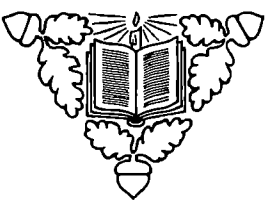
REPORT

——OF A——

Survey of Nine Baptist Educational Institutions of Kentucky



REPORT

of

A Survey of Nine Baptist Educational Institutions of Kentucky

Made by a staff composed of

FLOYD W. REEVES, Director Bureau School Service, University of Kentucky.

PEYTON JACOB, Dean of Mercer University, Macon, Ga.

JAMES C. MILLER, Dean of Christian College, Columbia, Mo.

HOMER P. RAINEY, President of Franklin College, Franklin, Ind.

JOHN DALE RUSSELL, Prof. of Education and Assistant Director, Bureau School Service, University of Kentucky

JUNE, 1929

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LETTER OF TRANSMITTAL

To the Educational Survey Committee,

General Association of Baptists of Kentucky:

We have the honor to transmit herewith the report of the survey of the Baptist educational institutions of Kentucky, in accordance with the terms of the agreement entered into with your committee on November 23, 1928.

The field work of the survey was carried on during the month of February, 1929. At least two members of the survey staff visited each institution. All of the colleges were visited by at least four members of the staff. Some members of the survey staff have visited certain of the institutions two or more times in connection with the work of the survey. The report which is herewith transmitted is based not only upon this extensive program of visitation and inspection, but also upon a careful analysis of a large amount of statistical data supplied by the institutions.

May we take this opportunity to express our appreciation of the fine cordiality with which the administrative officers and faculty of the various institutions welcomed the members of the survey staff and their inquiry. In every instance unfailing cooperation was rendered, a service which involved a considerable burden in time and effort upon the administrative officers of the institutions. The survey staff deeply appreciates this cooperation, and feels that it has contributed materially to the effectiveness of the inquiry.

The report which has been prepared is hereby transmitted, with the sincere hope that it may be of service to your committee and to the General Association of Baptists in Kentucky in the formulation of an adequate educational program.

FLOYD W. REEVES, Director of the Survey
PEYTON JACOB
JAMES C. MILLER
HOMER P. RAINEY
JOHN DALE RUSSELL

June 1, 1929.

Chapter I

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

There are nine educational institutions in Kentucky receiving a portion of their support from the Kentucky Baptist Convention. These nine schools and colleges are generally known as "Baptist" institutions and are so referred to throughout this report. The nine institutions, with their locations, and types of service performed, are as follows:

Barbourville Baptist Institute, Barbourville, offering work to both boys and girls from the first grade through the twelfth, organized as a regular elementary and high school.

Bethel College, Russellville, a co-educational school offering four years of high school work and two years of junior college work.

Bethel Woman's College, Hopkinsville, a college for young women offering four years of high school work and two years of junior college work.

Campbellsville Junior College, Campbellsville, a co-educational school offering work in all the elementary grades, four years of high school work, and two years of college work.

Cumberland College, Williamsburg, a co-educational school offering work in all the elementary grades, four years of high school work, and two years of college work.

Georgetown College, Georgetown, a co-educational four-year liberal arts college.

Hazard Baptist Institute, Hazard, a co-educational school offering work in all the elementary grades, with four years of high school work and with an endeavor being made at present to add a junior college course.

Magoffin Baptist Institute, Salyersville, offering work in the seventh and eighth elementary grades and in the four years of high school.

Oneida Baptist Institute, Oneida, offering eight years of elementary school work and four years of high school work.

The program of education maintained by the Baptists of Kentucky may be summarized as follows: One four-year co-educational liberal arts college located in the central part of the state; two junior colleges, with high school departments, located in the western part of the state, one co-educational, the other for young women only; two co-educational junior colleges with high school and elementary departments, one in the south central, the other in the southeastern part of the state; four co-educational schools offering elementary and high school work, located in the eastern mountain region, one of which is attempting to add a junior college department, and another of which restricts its program to the work of the seventh grade and above.

It is perhaps unfair to the Baptist denomination to refer to this assortment of institutions as a "program." The present educational work carried on by the denomination is not a program in the sense that it has been the product of careful thought and deliberate planning. Rather, the Baptists of Kentucky have merely taken over the responsibility for a portion of the support of these nine institutions because their claims on the denomination have been sponsored by influential individuals and because the Baptist constituency in general has felt that these institutions have been doing a work which is worthy of their support.

The General Association of Baptists of Kentucky, as such, exercises little or no control over these nine institutions. The most effectual method of control over the policies of the institutions has been through the budgeting of funds. For example, Cumberland College has in recent years been denied a share of the budget appropriations because of a disagreement with respect to a certain matter of institutional policy, and has only within the past year been readmitted to a share of the funds. In the case of certain of the institutions, the approval of the Baptist Educational Society is a necessary qualification for membership on the board of trustees; but this control seems to operate in a purely perfunctory manner. It may therefore be said that each of the institutions is free to work out its own policies within the limits set by the funds available and the wisdom of its administration without supervision of any effectual sort from any central agency representative of Kentucky Baptists. In this sense therefore the present Baptist educational program does not represent a coordinated whole, but rather a series of disconnected and unrelated institutions, each going its own way and spending the funds it receives as best it sees fit, without any great amount of regard to the educational needs of the denomination as a whole.

For some time it appears that there has been a feeling in the denomination, both among those charged with the distribution of funds and also among the friends of the various institutions, that there was need for more information relative to the effectiveness of the educational program that was being subsidized. This feeling resulted in 1927 in the appointment by the General Association of Baptists of Kentucky of a committee, the personnel of which was as follows:

Professor M. E. Ligon, Lexington.
Rev. Chesterfield Turner, Frankfort.
Rev. C. W. Elsey, Shelbyville.
Professor McHenry Rhoads, Lexington.
Rev. J. B. Weatherspoon, Louisville.

The committee, finding itself unable to obtain adequate information upon which to base a report, presented a resolution to the 1928 meeting of the General Association of Baptists of Kentucky, asking

that it be authorized to arrange for a professional survey of the Baptist educational program and that an appropriation be made for this purpose. This resolution passed without opposition.

