	255	348	306	346	300	1,555	1,361	87.5

\* Taken from statistics included in Capital Improvement Reports submitted to Mr. Niram Bates, February 1956.

Since July 1955, the four four-year institutions have discontinued the diploma program. Until September 1952, both Aroostook and Washington offered only the three-year program.

Recent Developments. - Recently two modifications of the historical role of the teacher-training institutions have been suggested, namely; (1) the teachers colleges may develop programs for the training of secondary school teachers; (2) the teachers colleges may develop programs in areas other than teacher training.

The first modification is suggested in a statement included in a report of recommendations to the Governor of Maine in 1955 by the State Board of Education:

The demand for more secondary school teachers will increase during the next five years, and it is entirely possible and feasible that the State Teachers Colleges should include preparation of secondary teachers.

During visits on the campuses of the four-year institutions the major administrative officers and a number of the faculty members generally approved this opinion, that it was not only possible but that it was highly desirable that the colleges expand their programs to include the preparation of teachers for

secondary schools. The colleges have tentatively outlined the areas in which they judge themselves qualified to offer such instruction.

The second modification is suggested by the curriculum revision proposed by a committee appointed by the Teachers College Administrative Board. The five institutions follow a common curricular pattern. Under the proposed revision, most of the general education and liberal arts requirements would be concentrated in the first two years and most of the professional courses would be given in the last two years. This differs from the present pattern in that the general education and liberal arts requirements are now distributed throughout the four-year period. The revision is being suggested with the primary end in view of strengthening the teacher-training program. At the same time the revised pattern will permit a person with other than teacher-training interests to complete at least two years in a state teachers college, after which he can transfer to a senior college of arts and sciences or to the arts program at the University of Maine. With the admission of students whose goals are other than teaching - however small the number may be - the teacher-training institutions will be adding another function to that of preparing teachers. A form of the revised curriculum is in operation on an experimental basis at Washington State Teachers College and at Aroostook State Teachers College.

Summary. - Historically the tax-supported teacher-training institutions of Maine have restricted their efforts to the preparation of teachers for the elementary schools of the state, the only exceptions being that graduates of the special programs at Farmington and Gorham may teach home economics and industrial arts at the secondary level. These institutions have sent almost 90 per cent of their graduates directly into the teaching profession. Recently there has developed a strong climate of opinion favoring the extension of the teachers college program to include the preparation of teachers for secondary schools. The direction taken by the current teachers college curriculum study suggests that these institutions favor the concentration of the general education and liberal arts requirements in the first two years and that they are considering the possibility also of providing at least two years of college education to a selected number of persons whose interest may not be primarily in teacher training.

The implications of these two recent developments will be discussed at a later point in this report.

#### The Students in the State Teachers Colleges

Enrollments. - The teacher-training institutions in Maine are relatively small in size. For the academic year 1955-56 the largest of the five institutions, Gorham, enrolled 582 students, and the smallest, Fort Kent State Normal School, enrolled only 63 students. Table 2 below shows the enrollments for each of the five institutions for the past six years, for 1946-47, and for 1932-33. Enrollments for 1932-33 are shown because it was in that year that the Maine School Finance Commission conducted a comprehensive study of the state educational system; the figures for 1932-33 are taken from the published report of the Commission. Enrollments for 1946-47 are shown because that year probably represents the low point in enrollments in these institutions during recent decades.

Table 2

Enrollments in the Maine State Teachers Colleges and State Normal School for 1932-33, 1947-47, and 1950-51 to 1955-56.

	'32-'33	'46-'47	'50-'51	'51-'52	'52-'53	'53-'54	'54-'55	'55-'56
Aroostook	162	59	116	89	78*	93	82	99
Farmington	412	258	377	355	322	322	317	360
Gorham	374	285	533	526	500	509	513	582
Washington	149	93	101	69	100*	97	91	109
Fort Kent <sup>/</sup>	90	35	74	56	48	44	45	63
Totals	1,187	730	1,201	1,095	1,048	1,065	1,048	1,213

\* First year as a four-year college.

<sup>/</sup> A two-year college until 1948-49 when the third year was added.

Enrollments in the state teachers colleges are significant for the supply of teachers within the state. On the basis of statistics supplied by the State Department of Education, it was determined that for the five-year period from 1951 to 1955, 1,279 students completed study in Maine institutions approved for teacher education and secured regular elementary certification in the State of Maine. Of this number, 1,139, or 89 per cent came from the five state-supported teacher-training institutions. During the same period these five institutions supplied approximately half of the total number - elementary and secondary combined - of persons certified from Maine institutions. If these five institutions are to continue to supply as many of the elementary teachers as they have in the past and if the State is to have an adequate supply of elementary teachers in the years to come, these institutions will have to experience radical increases in enrollment. With the rapid growth of the elementary school population it is estimated by the State Board of Education that at least 400 new elementary teachers will be needed annually during the succeeding years of the next decade. This is approximately double the present number being trained in the state.

It is interesting to note that with a single exception the enrollments in the five institutions were smaller in 1955-56 than in 1932-33. Between 1951-52 and 1954-55 the total enrollment shows little change. Beginning with 1955-56 there seems to be a decided trend upward, especially in the two larger institutions. There is reason to believe that this trend will continue.

On the basis of population studies it is predicted that for the country as a whole the total enrollment in higher institutions will increase about 40 per cent during the period from 1955-56 to 1965-66. This is assuming that there will be no further increase in the percentage of college-age youth who choose to attend higher institutions and that the only increases will be caused by an increasing number of college-age young people. On the other hand, if the percentage of youth attending higher institutions continues to rise as it has in recent years by approximately one per cent per year, the total enrollment may increase during the above period by approximately 70 per cent.

In determining the meaning of these predictions for the Maine teacher-training institutions a number of factors must be kept in mind. The percentage increase in births and the percentage of college-age youth attending higher

institutions is lower in Maine than in most other states. In a report to the Legal and Legislative Committee of the State Board of Education in February 1956, the Teachers College Administrative Board estimated that the combined enrollment in the five teacher-training institutions should be approximately 2,900 by 1965. This estimate was based on a prediction of the number of new teachers and the number of replacements needed in the elementary schools of the state per year and the number to be supplied by the five colleges. To reach this goal the five institutions will have to increase their combined enrollment by more than 140 per cent. There seems to be little question that in terms of the number of elementary school teachers needed in the state, the teacher-training institutions should have a combined enrollment of 2,900. It may be questioned, however, whether in the light of their past enrollments and in the light of even the more optimistic predictions of national trends they will be able to increase by such a striking figure.

At the present time an extremely small number of the students enrolled in the Maine teacher-training institutions come from outside the state. Unless the situation changes radically - and it is not likely to do so - these institutions will have to depend upon in-state youth to constitute their student bodies. Any above-average increases will thus depend upon substantial increases in the percentage of college-age youth attending higher institutions and increases in the percentage of Maine youth attending higher institutions who are interested in a teacher-training program. These increases in turn will likely depend upon the extent to which the three privately endowed colleges hold to their announced policy of restricting enrollments, upon the growth of Teachers College of the University of Maine, and upon the kind of training program developed by the five colleges, i.e. whether it will include the training of secondary school teachers as well as elementary school teachers.

All of the institutions appear to be engaged in vigorous recruitment programs. The President of Gorham spends a large part of the spring semester personally visiting high schools in the area served by his institution. Aroostook has developed a considerable body of excellent mailing material. All of the institutions are recruitment conscious and are making definite efforts to interest promising high school students in their areas in considering teaching as a profession.

Geographical Distribution of Students. - An analysis by the State Department of Education shows that for the fall semester 1955-56 less than 2 per cent of the students in the state teacher training institutions are from outside the state. Within the state the largest enrollments are from Cumberland County, Aroostook County, York County, and Washington County. Table 3 summarizes the data on the geographical distribution of the student population in the five institutions. It may be seen from the table that with the exception of Farmington, each of the institutions draws the greater portion of its enrollment from the county in which it is located.

Academic Qualifications of Students. - The five institutions follow the same general criteria for admission. Persons graduated from the upper half of their high school class are admitted without condition. Applicants in the third quarter of their graduating class are admitted conditionally if highly recommended by the high school principal and upon passing entrance examinations. A few students have been admitted from the fourth quarter on the same basis as the third quarter students. Most of the students admitted are from the upper half of their high school classes.

Table 3

Teachers College Enrollments, 1955-56, by Counties  
Showing Per Cents of Enrollment

1950 Populations*	County	Aroostook		Farmington		Fort Kent		Gorham		Washington		County Totals
		No.	%	No.	%	No.	%	No.	%	No.	%	
84	Andrescoggin			28	8			46	8			74
96	Aroostook	83	84	24	7	57	90	5	1	1	1	170
169	Cumberland			29	8			249	43			278
21	Franklin			61	17			3	1			64
32	Hancock			21	6	2	3	19	3	14	13	56
84	Kennebec			29	8			27	5	2	2	58
28	Knox			3	1			19	3	1	1	23
18	Lincoln	1	1	8	2			11	2			20
44	Oxford			31	9			24	4			55
108	Penobscot	13	13	31	9			19	3	5	5	68
19	Piscataquis	2	2	26	7			0	0			28
21	Segadahoc			8	2			10	2			18
40	Somerset			33	9			1	0			34
22	Waldo			10	3			3	1			13
35	Washington			7	2	3	5	6	1	84	77	100
94	York			5	1	1	2	125	22			131
	Out-of-State			5	1	0		16	3	2	2	23
	Totals	99	100	359	100	63	100	583	102	109	101	1,213

\* In thousands

--Prepared by the State Department of Education

Although comparable data were not available at all of the institutions, whenever possible, evidence of the standing of entering students on national college aptitude tests was examined. We gained the impression that in general the students entering the state teacher-training institutions ranked slightly below the median on such tests. This would mean that the average student in these institutions is slightly below the average in college aptitude when compared with students in other higher institutions in the country.

#### Faculty Training and Conditions of Service

Academic Training and Experience. - The total teaching staff for the four-year institutions during the academic year 1955-56 numbered 68. The total teaching staff for Fort Kent Normal School was 5. In this report "teaching staff" refers to persons who devote one-third or more of their time to teaching; persons devoting most of their time to administrative duties are excluded. Table 4 below summarizes data on the academic training and experience of the staff members in the four-year institutions.

Table 4

#### Academic Training and Experience of 68 Faculty Members in the Maine Teachers Colleges

	Size of Teaching Staff	Doctor's Degrees		Master's Degrees		Educational Experience in Average Number of Years per Staff Member	
		No.	%	No.	%	At all Levels	In Higher Institutions
Aroostook	7	-	-	7	100.0	8.1	5.7
Farmington	21	1	4.8	19	90.4	11.1	6.2
Gorham	32	1	3.0	28	87.5	16.1	10.6
Washington	8	-	-	7	87.5	18.7	8.3
<b>Total</b>	<b>68</b>	<b>2</b>	<b>2.7</b>	<b>61</b>	<b>89.7</b>	<b>15.8</b>	<b>9.4</b>

When judged on the basis of data reported in recent studies of faculty training in higher institutions throughout the country, the faculty of the Maine teachers colleges ranks considerably below the average. In a study of 102 state teachers colleges during the academic year 1953-54, the research staff of the National Education Association found that 29.9 per cent of the total faculty in these institutions possessed a Doctor's degree. Only 3.2 per cent of the faculty possessed less than a Master's degree. Other studies show that in a median Bachelor's degree-granting institution almost 30 per cent of the faculty members have a Doctor's degree. This is to be compared with 2.7 per cent for the Maine institutions.

It should be noted, however, that the level of faculty training in these institutions is considerably above that reported in 1934 when only 47.5 per cent listed four years of college preparation or better. Moreover, a number of the present faculty members are engaged in post-Master's study and several have Post-Master's Certificates.



In 1934 nearly one-half of the faculty members in the state teacher-training institutions listed from one to four years in attendance at the institutions which then employed them. Although the same kinds of data were not collected for this study, it appears that there is now much less academic inbreeding. Less than one-fourth of the present faculty members have completed their baccalaureate programs in Maine teacher-training institutions or at the University of Maine. The number receiving Master's degrees from institutions within the state has not been disproportionately large.

Most of the advanced degrees have been taken in professional education rather than in departmental subject-matter areas. Such a pattern of advanced study is probably to be expected among faculty members in teacher-training institutions. If, however, any of these institutions is to provide programs with more depth in subject-matter areas, it will need to augment its staff faculty members with greater specialization in these areas.

Almost all of the faculty members of these institutions have had elementary and secondary school teaching experience prior to their joining the college staff. Such experience can be valuable to faculty members engaged in the training of elementary and secondary school teachers.