Pursuant to the terms of this resolution, the committee arranged with Floyd W. Reeves, Director of the Bureau of School Service of the University of Kentucky, to direct the survey of the Baptist educational institutions, which is herewith reported. The committee authorized the appointment of the following persons as associate members of the survey staff: Peyton Jacob, Dean of the School of Education of Mercer University, Macon, Georgia; James C. Miller, Dean of Christian College, Columbia, Missouri; Homer P. Rainey, President of Franklin College, Franklin, Indiana; John Dale Russell, Assistant Director, Bureau of School Service, University of Kentucky, Lexington.

As a memorandum defining the scope of the survey, the committee of the General Association of Baptists of Kentucky drew up a series of questions, eleven in number, which it requested the survey staff to answer specifically in its report. In this chapter of summary of conclusions and recommendations, these questions are given, together with the specific answers made by the survey staff to each question. The detailed information upon which these answers are based is contained in the later chapters of the report. While the scope of the survey was, in general, intended to be limited principally to items connected with the Baptist educational program as a whole, certain suggestions have been made, either at the time of the visits to the institutions or in the body of this report, relative to improvements in the internal management of the Baptist schools and colleges.

The questions which the committee placed before the survey staff, with the answers which have been formulated are as follows:

Question I. Does the Baptist denomination in Kentucky make adequate provision for maintaining its educational institutions so that the education provided is comparable to that provided by similar publicly supported schools and colleges?

The adequacy of the provision which the Baptists of Kentucky are making for maintaining their educational institutions may be judged by several criteria, among which the following are significant: (1) the expenditures per student, as compared with standard per capita costs; (2) a comparison of salaries of instructors with those paid by publicly supported institutions; (3) the adequacy of the physical plants, and of the provisions for their maintenance; (4) the adequacy of the educational equipment; (5) the way the denomination is meeting the demands for support.

From facts presented in the body of this report it appears that the Baptists of Kentucky are contributing through the general budget approximately $57,000 annually toward the education of some 2,157

students. In order to make provision for the education of this number of students in the nine institutions now existing, in a manner comparable to that now afforded by publicly supported schools and colleges, an annual subsidy for current purposes amounting to at least $210,000 would be needed, above the amount which may reasonably be expected from tuition fees and the present income from endowment funds. The amount needed is almost four times the apportionment for education in the present budget of the State Board of Missions.

Instructional salaries are lower in every institution, save one, than for well qualified teachers of equivalent rank in comparable schools and colleges.

In only three of the nine institutions may the physical plants be deemed anything like adequate. Even in these three the present facilities are not entirely satisfactory. In none is the educational equipment adequate, and in only three does it even approach adequacy.

All but two of the institutions are burdened by debt, a large part of which is due to the failure of income to equal expenses of current operation. This debt has been increasing at an alarming rate during the past few years. There seems to be no possibility either of liquidating this present debt or of stopping its increase, through the use of the funds now available at the Baptist schools and colleges. Interest charges are cutting heavily into the amount that should go for educational purposes.

Several of the institutions have been led to take the extreme step of taking funds from their endowments in order to obtain relief from the pressing burden of debt. In some cases the entire endowment has now been dissipated in this manner. Needless to say, the living up of its capital resources can only mean the immediate financial embarrassment and the ultimate death of an institution.

The answer to Question I is: The Baptist denomination in Kentucky does not make adequate provision for maintaining its educational institutions so that the education provided is comparable to that provided by similar publicly supported schools and colleges.

Question II. Are the present budgetary methods of the Baptist denomination in Kentucky such as to enable the institutions to secure attention to their needs for funds not only for continuing their maintenance but also for reasonable capital developments?

The survey staff believes that the present budgetary methods of the Baptist denomination do not enable the schools and colleges to secure attention to their needs for maintenance and capital developments. All the facts of this survey relative to the financing of the institutions support this conclusion. Under the present budget system the schools and colleges are not receiving adequate attention to their needs, and they are not free to go directly to the Baptist constituency

for any additional funds. The results are that the debts for current expenses are constantly increasing and needs for capital extensions are not being met. It seems to the survey staff that it will be impossible for the financial needs of these institutions ever to be met under the present budget system. The following recommendations are made: (1) that the denomination adopt a budget for education separate from that for missions and other benevolences;[1] (2) that each institution be free to develop its own financial constituency among the Baptists of Kentucky for the purpose of presenting its current and capital needs.

The internal budgetary procedures of the nine schools and colleges have been examined in some detail. Most of the institutions have made no attempt to put their finances on a budget basis and at none is standard budgetary procedure practiced. Detailed recommendations for the improvement of budgetary practice are given in the body of this report.

Question III. Is a satisfactory financial accounting system in use in the schools and colleges?

None of the institutions has in use an accounting system which may be described as completely satisfactory, although Georgetown College has a system which is excellent and which closely approaches the ideal. At the other schools and colleges the accounting systems vary all the way from those which are reasonably satisfactory to others which are so thoroughly unsatisfactory as to fail to meet any of the tests of a good accounting system. At one or two of the institutions the financial accounting systems are in process of reorganization. It is the opinion of the survey staff that while these changes will represent an improvement, they will not result in completely satisfactory accounting systems. The detailed shortcomings of the accounting systems are set forth in the body of this report.

It is recommended that a uniform financial accounting system be developed and installed in each of the schools and colleges receiv-

[1] Dean Jacob of the survey staff amplifies this recommendation as follows: "The Mission interests (which as a Baptist I consider primary, of course, and which I do not wish to harm) may think this a thrust at them,—an effort to give Education preferential treatment. As a matter of fact, I am personally convinced that such a policy would be best for Missions and Benevolences on the one hand, and for Education on the other. Contributions are constantly falling throughout the Southern Baptist Convention territory, and I am convinced that the **omnibus budget** plan, which robs the individual of his personal responsibility for determining where his money shall be spent, is partly responsible. Each contributor is responsible to God for what he does with his money, according to sound Baptist principles. We shall support neither our Missions nor our schools as long as some central authority tries to tell our membership how they shall divide their money.

ing support from the Baptists of Kentucky. It is further recommended that each of the institutions supported by the Baptists of Kentucky arrange to have an annual audit of its financial accounts, and that this audit be made by reputable certified public accountants. Possibly it would be well for the State Board of Missions to employ for this purpose a firm of certified public accountants who are experts in the auditing of the financial accounts of educational institutions. This firm could then make the audit for each of the Baptist schools and colleges. This plan would reduce the cost of the audit, would improve its quality, and would safeguard the interests of the State Board of Missions in the financial management of the institutions.