In terms of total educational experience, the faculty is average. In experience in higher institutions the faculty is somewhat below the typical faculty of a four-year institution. The average number of years of educational experience per faculty member is 15.8 years. This includes experience at all levels - elementary, secondary and higher. The range in total experience is from one to 38 years; the median is 13.5 years. This means that the median age of the faculty is in the upper thirties or lower forties. The average number of years of experience in higher institutions per faculty member is 9.4 years. The range is from one to 33 years; the median is 9 years.

In summary, it is difficult from this study to make conclusive judgments on the quality of the faculty in these institutions. A number of faculty members were interviewed. They appeared to be enjoying their work and they evinced commitment to the kind of program in operation in their institutions. As a group they are somewhat below average in formal training as measured by advanced degrees. Few have produced scholarly articles; most have contended that their primary task is that of performing effectively in the classroom. In recent years a limited number have pursued advanced study under a sabbatical leave arrangement. One member of the Farmington faculty recently completed a year of study under a Fulbright grant. This type of experience is the exception, however, rather than the rule.

Conditions of Service. - Salaries are average or slightly above. The median salary for the faculties of the four teachers colleges as a group is \$4,550. This compares favorably with the median salaries elsewhere. The highest instructional salary is only \$6,300. Maximum instructional salaries elsewhere are somewhat higher. The range in salaries for the year 1955-56 is from \$3,375 to \$6,300. That the salaries tend to cluster about the median is indicated by the fact that the first quartile falls at \$4,350, and the third quartile at \$5,060. In other words, the salary range for the middle 50 per cent of the faculty is from \$4,350 to \$5,060, a range of only \$710. This is a rather narrow range. It is probably a reflection of the structure of the salary scale whereby salaries are directly related to level of preparation and years of experience.

A sabbatical leave for study, travel, or needed rest, may be granted by the State Board of Education on recommendation by the President for a period not to exceed one year. Sabbatical leaves may be granted with provisions for one-half salary, and under such conditions and such regulations as may be established by the State Board of Education. Until recently relatively few persons seem to have taken advantage of these provisions. The colleges might individually do more to emphasize desirability of taking a sabbatical leave for further study.

Travel to meetings of learned and professional societies outside of the state is presently restricted by a general limitation on the amount of money that can be expended for such travel on behalf of the State Department of Education and the teachers colleges together. The State might well consider the advisability of permitting greater flexibility in this matter by providing a travel budget for the colleges which is separate from that of the State Department of Education.

None of the institutions have made really adequate provisions for faculty office space. Library facilities have not been adequate. The new library building at Farmington will improve the situation there immeasurably. For the time being, facilities are relatively adequate at Aroostook. The situations at both Gorham and Washington, however, leave much to be desired. The library at Fort Kent is entirely inadequate.

It is difficult to generalize for the five institutions as a group with respect to faculty organization and participation in internal policy making. In the two smaller teachers colleges and the normal school the faculty can act in most matters as a committee-of-the-whole. In one of the two larger colleges there is evidence of an active faculty committee organization. In the other institution a formal committee system seems almost entirely absent; some departmental groups have developed ad hoc discussion meetings for consideration of their own particular problems.

The current study of curriculum by a state-wide committee organized under the State Teachers College Administrative Board has given some incentive to the faculties of the individual institutions to study and discuss overall curriculum problems. The investigator formed the impression during visits to the institutions, however, that considerably more could be done to bring the considerations of the state committee directly to the attention of the faculty as a whole at each one of the institutions. At two of the institutions there was some evidence that the faculty knew relatively little about the deliberations of the state committee, although both of these faculties were represented by one of their number on the state committee.

Apart from that interest which had been aroused by the formation of the state curriculum committee, there appears to be limited concern on the part of the individual faculties with larger institutional problems. In this connection it should be noted that one of the two larger state teachers colleges has established the office of Dean of Instruction. The other institutions might well consider the possibility of establishing a similar office. An effective person in such an office can provide stimulation to the faculty as a whole in the consideration of basic educational problems and can relieve the president of part of an increasingly complex array of activities. The larger the institutions become, the greater is there a need for a Dean of Instruction or comparable officer.

The student-faculty ratio for the four-year colleges as a group is slightly over 17 to 1 for the academic year 1955-56. This is somewhat above the average for degree-granting institutions. The student-faculty ratio at Fort Kent State Normal School is approximately 13 to 1 for the same period. Among the four teachers colleges this ratio varies from just over 14 to 1 at Aroostook State Teachers College to almost 19 to 1 at Gorham State Teachers College. Although the relatively high student-faculty ratio suggests the need for additional faculty members at these institutions, individual classes are on the whole not excessively large.

### Library Facilities

The library occupies a central position in the instructional program of a college. Books have always been the basic tools of the student, and with more and more emphasis being placed on independent study as an important part of the college student's experience, inadequacies in the library cannot but reflect on the total program of an institution.

The library facilities of the Maine teacher-training institutions present a mixed picture. Table 5 below summarizes data on expenditures, holdings, and usage for the five institutions. The number of volumes is not in itself a fully satisfactory index of adequacy. It should be noted, however, that the libraries in the teachers colleges are relatively small. The library at Farmington is the largest with 21,000 volumes. The libraries face

Table 5

Library Expenditures, Holdings, and Usage in the  
Maine State Teachers Colleges, 1954-55

	Total Expenditures*	Expenditure per Student		Approx. No. of Volumes	Usage	
		Books, Periodicals	Salaries		2-week loans	Reserve Books
Aroostook	\$10,910	\$61.63	\$62.16	14,000	14.4	13.4
Farmington	9,460	5.21	28.39	21,000	25.8	38.9
Gorham	11,700	5.85	18.27	17,600	15.8	15.2
Washington	5,200	10.99	45.00	17,000	**	**
Fort Kent	210	4.57	**	**	**	**

\* Rounded to nearest \$10.

\*\* Comparable figures not available.

limitations in physical facilities. Any significant increase in the total number of volumes is almost precluded at Gorham and Washington. While stack space at Aroostook is presently adequate, it will not be adequate for the volumes that the institution should have within three to four years. The new library building at Farmington will relieve the exceedingly overcrowded situation there. Books are shelved two deep at Washington, and the addition of needed stacks at Gorham would reduce the reading room space below the level of acceptability. Fort Kent has adequate stack space only because it has an exceedingly limited book collection. Working space for the preparation of accessions and the routine mechanics of library administration is almost uniformly inadequate in the present library quarters.

Table 5 shows that the level of expenditure for books varies among the institutions. The expenditure per student is considerably higher in the two smaller institutions. The large expenditure figure at Aroostook represents a concerted effort to build a wholly inadequate library into one that will provide the kind of services required in a modern college. This level of expenditure will probably be required for some time if the library there is to develop as it should.

Unweighted figures on expenditures are not always satisfactory for comparative purposes when very small institutions are involved because within limits the requirements of the library depend more on the kind of program offered than on the number of students served. The total expenditure for books in a college of 100, for example, should probably not be very much less than that for an institution of 300; certain minimum expenditures are required for maintaining an acceptable program regardless of the size of the student body. Thus, the per student expenditure for library - and other educational functions - in an institution with limited enrollment is always proportionately high. It is estimated that a median Bachelor's degree-granting institution of average size spends about \$7.00 per student for books, periodicals, binding, and rebinding.

The periodical collections are in exceedingly poor condition. The selection of periodicals is somewhat limited. Of even greater concern, however, is the fact that no provision has been made for the binding of those periodicals permanently shelved in the stacks. Through frequent use the magazines are torn, covers are removed, and individual issues are lost. It is almost impossible to keep unbound periodicals in any semblance of order while at the same time make the materials readily accessible to students and faculty. Conditions at Aroostook are somewhat better in this respect than at the other institutions.

Circulation statistics suggest something of the extent to which a library serves its clientele. The figures given in Table 5 are only roughly comparable. Since the extent to which open stack practices are employed and the extent to which regular records are kept vary among the institutions, these statistics on usage are only suggestive and should not be interpreted in an absolute sense. According to the data reported a student at Aroostook checks out about 14 two-week books each year; a student at Farmington about 26, and at Gorham about 16. Similarly, a student at Aroostook checks out for overnight use 13 books, at Farmington 40, at Gorham 16. Students are also using periodicals and books in the library which are not reflected in these statistics. Everything else being equal, however, the higher these figures, the more service the library is giving.

In summary, the libraries of the teachers colleges are relatively small. Physical facilities are poor and financial support is below average. The new library building at Farmington represents a decided step forward in the provision of adequate physical plant for library use. The libraries will require increased funds in order to keep pace with the added demands that will be placed upon them in the coming years. This is especially true if these institutions are to expand their programs to include the preparation of secondary school teachers for which they will have to introduce more upper division (junior and senior) courses in subject-matter areas. The library staffs are well aware of the problems they face and they are working effectively with the limited resources at hand.

## Curriculum and Instruction

Present Curriculum. - The curricular pattern varies little among the institutions. The curricula in home economics and industrial arts differ from the elementary - junior high curriculum in the provision of specialized courses in the respective areas. Within each curriculum, however, the student has relatively little choice of courses. Of the total of 126-128 semester hours required for the degree in the four-year institutions, only from 5 to 8 hours may be devoted to electives; the rest of the program is prescribed.

The general education or liberal arts portion of the student's program consists of individual courses distributed over the four-year period. These courses account for slightly over one-half of the total required for the degree. Apart from the professional training, the student does not develop a specialty in any one area; he samples offerings in the fine arts, the humanities, the social sciences, and the physical sciences.

A highly prescribed curriculum does make for easier scheduling and economy in staffing. As long as these institutions maintain the single purpose of preparing teachers for the elementary schools, such a curriculum may be appropriate. Current educational thinking suggests, however, that this purpose might be accomplished as effectively if provision could be made for individual differences in students through a less highly prescribed curriculum. If the institutions contemplate providing programs in secondary education, they will have to provide more variety and flexibility.

Each of the institutions devotes the equivalent of one full semester to observation and practice teaching. Ordinarily this period of practice teaching comes during the senior year (at Fort Kent, in the junior year). Provisions for practice teaching seem adequate, although in some instances it has been necessary to place two student teachers in a single classroom. Where this situation obtains, steps should be taken to remedy it as soon as feasible.

One situation which we found of concern was the almost complete separation of the specialized programs in home economics and industrial arts from the elementary - junior high programs in the institution in which each is offered. Although the home economics curriculum provides for approximately 50 hours in general education, home economics students at Farmington take almost no courses in common with the other students in the institution. The same arrangement obtains at Gorham with respect to the industrial arts curriculum. It is difficult to see why such general courses as English composition and physical science should be different for home economics students and elementary-junior high students, or why still different courses should also be developed for industrial arts students. The institutions argue that the complete separation of the programs has developed because of scheduling difficulties. It would seem, however, from the point of good academic practice as well as economy, the same general education or liberal arts courses could be offered to all students regardless of the area of specialization. A greater degree of coordination is needed between the specialized programs in home economics and industrial arts and the program in elementary - junior high education.

Current Curriculum Study. - The Teachers College Administrative Board has appointed a curriculum committee consisting of a faculty representative from each of the colleges. This committee has suggested some revisions of the present curriculum which would concentrate the general education and

liberal arts courses in the first two years. A form of this revised curriculum is in effect at Aroostook and Washington. The curriculum, however, has not been adopted by all of the colleges, and the committee is continuing its study. The Administrative Board might well consider the advisability of giving this committee permanent status and charging it with responsibility for the periodic review of the curriculum. A vital curriculum requires constant study and modification.

Extension Activities. - Each of the institutions has offered a limited amount of extension work. Extension courses at Aroostook are offered in cooperation with the University of Maine. These courses carry University titles and credit. Gorham offers a limited number of graduate courses in industrial arts in cooperation with the University of Maine. The graduate degree is given by the University, but certain of the courses are taken on the Gorham campus. The teachers colleges and the University might well consider other cooperative programs, but limited to offerings at the undergraduate level. The colleges should take care not to over-extend themselves with their present staffs. At the same time through cooperative arrangements with the University, they might be able to enrich their own programs and render enlarged service to the state.

#### Student Personnel Services

Recruitment policies and practices have been discussed in a previous part of this report. Essentially, the President of each institution is the chief recruitment officer. He organizes, directs, and personally takes part in the recruitment of students.

Admission and Retention. - The majority of the students admitted to the teacher-training institutions come from the upper half of their high school graduating classes. General admission policies have been determined by the state. In one of the institutions an Admissions and Retention Committee studies and makes recommendations to meet local conditions. Admission of students meeting state qualifications is largely routine. Special cases are ruled upon by the President. The institutions appear to vary widely in retention rates, and it is difficult to make accurate assessments on the basis of the available data. Aroostook, Farmington, and Fort Kent have made recent studies of student retention. Farmington showed that over a five-year period of every 100 students admitted, 55 were graduated. At Fort Kent of every 100 students admitted, 77 were graduated. At the other extreme, at Aroostook, of every 100 students admitted, 25 were graduated. The report from Aroostook requires some qualification. During recent years this institution has experimented in admitting students from the lower quarter of their graduating classes. Student mortality during and at the end of the first year has been heavy. Losses during this time account for almost half of the total number of students dropped. On the basis of its experience, Aroostook plans to return to the general policy of admitting students from the upper half of their high school graduating classes and making other admissions contingent upon special circumstances. It is likely that the retention rate at Aroostook in the future will approximate that of Farmington. The study at Farmington showed that about one-fifth of the students failing to complete the four year course left because of lack of aptitude as revealed in poor academic records, that one-third left for family reasons, and that about one-fifth transferred to other institutions. The experience at Farmington is probably typical of the other institutions.