It is further recommended that, as a condition of continued support by the Baptist denomination, each institution be required to submit annually for publication in a journal of general circulation among the constituency a complete analysis of its finances for the preceding fiscal year. These reports should be uniform in arrangement, and should be made on a blank provided by the State Board of Missions.

Question IV. Are the present physical facilities, in the forms of lands, buildings, service utilities, scientific and industrial equipment, and libraries, adequate to permit these institutions effectively and economically to carry on their work?

Each of the Kentucky Baptist institutions is now provided with lands adequate for its present needs.

With the exception of the recently constructed buildings, which are generally gymnasiums, most of the academic buildings of these schools and colleges belong to an earlier architectural period and are ill adapted to the needs of a modern educational program. Others of the buildings which are of more recent construction have been poorly planned with reference to instructional efficiency.

Bethel Woman's College is now conducting all academic work in one wing of a building erected for dormitory purposes. These dormitory rooms which serve as classrooms are ill suited for instructional purposes.

The academic building at Cumberland College is obsolete in the light of modern standards. The facilities for housing the laboratories, library, study hall, music department and auditorium, as now provided at this institution, constitute a definite academic handicap.

While the buildings of Georgetown College provide sufficient housing area to accommodate the educational program, all of them except the gymnasium are old, ranging in date of erection from 1840 to 1894. In the light of modern standards these buildings are not conducive to the most effective instruction. The room for the library and study hall is definitely inadequate.

Dormitory facilities at the Baptist institutions may be characterized in general as reasonably adequate. At Cumberland College there is need for an improvement to the boy's dormitory to make for more sanitary conditions, with new toilet and washroom facilities throughout. At Hazard Baptist Institute, Magoffin Baptist Institute, and Barbourville Baptist Institute the dormitories are not modern and fall far short of even reasonably satisfactory accommodations for the housing of students.

A serious condition is present at all of the schools and colleges with reference to fire hazard. It is recommended that steps be taken at once to eliminate such sources of fire hazard as the storage of paper, kindling, floor oil and other highly combustible materials in dangerous places. Additional fire protection equipment of an inexpensive sort should be provided without delay. As rapidly as funds permit, the more expensive types of fire protection, such as fire-proofing of furnace rooms, replacing of dangerous electrical wiring, installation of hose and standpipe system, etc., should be undertaken.

The service utilities at the various institutions are not wholly satisfactory. Some of the schools and colleges are without water service. All of them have electric service although modern lighting fixtures are not found frequently. The most serious deficiency in service utilities is with reference to the heating plants. Only two of the institutions have central heating plants serving several or all of the buildings. At many, heat is furnished by stoves, open grates, or individual gas heaters. While Georgetown College has a central heating plant, the present location of this plant is unsatisfactory, and it is not large enough to serve all the college buildings. The College would benefit greatly by a modern central power plant adequate to furnish heat for all the buildings.

The scientific and industrial equipment of the Baptist schools and colleges is generally inadequate and almost without exception is housed in very undesirable rooms. The science equipment of Georgetown College appears to be fairly adequate for present needs and has been kept up to date by the consistent addition of modern pieces from time to time.

The libraries of all of the institutions are small and rather inadequate for the type of instruction being offered. At most of the schools and colleges the library shelves are cluttered with old books which have been accumulated through the years and are now obsolete and useless except for historical purposes. A thorough weeding out of dead wood and a replacement with new material is needed.

The present physical facilities, in the form of lands, buildings, service utilities, scientific and industrial equipment, and libraries are not adequate to permit these institutions effectively and economically to carry on their work.

Question V. What provision, if any, should be made for enlarged physical facilities on account of unmet needs, or obsolescence or of natural expected expansion?

It is the opinion of the survey staff that enlargement and extension of physical plants is a need of decidedly secondary importance, not to be undertaken until the primary needs, with respect to liquidation of indebtedness, establishment of satisfactory endowment, and payment of adequate instructional salaries, have been met. The application of these criteria would indicate that Cumberland College is the only one of the Baptist institutions which is in a position to give any consideration to the enlargement of its physical plant within the near future. Nevertheless, in answer to the above question, certain needed extensions of the physical plants are pointed out, with the clear understanding that they are secondary in importance to the other needs which have been indicated.

At Bethel Woman's College the greatest need in the way of enlarged physical facilities is a new academic building with appropriate housing facilities for classrooms, laboratories, library, study hall, and gymnasium.

At Cumberland College there is need for a new academic building with appropriate housing facilities for classrooms, laboratories, library, study hall, music department, and possibly an auditorium. In the meantime the old gymnasium should be converted into a college library and reading room.

At Georgetown College the most immediate need is for a new central power plant. Appropriate housing facilities for library and study hall are also needed. Improved auditorium facilities are needed, but these can probably be provided at relatively small cost by altering and re-equipping the present chapel. Whenever funds become available, it would be advisable to replace one of the old academic buildings by a modern structure containing classrooms and administrative offices.

The survey staff believes that the Baptist institutions of Kentucky face no needs for enlarged physical facilities which arise from expected increases in enrolments. It is recommended elsewhere in this report that as rapidly as possible the junior colleges cease to offer work below the third year of high school. The dropping of the elementary and junior high school divisions will leave ample accommodations for all expected increases in enrolments at the college level.

In direct answer to Question V, the survey staff would re-emphasize its belief that plant extensions and enlargements at practically all of the schools and colleges are matters of secondary importance and should not be undertaken by any of the institutions until its debt has been entirely liquidated, its endowment established in a satisfactory manner, and its salary schedule raised to provide adequate

remuneration for a thoroughly qualified instructional staff. With this limitation in mind, certain detailed suggestions are set forth in answer to this question with reference to additional plant needs.