Systematic remedial instruction appears to be limited largely to the areas of elementary mathematics and English composition. Even here there

is no single pattern. Because of the fact that students entering the teacher-training institutions are in general somewhat below average in college aptitude, these institutions might well give serious thought to making greater provision for remedial instruction. It does not appear likely that general admission standards will be raised.

Financial Aid. - According to the study of student retention at Farmington, one of the most systematic completed among the teacher-training institutions in recent years, financial need does not appear to be a significant factor in student drop-outs. That this is so is probably due to the rather extensive financial aid provided by the State of Maine to needy students. Tuition rates at the five institutions are very low, and other expenses quite nominal. With the additional factor that state aid in the form of scholarships is available, few students who want to enter a teacher-training institution need feel that they are denied the opportunity because of the lack of funds.

The amount appropriated for teachers college scholarship allotment for each year of the present biennium is \$50,000. One thousand dollars is allotted to each college. The remaining \$45,000 is allotted on the basis of the fall enrollment of each college. Scholarships are awarded on the basis of need, record, and professional promise. Not more than \$200 may be awarded to any student in any one year. Awards are limited to residents of the state. Students on scholastic probation are not eligible for awards. Awards may be renewed providing the student maintains a satisfactory scholastic record (presently defined as a minimum of 2.00 grade point average or "C"). Each of the Presidents, when interviewed, said that the experience in awarding these state scholarships has on the whole been satisfactory.

A question might be raised about the present procedure of awarding the scholarships. The amount of information collected regarding financial need varies among the institutions. Two of the colleges employ a modified form of the University of Maine application for financial assistance. A uniform application schedule would seem desirable. Some consideration is now being given to adopting the form developed by the College Entrance Examination Board. The adoption of this form or the employment of the services of the Board is heartily commended. Also, at the present time the chief administrative officer seems to have sole authority in the distribution of the scholarship funds. Better academic practice would suggest that the awards be made by a faculty or administrative committee.

Counseling and Guidance. - No single pattern for counseling services obtains for the five institutions. At Aroostook most of the personal and academic counseling is done through the office of the President. Entering students participate in an orientation week. A faculty member administers college aptitude and psychological tests. At Farmington a Guidance Committee has been in charge of most of the organized guidance activities. Each faculty member is assigned a certain number of students as advisees. The Dean of Men and Dean of Women also have advisory functions. Recently, a Student Personnel Committee has been organized. An orientation course has provided for entering students. Some psychological and aptitude tests are given. At Gorham, the Guidance Committee has developed a cumulative record folder. An advisory committee assigns students to counselors. The instructor in psychology administers a number of psychological and aptitude tests. At Washington there is no formal organization for guidance services. Most of the counseling and guidance is given in connection with work in individual courses by course

instructors and by advisors to student activity groups. An orientation program is provided during the first week of the semester. At Fort Kent, counseling and guidance are largely the responsibility of the administrative head of the institution.

The kind and number of aptitude, psychological, and standardized achievement tests vary among the institutions. There is almost a universal feeling among the persons designated to give these tests that the results are not used sufficiently by faculty members in the institutions. It appears that after the tests are given the results are filed in the individual student folders and promptly forgotten. The institutions might well consider the advisability of giving careful study to their present guidance and counseling practices and investigate the possibility of making greater use of the results of the tests now being administered. Sometimes smallness in an institution rather than creating a favorable atmosphere for counseling actually results in less counseling and guidance being provided. There is a tendency among smaller institutions (institutions having enrollments of 500 to 600 and less) to leave much of the counseling to chance since it is assumed that because the institution is small the necessary counseling will automatically take place.

Housing Facilities and Health Services. - Since another committee is making a thorough study into the physical facilities and needs of the institutions, only a brief comment will be made here regarding housing facilities. All of the institutions provide reasonably adequate housing for women students. Gorham, with its new men's dormitory, provides excellent housing for men students. Aroostook provides housing for men on the campus; the dormitory is old but reasonably adequate. Housing for men students at Farmington is provided in an old fraternity house and in private homes in the city. More adequate housing is desperately needed. Housing for men students at Washington is provided in private homes in the city. When Nowland Hall burned at Fort Kent, Dickey Hall, the men's dormitory was converted to a dormitory for women. At the present time Fort Kent does not have on-campus housing for men students.

All of the institutions provide health and hospitalization insurance to the students. In addition, Farmington and Gorham have a resident nurse in regular attendance. The other institutions have made arrangements with local physicians to provide necessary medical attention to the students.

#### Organization and Administration

Government and Control. - Each of the five institutions was established by an act of the state legislature. The colleges operate under the direction of the State Board of Education through the more immediate supervision of the Commissioner of Education and the Director of the Division of Professional Services.

In 1948 the presidents of the four colleges and the principal of the State Normal School organized the Teachers College Administrative Board. Meeting only on call at first, this Board now holds four regular meetings each year. The Administrative Board has no official status, but it has come to act as a clearing house for the discussion of internal policies and for the generation of state-wide policies for the five institutions. Through the Director of Professional Services, who meets regularly with the Administrative Board, it may and does bring matters before the Commissioner of Education and thus to



the State Board of Education. The Administrative Board appears to be assuming the kinds of concern previously coming under the Board of Normal School Trustees.

The Teachers College Administrative Board has recently appointed two subcommittees for the study of salaries and curriculum. Faculty members from each of the five institutions have been appointed to the membership of the sub-committees. The Sub-committee on Salaries has already reported to the Administrative Board, and the Administrative Board has forwarded a revision of the sub-committee's recommendations to the Director of Professional Services. The Curriculum Subcommittee is continuing its studies.