Question VI. Are the salaries paid and the conditions and facilities of service at the Baptist institutions such as to enable these institutions to secure and retain teaching staffs professionally comparable to those of the publicly supported institutions of Kentucky or standard denominational schools and colleges in other states?

Data presented in this report show that the averages of the salaries paid by the nine Baptist institutions of Kentucky at the senior college, junior college, high school, and elementary levels are, with one exception, much lower than the averages paid at the respective levels by comparable schools and colleges. The one exception is Cumberland College, where the salary averages compare favorably with those of other similar schools. The other Baptist institutions cannot expect to retain the services of superior or even average instructors unless means are found for materially increasing salaries. Opportunities for returns other than those of a monetary nature, such as social prestige, satisfactory living and recreational facilities, pleasant teaching conditions, etc., would seem to be no more favorable, and in some cases considerably less favorable, than at similar schools and colleges in other sections of the country.

Church members sometimes expect that teachers of ability and training will serve at lower salaries in denominational schools and colleges from a missionary motive; however, it will usually be found that capable teachers must be paid standard salaries to be retained in the service of denominational institutions.

Objective evidence of the fact that salaries paid in the Baptist schools and colleges of Kentucky are generally inadequate to obtain strong faculty members may be drawn from the analysis of the training of the present teaching staffs, as given in Chapter VII. Only one of the institutions now offering college work is considered by the survey staff to have a reasonably well-trained faculty. It is our judgment, based not only on this analysis of the qualifications of faculty members, but also upon rather extensive visitation upon the actual teaching of classes, that in every case considerable strengthening of the faculty must take place before a thoroughly satisfactory grade of college work can be offered.

The salaries paid, and the conditions and facilities of service at the Baptist institutions are not such as to enable them to secure and retain teaching staffs professionally comparable to those of the publicly supported institutions of Kentucky or of standard denominational schools and colleges of other states.

Question VII. Is a sufficient number of teachers employed to carry out the program of work attempted?

Educational surveys have now been made in sufficient number to provide rather definite standards for the number of teachers needed for a particular type of educational institution. On the basis of these standards, the survey staff finds the following conditions among the Baptist institutions of Kentucky: Oneida Baptist Institute, Magoffin Baptist Institute, and Cumberland College are understaffed and should have additional faculty members to care for the present student body. Georgetown College is overstaffed and, in view of the limited funds available, should reduce the number of faculty members unless student enrolments are greatly increased. The other Baptist schools and colleges seem to be appropriately staffed. Data to support these conclusions are presented in Chapter V.

Question VIII. Are Baptist institutions handicapped in their work and in the maintenance of their standards by the present annual replacement of teachers?

With three exceptions, the Baptist institutions of Kentucky are not handicapped in their work by the present annual replacement of teachers. The three exceptions are Barbourville Baptist Institute, Hazard Baptist Institute. and Magoffin Baptist Institute. At each of these three schools the turnover of teaching staff is so high as to interfere seriously with the building of a strong institution. The other six schools and colleges present no problems of teacher replacement that are at all serious.

Question IX. Is there evidence of waste in the financing of the Baptist institutions of Kentucky?

Attention is called to a number of conditions which, in the opinion of the survey staff, result in waste at the Baptist institutions of Kentucky.

At all but one of the schools and colleges, some of the supplementary business activities, such as dormitories, dining halls, book stores, and other enterprises of this nature, are being operated at a loss. Students are not paying for the full cost of items such as food, lodging, and books.

An examination of the data relating to teaching load shows that three of the institutions are understaffed and that one has a staff larger than appears advisable in view of the limited funds which are available for the payment of salaries of staff members. The policy of operating a school or college with a staff so small that there is only a limited opportunity for contact between students and teachers is both educationally and financially wasteful, since it results in inferior education. The maintenance of a staff larger than is necessary for effective

instruction is certain to be financially wasteful and may also be educationally wasteful if it results in a salary scale lower than would otherwise be necessary.

Several of the institutions maintain elementary departments, and all but one maintain the full four years of high school work With the exception of Oneida Baptist Institute, all of these elementary and high school departments are being maintained in the immediate vicinity of and in direct competition with satisfactory public school systems It is the judgment of the survey staff that money spent by the Baptist institutions for education of elementary and junior high school students where public educational facilities can take care of these pupils just as well is a direct waste, and constitute a burden from which the Baptist budget should be relieved.

The administrative officers of certain of the institutions have indicated to members of the survey staff their opinions that the elementary and high school departments should be continued because they furnish a source of revenue which helps to "carry" the college division. As a matter of fact, data presented in this report show that without a single exception every high school and elementary school department is being maintained at a net loss, the contributions from tuition fees in no case equalling the current educational expenditure for these departments. With only one exception, the amount charged pupils for tuition fees in elementary and high school departments fails in every institution to equal even the per capita cost of teachers' salaries alone for these departments. In the face of these facts there seems no excuse whatever for the maintenance of these departments in any school or college, with the exception of Oneida Baptist Institute as previously stated. However, the junior colleges will probably find it advisable to continue the two upper years of high school in order to provide sufficient continuity to their programs. It is recommended, therefore, that as rapidly as feasible, the Baptist institutions of Kentucky cease to offer work below the third year of high school.

Another important source of waste arises from the fact that the funds available for current expenditures have been so small that officers of the schools and colleges have found it impossible to maintain the physical plants in an adequate manner. As a result of failure to replace ordinary wear and tear, the buildings and equipment at most of the schools and colleges are badly in need of repair, and in some cases the deterioration which has set in has rendered them practically valueless, thus wasting the plant assets of the institutions.

The failure to receive sufficient income to provide for current operating expenses has resulted at many of the institutions in an accumulation of debt which is reaching crushing proportions. A large share of the revenues must be diverted for the payment of interest charges. This interest charge on debt contracted for current operating expenses

of former years is a real source of waste, from which the schools and colleges ought to be relieved by the early liquidation of these debts and by more careful budgetary methods in the future, which will avoid the creation of debts in the current operating accounts.