Internal Organization. - The internal organization of the colleges is relatively simple. The chief administrative officer in the four colleges is the president and in the State Normal School is the principal. These persons are directly responsible to the Board of Education, although they do not regularly report personally to the Board. Each institution has a bursar whose work is largely of a clerical nature since all funds are dispersed by the State Treasurer and the institutions operate under a state budget. The teacher-training institutions operate under the budget of the State Department of Education. The function of Registrar is performed by a variety of persons among the institutions. In one institution the Registrar is also the Bursar, in another institution the Registrar is the Secretary to the President, and in still another institution the Registrar is also the Dean of Men. Three of the institutions have both a Dean of Men and a Dean of Women. The four colleges each have a full-time Librarian. At each institution at least one person is designated as the Director of Student Teaching or Director of Training. At Farmington the Director of Home Economics is in charge of the home economics curriculum, and at Gorham the Director of Industrial Arts is in charge of the industrial arts program. These are the major administrative officers.

Only one of the colleges, Farmington, has established the office of Dean of Instruction. As institutions grow in size and as added demands are placed on the President, the office of Dean becomes more of a necessity. As suggested earlier in this report, the Academic Dean, or Dean of Instruction, can occupy a strategic place in the development of the academic program. The remaining three four-year colleges might well consider the advisability of making provision for a Dean of Instruction. At Gorham the position would be virtually a full-time one. For the present, at Washington and Aroostook it might well be a part-time position. Perhaps the assistant principal at Fort Kent fulfills a similar function there. Gorham has recently instituted the office of Assistant to the President. At the present time the person in this office is primarily concerned with buildings and grounds and exercises control over the physical facilities of the institution rather than over the academic program.

#### Finance

Table 6 below provides information on per student expenditures in each institution and for the five institutions as a group on three items. Column 1 summarizes data provided by the Director of Finance of the State Department of Education. This shows the net actual cost to the State of Maine per student for the academic year 1954-55. This is the amount the state contributed as a subsidy for each student. The remaining two columns summarize data provided by the institutions on educational expenditures and expenditures for resident

instruction. It is at once apparent that the per student cost and expenditures are lower in the two larger institutions. The average cost to the state, for example, ranges from \$317.16 per student to \$1,273.11 per student. The average net cost per student for the institutions as a group is \$507.62. According to these figures it costs the state almost four times as much to educate a student at Fort Kent as it costs at Gorham.

Table 6

Comparison of Expenditures and Costs in the  
Maine Teachers Colleges, 1954-55

	Net Cost per student to State of Maine*	Expenditure per student for Educational and General	Expenditure per student for Resident Instruction
Aroostook	\$ 907.32	\$ 941.80	\$ 491.01
Farmington	501.00	734.38	520.82
Gorham	317.16	517.72	390.40
Washington	923.56	897.60	496.49
Fort Kent	1,273.11	1,259.52	807.05
All	507.62	658.65	449.39

\* Reported by the Director of Finance of the State Department of Education.

The expenditure per student for educational and general shows less of a spread, from \$517.72 to \$1,259.52. Educational and general includes general office expense, administrative salaries, instructional salaries, extension services, libraries, educational plant, maintenance, and expenditures for training schools and facilities. Here also it is shown that the larger the institution, the smaller the educational expenditure per student.

Column 3 of the table shows that expenditure per student for resident instruction does not vary greatly among the institutions with the single exception of Fort Kent. In this item, as in the others, the expenditure per student at Fort Kent is considerably higher than at any of the other institutions. Expenditure per student on this item is somewhat lower at Gorham than at the other four colleges. As was pointed out in an earlier section of the report, however, the student-faculty ratio at Gorham is higher than at the other institutions; in relation to the other institutions Gorham is understaffed.

A conclusion that one cannot escape as he examines Table 6 is that it is exceedingly expensive to operate a very small institution. This is strikingly shown in the fact that the net cost to the state is almost four times as much at Fort Kent as at Gorham, and that on every other item the expenditure per student is much higher at Fort Kent than at the other institutions. As long as student-faculty ratios remain much the same among the institutions and the pattern of faculty preparation is similar, the per student cost for resident instruction will not vary greatly. On the other hand, since certain minimum services must be provided in order to maintain an acceptable academic program, the per student expenditure for education and general will up to a certain

point be inversely proportional to the size of the student body. Accordingly, the net cost for the state will decrease as the enrollment increases - again, up to a certain limit. It thus becomes a matter of policy for the state itself to decide how it will apportion available funds for the training of its teachers.

The table on the following page presents the financial statement for the teachers colleges for the fiscal year 1954-55. It shows the sources of revenue and the purposes of expenditures of each of the five schools.

The following summarizes the percentage of total revenues of each of the schools (excluding sale of meals) which is provided from legislative appropriations.

Farmington State Teachers College . . .	46.4%
Gorham State Teachers College . . . . .	51.6
Washington State Teachers College . . .	61.0
Aroostook State Teachers College. . . .	60.4
Fort Kent Training School. . . . .	<u>70.8</u>
 Total - All Schools . . . . .	 54.0%

#### Summary

The State of Maine supports five separately organized tax-supported teacher-training institutions. Historically the role of these institutions has been the preparation of teachers for the elementary schools of the state. Recently the state has given some thought to expanding their role to include the preparation of teachers for secondary schools.

The combined enrollment has not increased significantly for almost twenty years. Reports on enrollments for the academic year 1955-56, however, indicate a decided trend upward. Estimates by the institutions of a combined enrollment of 2,900 by 1960 seem unrealistic in view of national predictions, but there is little doubt that there will be some increase in the future.

The five institutions draw virtually all of their students from within the state. Students are for the most part from the upper half of their high school graduating classes. On college aptitude tests, however, the average student in these institutions ranks somewhat below the national medians for college students.

Faculty members are less well-prepared academically than are faculty members in typical Bachelor's degree-granting institutions. There is little evidence of academic inbreeding; faculty members have received both graduate and undergraduate degrees from a variety of institutions. Training has been largely in professional education rather than subject-matter areas. The faculty is average in educational experience. The faculty has done little in the way of research. Median salaries compare favorably with those elsewhere, but maximum salaries are low and the spread in salaries is narrow.