Possibly the most important single element of waste in the organization of the Baptist educational program in Kentucky is the maintenance of a relatively large number of small institutions. The present program results in a duplication of overhead costs and in a duplication in faculty. The duplication in faculty results in many small classes, a low ratio of students to teachers, and a program more expensive than can be justified upon the basis of the educational returns obtained.

It is the judgment of the survey staff that the operations of the Baptist schools and colleges of Kentucky have been handicapped far more by lack of support than by mistakes in policy upon the part of the administrative officers. The major source of waste results directly from the ill-conceived general program of education maintained by the denomination, with its over-expansion of numbers of institutions and its maintenance of elementary and high school instruction in competition with public school systems. While there are some evidences of waste in the internal management of the schools and colleges, in most instances the waste involved is a result of the inadequate support of the program which the institutions have been encouraged to maintain.

Question X. To what extent may increased funds for the support of Baptist institutions be obtained from student fees?

Fees could probably not be increased at any of the institutions whose programs are limited to elementary and high school work without reducing income and excluding worthy students. Cumberland College could possibly increase fees without causing sufficient reduction in attendance to decrease the total income; however, the increased income would not be large enough to justify the limiting of educational opportunity to the group now being served by the institution. Campbellsville Junior College could not increase fees without closing its doors to the students in the greatest need of its services. The same is probably true of Bethel College at Russellville.

It appears to the survey staff that the fees at Georgetown College and at Bethel Woman's College could be materially increased without seriously affecting the enrolment and without limiting opportunity for worthy students. The experience of colleges of this type throughout the nation shows that increased enrolments have in most instances followed increases in fees. Tuition in both of these institutions is now considerably lower than in similar institutions throughout the South.

Increases in fees should be accompanied by increased provisions for scholarships and loan funds, preferably the latter, in order that students of real promise but with financial limitations may not be denied an educational opportunity in Baptist schools and colleges.

At all of the Baptist institutions an increase in income might be expected from the introduction of a better fee collection system. On the average, the students actually pay only about three-fourths as much in total tuition as is nominally required. The other one-fourth is not received by the schools and colleges on account of remitted fees, ineffective fee collections, and the maintenance of scholarships. It is recommended that all students be required to pay tuition strictly in advance, and that no remitted fees or scholarships be allowed, except where they are met from the proceeds of permanent funds, or have been provided for by special gifts.

The answer to Question X is that increased funds for support may reasonably be expected from increased fees in Georgetown College and in Bethel Woman's College, but not in the other Baptist institutions. At all of the schools and colleges a more effective fee collection system would result in an increased income, although the total amount which might be realized in this way is not large in comparison with the total budget.

Question XI. Can the Baptist denomination of Kentucky finance in a reasonably satisfactory manner the present program of education in Kentucky? If not, what steps should the denomination take to meet this situation?

It is very difficult to give an objective answer to the first part of this question. Three important factors are involved: (1) the financial ability of Kentucky Baptists; (2) their willingness to give of their wealth to support an adequate program for their schools; (3) the probable amount necessary to finance the present program in a reasonably satisfactory manner. No data are available with respect to the first factor, the financial ability of Kentucky Baptists. The second factor, the willingness of the Baptists to give of their wealth for education, is a psychological question which is beyond the realm of the survey staff. It is possible, however, to give an approximate answer to the third point, namely the amount which would be needed to finance satisfactorily the present educational program. When this amount has been shown, it is possible by the past experience of the denomination's giving and certain other data to estimate the ability and willingness of the Kentucky Baptists to finance adequately the present program.

There are two steps that would be necessary in a program for the adequate financing of the Baptist schools and colleges of Kentucky.

The first step would be to place the institutional treasuries on a sound basis, that is, to make up for deficiencies in financing during past years. The second step would be to secure adequate current revenues for the years that lie ahead.

The first step, involving the making up for deficiencies of financing during past years, would include two essential items: (1) the liquidation of indebtedness; and (2) the re-conditioning of the physical plants upon which maintenance has been allowed to lapse, and for which necessary alterations and improvements have been postponed until educational efficiency is seriously endangered.

The total amount of indebtedness at the time of the survey was $558,638.43.[1] If the Baptists of Kentucky are to carry on an educational program which is in any sense adequate or satisfactory, the first step must be the liquidation of this indebtedness.

The survey staff has made a careful approximation of the amount that would be needed to re-condition the physical plants at the nine institutions, in order to bring them up to a point which would permit the offering of a satisfactory educational program. The figure arrived at, while only an estimate, has been made very conservatively. It is our opinion that at least $550,000 would be necessary to take care of the most urgently needed repairs, alterations and improvements at the nine schools and colleges. This estimate does not take into account many betterments which are desirable, such as a new academic building at Bethel Woman's College, or a new auditorium and classroom building at Cumberland College, which the survey staff believes could be postponed until other more pressing needs shall have been met. The estimate of $550,000 simply means that this sum would have to become available immediately in order to allow the nine Baptist institutions now in existence to offer a satisfactory educational program.

The total that would be needed for the liquidation of debts and the re-conditioning of physical plants is thus seen to be well over one million dollars. The survey staff wishes to emphasize the fact that this amount would be absolutely necessary as a starting point, if the present educational program is to be carried on in a satisfactory manner. This first step would merely be the necessary atonement for deficiencies in the financing of past years. If adequate finances had been available from year to year in the past, this sum would not now be necessary. However, it would be the first step that would have to be taken if the Baptists of Kentucky should decide to continue their present educational program.

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[1] This figure does not include the indebtedness of Hazard Baptist Institute, for which accurate data could not be obtained. The amount of $183,830.01 which Georgetown College recently transferred out of its endowment and used for paying a part of its debt, is included in the total amount of the debt as here reported.