Until recently there has been only a limited provision for sabbatical leaves. Travel to meetings of learned and professional societies outside of

Financial Statement

State Teachers Colleges and Training Schools

Fiscal Year 1954-55

	<u>Grand Total</u>	<u>Farmington State Teachers College</u>	<u>Gorham State Teachers College</u>	<u>Washington State Teachers College</u>	<u>Aroostook State Teachers College</u>	<u>Ft. Kent Training School</u>
Beginning Balance	\$ 38,733	\$ 4,275	\$ 7,247	\$ 12,736	\$ 8,305	\$ 6,171
Plus: Income						
Legislative Appropriation	478,561	125,311	162,380	64,098	71,749	55,023
Transfers	51,275	29,914	8,499	5,317	3,959	3,586
Rental of Rooms and Buildings	49,327	16,872	21,324	3,472	5,882	1,778
Laboratory Fees	9,401	3,802	4,858	-	683	58
Health Fees	8,086	5,130	2,956	-	-	-
Tuition Fees	128,676	34,578	68,292	8,360	13,203	4,242
Sale of Books	28,938	8,321	13,721	2,406	3,954	537
Sale of Meals	208,567	75,968	97,666	14,031	20,902	-
City and Town Grants	85,632	39,400	22,300	8,000	10,032	5,900
Other Income	7,803	2,384	3,280	656	1,087	397
<b>Total Funds Available</b>	<b>\$1,094,999</b>	<b>\$345,955</b>	<b>\$412,522</b>	<b>\$119,076</b>	<b>\$139,755</b>	<b>\$77,691</b>
Less: Expenditures						
Personal Services	717,516	246,213	270,088	73,431	76,700	51,084
Contractual Services	85,578	26,568	26,740	8,959	13,649	9,662
Commodities	213,002	70,524	91,439	18,389	24,317	8,334
Grants, Subsidies, Pensions	2,378	104	2,240	-	-	35
Capital Expenditures	33,343	1,867	6,598	15,572	8,219	1,087
<b>Total Expenditures</b>	<b>\$1,051,817</b>	<b>\$345,275</b>	<b>\$397,104</b>	<b>\$116,351</b>	<b>\$122,885</b>	<b>\$70,202</b>
<b>Ending Balance</b>	<b>\$ 43,182</b>	<b>\$ 680</b>	<b>\$ 15,418</b>	<b>\$ 2,724</b>	<b>\$ 16,870</b>	<b>\$ 7,490</b>

the state is restricted. Faculty office space is inadequate. Faculty members participate in varying degrees in policy formation. The recent state-wide curriculum study has been a healthy development.

The Library facilities are limited. Expenditures for books and periodicals are with one exception below the average for Bachelor's degree-granting institutions.

The present curricular pattern varies little among the five institutions. Virtually all of the courses are prescribed. More flexibility might be desirable. There is need for greater correlation between the special programs in industrial arts and home economics and the elementary - junior high programs. The trend toward the provision of more general education is to be commended. These institutions might also explore further the possibilities of various types of cooperation with the University of Maine.

Retention of students is average. There is need for more systematic remedial work if the institutions continue to enroll a student body that is somewhat below average in general college aptitude. The provision of financial aid to students in the form of state scholarships has helped many needy students to secure an education. More systematic procedures in awarding of the scholarships are needed, however. Counseling and guidance are for the most part informal in nature. Housing facilities for women are on the whole adequate, but for men are almost entirely inadequate. Generally adequate provisions have been made for medical care.

The organizational structure of the institutions is comparatively simple. Some study should be given to developing more effective faculty committees. Some thought should be given to the development of the office of Dean of Instruction in those institutions where such an office does not now exist. In the smaller institutions this might be a part-time position.

The colleges must depend upon the State of Maine for most of their financial support. The very small institutions require comparatively large expenditures per student to maintain an adequate program.

#### Recommendations

1. Careful study should be made of the relationship between the five teacher-training institutions and the University of Maine relative to the training of teachers at both the elementary and the secondary level. The historical division of function is rapidly breaking down.
2. If the teacher-training institutions are to be called upon to prepare teachers for the secondary schools, this effort should be limited to the two larger institutions. If these two institutions are to provide an adequate program for secondary school teachers, they should restrict themselves to a limited number of subject matter areas, and they will need to improve their facilities and the preparation of their faculty. This is particularly required in the subject matter areas of science and mathematics.
3. Some thought should be given to enlarging the functions of the two smaller institutions - Aroostook and Washington - to include terminal and two-year junior college curricula. They would not abandon their essential

function as teacher-training institutions, but they would further serve the youth of the state by absorbing some of the general college population. It seems unlikely that these two institutions will grow significantly in size as teacher-training institutions in spite of the general increase in college enrollments in the state. At their present sizes they are relatively uneconomical to operate. The enlarged functions would be a means to increase the size of the colleges and thereby improve their faculty and programs.

4. Fort Kent State Normal School should be closed. It is difficult to justify the existence of two state institutions in a single county separated by less than 60 miles. A special report on Fort Kent State Normal School is appended.

5. A definite program of construction of housing and instruction facilities should be established and carried out at the respective schools, in line with known needs and recommendations in other studies that have been made in this connection.

6. All of the institutions should provide for improved academic preparation of their faculty members.

7. Library facilities should be improved. Library expenditures should be increased. The new library building at Farmington is a step in the right direction.

8. Each institution should restudy its internal organizational structure. A more effective faculty committee structure should be developed.

9. The state-wide curriculum study should be continued and steps taken to broaden the liberal arts base of the college curriculum. Similar inter-institutional studies should be carried on.

10. More systematic procedures are needed at the institutional level in the awarding of state scholarship aid.

11. All of the institutions should make every effort to secure accreditation by the regional accrediting association. At the present time all of the institutions lack this accreditation. Accreditation is not an end in itself, but accreditation does signify the attainment of a minimum level of excellence.

#### Fort Kent State Normal School

In the main part of this report it is recommended that the teacher-training institution at Fort Kent be discontinued. The recommendation is made on the basis of the following considerations:

(1) Fort Kent State Normal School is one of two small tax-supported teacher-training institutions located in Aroostook County. The two institutions are separated by a distance of less than 60 miles. The combined enrollment of Aroostook State Teachers College and Fort Kent State Normal School for 1955-56 was 162, and the majority of the enrollees came from the county itself. The enrollment at Fort Kent was only 63. In view of the fact that the combined enrollment of the two schools is hardly sufficient for the economical operation of a single

school, it is difficult to justify the maintenance of the two plants and the two faculties in a single county.

(2) The very small enrollment results in exceedingly high per student cost to the state. According to information supplied by the Director of Finance in the State Department of Education, the state spent \$1,273 for every student enrolled at Fort Kent during the academic year 1954-55. This is \$366 more per student than was spent at the neighboring Aroostook College and four times that spent at Gorham, the largest of the five state teacher-training institutions. It is exceedingly uneconomical to spread the state's financial resources so thinly when these resources could be concentrated in a single institution in the county so as to provide better educational opportunity at considerably less expenditure per student.