The second step that would be necessary is the securing of adequate current revenues for the years that lie ahead. Educational institutions are financed, in the main, from three sources: (1) fees paid by students; (2) income from endowments; and (3) gifts and appropriations from church boards and individuals. This estimate of the amount that would be necessary to maintain in a reasonably satisfactory manner the present educational program of the Baptists of Kentucky is based upon the assumption that the total enrolments and the distribution of enrolments among the various grade levels will remain as they are at present. The survey staff has carefully estimated the amount which might reasonably be expected as income from student fees under the present conditions. It has also estimated the amount which would be necessary to furnish this number of students with an adequate educational program. These estimates have been prepared from rather well established per capita costs at the various levels of school work. The difference between estimated annual income from students and estimated annual cost of a reasonably effective educational offering amounts to approximately $210,000 more than the present income from endowment. Thus, one possibility for financing the current operating expenses of the present program would be, after obtaining from students all that can reasonably be expected in the way of tuition fees. to increase the present educational budget of the denomination (now approximately $57,000) to $210,000.

A second alternative may be suggested for the financing of the present program: obtain from students all that can reasonably be expected in the way of tuition fees, continue the present appropriation of $57,000 for educational purposes, and obtain the remainder necessary from an increased endowment fund. The amount by which it would be necessary to increase the present endowments is approximately $3,060,000. This plan, including both the sum of over one million dollars needed, as before shown, for debt retirement and plant rehabilitation, and $3,060,000 needed for increased endowment, would thus require the immediate raising of a total sum of over $4,000,000.

A third alternative would be to obtain from students all that can reasonably be expected in the way of tuition fees, discontinue all appropriations of a current nature, and depend entirely upon an increased endowment fund for all the other income needed for current purposes. This would mean that present endowments would need to be increased by approximately $4,200,000. The total sum to be found immediately, for purposes of debt retirement, plant re-conditioning, and endowment increases would thus be well over $5,000,000. The survey staff recognizes that a plan of this nature would not be in accord with established Baptist policies in the support of educational institutions.

The first and third alternatives suggested are extremes, while the second is a combination of the two extremes. Any other such combination could be made by setting the figure for current appropriations at any given amount, and capitalizing at 5 per cent the difference between this amount and $210,000, to find the amount of additional endowment that it would be necessary to raise.

It should be recalled that the calculations herewith presented are based upon the presumptions that enrolments will remain the same as they are at present. It is shown in another section of this report that the tendency at present is to decrease the number of elementary pupils and increase the percentage of total carrying load at the college level. If this tendency continues, as it most likely will, the gap between receipts from students fees and educational expenditures will continually widen, since the subsidy necessary per college student, over and above fees paid, is larger than the subsidy necessary at any other level.

These three alternatives are suggested in order that all the possibilities of financing the present program may be thoroughly canvassed. The question still remains: Can the Baptists of Kentucky meet these financial needs in any way?

It is the opinion of the survey staff that the needs of the present program of education attempted by the Baptists of Kentucky are entirely beyond their ability to support. Admittedly our reasons for this conclusion lack objecive evidence. However it has been clearly shown that the Baptists of Kentucky during past years have failed to support this educational program adequately, and there is little ground for thinking that in the immediate future a radical change of feeling in the matter is going to sweep over the denomination. In fact, the burden of the proof should be upon anyone who would say that the Baptists of Kentucky can and are going to finance their educational institutions in anything like the manner which has been shown to be necessary. The needs are so far beyond the amount of support that has been forthcoming during recent years that it would seem to the survey staff to be utter folly to expect that the Baptists of Kentucky will at any time in the near future be able and willing to give adequate financial support to the present educational program.

Bluntly, then, the answer to the first part of Question XI, is No; the Baptists of Kentucky cannot (or at least will not) finance in a reasonably satisfactory manner the present program of education in Kentucky.

The second part of Question XI, "What steps should the denomination take to meet this situation?" is the most difficult decision which the survey staff is called upon to make. In view of the facts presented in the body of this report, the following recommendations are made:

1. The survey staff recommends that the Baptists of Kentucky unify and concentrate their support upon Georgetown College and two junior colleges, one to be for young women located at Hopkinsville, and the other for both men and women located at Williamsburg. The junior colleges should be four-year units, comprising the last two years of high school and the first two years of college. Georgetown College should be developed as a strong, Christian, four-year, liberal arts college.

2. Oneida Baptist institute is worthy of support and every encouragement to continue its splendid work in the Eastern Mountain region of Kentucky, until public school facilities shall have been provided in such a measure as to make its work no longer necessary. The survey staff believes, however, that Oneida Baptist Institute can continue to operate without denominational support, and perhaps more efficiently so than with the meager amount which it is now receiving. It is recommended that, unless the annual grant can be materially increased, support be withdrawn from Oneida Baptist Institute.

3. It is recommended that unless immediate relief for Campbellsville Junior College in the form of adequate endowment, funds for the re-conditioning of the plant, and funds for the retirement of debt, be provided, the Baptist denomination discontinue the support of this institution. There is possibly a place for a Baptist college in the south-central part of the state. but the school at Campbellsville should not try to continue on its present basis.

4. The survey staff recommends that support be withdrawn from the following schools: Barbourville Baptist Institute; Bethel College (at Russellville); Hazard Baptist Institute; and Magoffin Baptist Institute. The following considerations have led to this recommendation. Barbourville Baptist Institute and Magoffin Baptist Institute are offering programs at only the elementary and high school levels, and are in direct competition with public school systems which could do the same work just as efficiently without being a charge upon the philanthropy of the Baptists. Hazard Baptist Institute is in a hopeless financial condition, its buildings are worthless for educational purposes, and its program is almost wholly restricted to the elementary and high school levels in competition with an excellent public school system The proposed development of a junior college at this institution has not materialized, and in the opinion of the survey staff, ought not to be encouraged. A large fund would be necessary to provide satisfactory buildings, remove debts, and place the institution on a sound financial basis. The business depression in the coal regions seems to have closed any opportunity for local support in the near future. It would seem best, therefore, to abandon the attempt to start junior college work at Hazard; and there seems no justification for maintaining a second rate elementary and high school in competition with first

class public school facilities such as those of the city of Hazard. The project advocated by the president of Hazard Baptist Institute for the development of a college on the Berea plan, seems to the survey staff to be utterly impossible of attainment in view of the large initial investment necessary and the high current cost of maintaining such a program. Bethel College at Russellville is not included in the proposed program because of the large funds which would be necessary to rehabilitate the institution. With its plant mortgaged, its endowment pledged for the payment of mortgage interest, and its physical plant in serious need of repair and improvement, we are unable to see how the Baptists of Kentucky will be able to put this institution on its feet financially.

The survey staff has a great measure of appreciation of the fine work that these institutions have done in the past. The fact that it is recommended that support be withdrawn from them should not be interpreted as a failure to recognize the great service which they have rendered in the past both to the Baptist denomination and to the cause of education in general. The point is simply this: these institutions, particularly those offering elementary and high school work, have served their day and generation well. New agencies, in the form of the public schools, have developed to supplant them. They should not be longer continued, now that their work is over.

It may be well to present the facts as to what will be necessary to support the recommended program, consisting of a four-year college at Georgetown, and the two junior colleges. The amount needed to retire the debts of these three institutions is $409,212.14. The sum of $40,000 would probably provide all the re-conditioning of plants that is absolutely necessary immediately. It is the opinion of the survey staff that these three colleges, if allowed to approach the Baptist constituency directly could raise the sum necessary to put their programs on a sound basis. If tuition fees at these institutions should be raised as has been suggested, the incomes from endowment plus the budgeted amount of $57,000 from the "cooperative program" should be sufficient to carry their current operating costs on a satisfactory basis, provided the institutions are free to make their own appeals for current funds in addition to this amount.

Chapter II

CONTROL, ORGANIZATION AND ADMINISTRATION

The nine institutions which receive support from the General Association of Baptists of Kentucky have a very loose relationship with the state organization. As a matter of fact, it is through their local control that these institutions deserve the designation of "Baptist," rather than through their connection with the state Association.

There seems to be only one type of control which is uniformly present and in use by the state Association. The funds supplied to the institutions through the State Board of Missions are subject to the control of the General Association and this body, therefore, has the opportunity, by the granting or withholding of its financial support, to influence in some measure the various institutions.

An example of the ineffectiveness of this type of control is seen in the case of Cumberland College. A few years ago dissatisfaction arose among certain of the influential members of the state Association regarding the views held on evolution by a member of the faculty at Cumberland College. The administration of the College considered this man one of their strong faculty members and refused to ask him to resign. As a result of this action, Cumberland College was stricken from the list of institutions receiving support. This action does not seem to have caused any embarrassment to the College, however. Within the past year, the survey staff is informed, this action has been rescinded and Cumberland College is again to be placed on the list for support from the state Association.

There is one other type of control which applies to certain of the institutions. In some cases members of the board of trustees, after nomination by the local Association or some other agency, must be approved by the Baptist Educational Society. This latter organization is composed of all members of the General Association of Baptists of Kentucky who pay a $5.00 membership fee. Practically, its membership is almost identical with that of the General Association, so that it is customary, after the adjournment of the General Association, for the same meeting to be called to order again in the capacity of the Baptist Educational Society. The control which this group exerts over the policies of the institutions seems to be purely nominal. Recommendations for membership on boards of trustees seem to be approved by the Baptist Educational Society in a perfunctory manner.

Three of the schools, Magoffin Baptist Institute, Hazard Baptist Institute, and Barbourville Baptist Institute, also receive support through the Baptist Home Mission Board from the Southern Baptist Convention. The following statement regarding the arrangement for the control of these schools by the Baptist Home Mission Board has

been furnished the survey staff by Reverend J. W. O'Hara, Superintendent of the Department of Mountain Schools.

"The arrangement for the support of these schools at present is cooperative. The Home Mission Board established these schools years ago and has continued to support them both with maintenance funds and appropriations for equipment and buildings. About four years ago the Kentucky Baptist Education Board, or the Kentucky Baptist Convention, included these schools in recommendations for a percentage of their school funds. The two Boards have worked harmoniously together during these years, and consequently a better support has come to the schools. The supervision has been left in the largest measure with the Home Mission Board, and I, as Superintendent, have given my careful attention to each of the schools. It is needless to say that some things have been done which did not have my full approval, but which could not be avoided with trustees to whom were committed some authority and the responsibility of looking after properties."

It will thus be seen that the control and the administration of the Baptist institutions of Kentucky are almost wholly located within each institution. That is, the various institutions are influenced only slightly in their policies by any central agency and are free to determine for themselves the scope of their activities and the general policies of the institutions. It would seem impossible under such an arrangement to build a strongly integrated and unified program for the denomination with each school being left to determine the scope of its own activities. Under such conditions there is little incentive to look at the educational problems of the denomination as a whole. Each institution is very likely to look upon its own continuation and prosperity as the most essential feature of the entire Baptist educational program in Kentucky. This is a commendable attitude so far as the welfare of a particular institution is concerned but it may seriously distort the educational program of the denomination as a whole.

It seems clear to the survey staff that there is no agency whereby the General Association of Baptists of Kentucky can make its influence felt in the determination of the educational program better than through the control of the budget; consequently, the recommendations of the survey report, although scattered among many phases of the control and operation of the Baptist institutions, effectually center, so far as the General Association is concerned, in a recommendation as to what institutions should be supported and what types of program should be supported in each. The grant of funds seems to be the only avenue whereby the Baptists of the state can control the development of their educational program.

The survey staff believes that a very large measure of local autonomy is essential to the successful administration of a denominational college. For any central agency, such as the State Association, to step in and try to dictate the details of administrative control in any particular institution, would be a serious mistake. Such matters as the

selection of faculty members, fixing of salaries, admission, instruction, discipline, and graduation of students, operation of plant, etc., are distinctly matters for local control within the institutions and should not be interfered with by the State Association. However, the central agency should control the scope of the work attempted by the institutions, and the general policy of the administration, including the type of faculty members selected, should be acceptable if support is to be granted. The State Association ought to be vitally concerned in the quality of the programs maintained in the Baptist institutions. The manner in which the central control is at present exercised gives no opportunity for judging the quality of the work and little advantage seems to have been taken of any opportunity to control the type of program offered. At the same time there has been present the temptation for the State Association to dabble in matters which are better left to the local boards of trustees. It is recommended that in the future a closer contact be maintained between the institutions and the State Association by means of full and complete reports.