(3) At the present time the facilities at Fort Kent are wholly inadequate. With the exception of Dickey Hall and the Gymnasium, the physical plant is in very poor condition. Dickey Hall is being remodeled into a reasonably acceptable girl's dormitory. Nowland Hall, former girl's dormitory, was destroyed by fire during the past year. With the conversion of Dickey Hall, there will be no housing facilities on the campus for men students. The main building is in a poor state of repair. The only really acceptable classroom is the recently constructed science classroom in the basement of the building. The campus school is in extremely poor condition. It is difficult to see how inspiring teaching can take place under such circumstances. The room provided for the Normal School library is probably adequate, but library books are practically nonexistent. A considerable capital outlay would be required to bring the present facilities even up to a minimum level of acceptability. On the other hand, the plant of Aroostook State Teachers College is much more attractive and in general in excellent repair. A fraction of the money required for the renovation of the plant at Fort Kent would provide entirely adequate facilities at Aroostook to care for any increase in enrollment attendant on the discontinuation of Fort Kent State Normal School.

(4) Staffing at Fort Kent is a problem and will continue to be a problem. The present collegiate staff consists of an equivalent of 5.6 full-time persons. In order to operate effectively the present program of the institution, two additional staff members could well be added. If the institution were to extend its program to the four-year level, one to two faculty members in addition to these would be required. The present staff has a minimum of training. To secure more adequately trained faculty members for an institution in this locality would require salaries equal to or perhaps higher than the salaries offered at the other teachers colleges. Even though additional faculty members are needed to do an adequate job academically, the student-faculty ratio is very low and would probably remain very low. To provide a sound academic program, more and better prepared faculty members are required. In terms of the size of the student body, however, such an increase in faculty is difficult to justify.

(5) During the past few years, Fort Kent has continued at the pleasure of the legislature from biennium to biennium. The staff and administration are always faced with the possibility that at the end of a

current biennium the institution might go out of existence or that its program might be severely restricted. Such a conditional existence makes for an unhealthy environment for both students and faculty. A clear-cut decision regarding the future of the institution is required.

The present administrative head of the institution at Fort Kent is working as actively as possible with limited resources. He is to be commended for his efforts and accomplishments in spite of the exceedingly difficult conditions under which he must work. There are, however, limits to what he can accomplish under the conditions described above.

In view of the desperate financial needs of the four, four-year teacher-training institutions, it is difficult to justify the large expenditures being made and that will be needed at Fort Kent. The better part of wisdom would suggest that Fort Kent State Normal School be discontinued and that Aroostook State Teachers College assume responsibility for providing educational opportunity to the youth in the northern part of the state.



SECTION VII  
ORGANIZATION AND DUTIES  
OF THE  
STATE DEPARTMENT OF EDUCATION

Present Organization of the State Department of Education

The State Department of Education consists of the State Board of Education and the administrative department which is under the supervision of the Commissioner of Education.

The State Board of Education is appointed by the Governor, and is primarily responsible for the establishment of policy under which the activities of the department are carried out. It is also responsible for recommending legislation which is necessary for the efficient conduct of the public schools throughout the state. The Board appoints the Commissioner of Education. It also is assigned other administrative duties in connection with the organization, staffing and operation of the department.

The Commissioner of Education is the executive officer or administrative head of the department. He is assisted in the over-all administration of department activities by a Deputy Commissioner of Education.

The department is now organized into the following main divisions, with assigned functions, as follows:

Division of Instruction - With administrative responsibility for supervision of the following activities:

- Elementary Education
- Secondary Education Administration
- Schooling in Unorganized Territory
- Education for Mentally Handicapped
- Education for Physically Handicapped
- Special Education and Guidance
- Driver Education
- Health and Physical Education

Division of Vocational Education - With administrative responsibility for supervision of the following activities:

- Agriculture Training
- Home Economics Training
- Trades and Industry Training
- Practical Nursing Training
- The Maine Vocational-Technical Institute
- Special Education and Guidance

Division of Finance - With administrative or operational responsibility for the following activities:

Financial Administration, including budget presentation, accounting and financial control, determination and distribution of state aid to municipalities, audit. Preparation and maintenance of statistical data, including student accounting, cost data, and related information.  
School Lunch Program.  
Surplus Food and Property.  
School Plant Development and Administrative Service to Maine School Building Authority.

Division of Vocational Rehabilitation - With administrative responsibility for the following activities:

Finance, including administration of federal funds.  
Bureau of Old Age Survivors Insurance - Disability.  
Rehabilitation of Mentally Retarded Adults.  
Guidance and Placement.

Division of Professional Services - With administrative responsibility for the following activities:

Teacher Certification.  
Teacher Placement.  
Teacher Records.  
The State Teachers Colleges and Normal School.

### Planning and Research

As indicated previously in this report, one of the weaknesses of the present school finance system is that the State Department of Education is not sufficiently staffed, nor has it devoted the desired effort on planning and research work to assure proper evaluation or administration of a more effective school finance system. This similarly applies with respect to planning and research on other activities for which the department is responsible.

It is accordingly recommended that primary attention in strengthening the services of the State Department of Education should be directed to the establishment and carrying out of effective and competent planning and research work in connection with the variety of department activities and, in particular, the administration and financing of schools throughout the state. In addition to the immediate needs, such planning and research is a requirement for continued and effective administration of the school finance system and the establishment of appropriate larger school administrative districts as recommended in this report.

It is further recommended that the staff of the State Department of Education should be increased by at least two persons qualified by training and experience to perform the planning and research work, together with additional statistical and clerical help.

### Mechanization of Records and Reports

Effective analysis and supervision of the several activities of the department requires the use of a large volume of information on a variety of subjects. Much of such information is now available in the many reports and records of the department. However, its best use is limited because of present procedures for tabulating and summarizing such data by manual methods.

It is recommended that immediate steps be taken to provide for the maintenance of basic records and the development of information and reports by mechanized methods. This should be applied in connection with the records on school finances, pupil accounting and attendance, teacher qualifications and history of employment, and basic curriculum and course content of the respective schools.

### Fiscal Year of Town Governments

A major handicap to effective administration of the school finance system exists because of the many differences in fiscal years among the towns and between the town and state governments.

The fiscal years of the town governments typically end in February or March each year, while the fiscal year of the state government ends June 30 each year. The main problems occur in specifically relating the state school aid and the town appropriations and expenditures to a particular fiscal year.

In order to simplify and strengthen the administration of the school finance system, as well as other programs which are jointly financed by the state and local governments, it is recommended that study be undertaken to determine appropriate methods and the impacts involved and to accomplish a single uniform fiscal year for the state and local government.