As has been pointed out, each of the institutions has at present a control which is more or less autonomous. In some cases there is responsibility to a District Baptist Association or some other agency of this sort, but in general the board of trustees of each institution is free to develop its own program as it best sees fit. In many cases more than half of the members of the board of trustees live in the local community, a fact which tends to make the institution to all intents and purposes a local community college.

It is the judgment of the survey staff that the present control of the Baptist institutions of Kentucky results in a group of institutions which are maintaining in a thoroughly adequate manner the principles of the Baptist denomination, and which are serving as effective centers of religious influence. Further discussion of the services of the institutions will be found in Chapter III. The only point mentioned here is the fact that the present control does not in any way interfere with a strong development of Baptist influence in each institution.

The internal administration of the various institutions is, with one exception, delegated by the respective boards of trustees to a president, who is the chief administrative officer. The survey staff has observed but few instances of mistaken function on the part of boards of trustees of the Baptist institutions of Kentucky.

In the case of Bethel College, at Russellville, the board of trustees has been attempting to run the institution without a president. Board meetings are held weekly and the smallest details of administration of the institution are discussed and acted upon in the board meeting. It should be pointed out that such a type of administration must result almost inevitably in a weak form of management. The business of administering an educational institution is a professional job, and one to

tax the capacities of even a well trained school administrator. For a group of laymen to give one Tuesday evening each week to the detailed administration of an institution of learning, without adequate professional leadership, is a serious mistake.

At certain other institutions there has been the tendency to look upon the president as an official of academic administration only, competent to handle such matters as the discipline of students, scheduling of classes, and selection of faculty members, but with little authority in matters of financial administration. It is the judgment of the survey staff that the policy of dividing the financial from the academic administration is wrong in schools and colleges of the size of those supported by the Baptists. The board of trustees should hold the president of the institution completely responsible for the entire program and should entrust to him details of financial management as well as the academic control. Of course, the president may delegate to officials subordinate to him certain details of administration. The point stressed here is that these subordinate officials should be responsible to the president rather than to the board directly. It should never be necessary for a president, when asked concerning an item of financial administration, to have to say "Well, I don't know about that. The treasurer of my board attends to that matter, and it doesn't go through my hands. Consequently I have no information about it."

This principle does not imply that the board of trustees should in any way be relieved of responsibility for the financial administration, any more than that it should be relieved of responsibility for academic administra ion. The delegation of financial authority to a president implies that he will be held completely responsible by the board for the results obtained. In connection with the matter of the function of boards of trustees, the following quotation is made from **College Organization and Administration,** by Reeves and Russell.[1]

"The primary functions of boards of trustees are to determine policies, select executives, approve new undertakings, and determine expenditures. Just as soon as the members of such a board transform it into a board of supervision for the detailed oversight of the work of the institution, trouble is certain to arise. Experts competent to deal with such problems should be employed as officers of administration and their opinions should be sought and followed. In case a board doubts the wisdom of an opinion of its president, it should postpone the matter at issue for further consideration, and in the meantime secure an additional opinion from some outside disinterested expert, or else it should employ a new expert whose judgment it is willing to follow.

"The work of a board of trustees deals with the larger problems of control. These problems are almost certain to be mishandled if the board undertakes to supervise the details of the college administration. In other words, boards of trustees and their executive commit-

1—**College Organization and Administration,** by Floyd W. Reeves and John Dale Russell. Published by Board of Education. Disciples of Christ. Indianapolis, Indiana. P. 324.

tees should act as legislative and not as executive bodies. A clear distinction should be drawn between legislative and executive functions. In all matters which are strictly professional and which relate to the details of administration, the board should refuse to act in any way until the matter has first been brought to the attention of the proper executive officer; the decision of this officer should not be reversed unless the board is thoroughly convinced that he is wrong. In the colleges surveyed,[1] the cases are few where serious misunderstanding had arisen between the administrations and the boards of control. However, in instances where trouble of this kind has arisen, almost without exception it has been when boards of control or board committees, anxious to manage as well as govern, have assumed executive functions and begun to displace the chosen executive officers.

"The board of control of an institution is charged with the complete responsibility for the organization and conduct of the institution. The constituency very properly holds the board responsible if anything goes wrong with students, faculty, teaching, finances, or general welfare of the institution. In its last analysis the final responsibility for everything rests on the board of control, and therefore the final authority also must always reside in that body. There has come to be, however, a more or less natural division of responsibilities between the board of trustees and the administration, since the board of necessity must depend almost wholly on the wisdom of its chosen executive officers in certain matters.

"The first and most important function of the board of control is to select its president and executive officer.

"A second general function of the board of control is the determination of the general policies of the institution; this is in no sense a function of the administrative or teaching staff. The general policy of appointments, promotions, and budget making should be formulated by the board of control after discussion with the president and faculty representatives. The board should have control of investments of funds belonging to the institutions, and should have the final determination of the annual budget. Final authority should rest in the board with respect to building construction and the operation of the plant.

"The initiative in educational matters should be left to the president and faculty, although the board should have a final approval or veto on all educational policies. In such matters as entrance or graduation requirements, selection or dismissal of students, selection, promotion or demotion of faculty, salary advancement or assignment of classes, the board should have no authority to act except upon recommendations from those primarily responsibile for the academic success of the institution. The voting of degrees upon the recommendation of the faculty is a duty of the board which falls also into this class of functions consisting principally of actions to be taken upon the recommendation of the executives and faculty of the institution. It must be borne in mind, however, that the board may either approve or disapprove a recommendation, and should in no sense become a rubber stamp for the approval of all recommendations brought before it. The board is finally responsible for judging the results of the work of the entire institution."

The internal administration of the Baptist institutions of Kentucky vary considerably in effectiveness. Institutions which are considered by the survey staff to have rather effective administrations are

1—The reference here is to a group of colleges supported by the Disciples of Christ.

Bethel Woman's College, Campbellsville Junior College, Cumberland College, Georgetown College and Oneida Baptist Institute. At the opposite end of the scale are Bethel College at Russellville and Hazard Baptist Institute.

At Bethel College, as has been previously stated, the board of trustees has chosen to run the institution without a president. The serious consequences of this decision are clearly apparent. In fact, it is the judgment of the survey staff that the failure to provide an adequate professional administration is a major cause of the present difficulties of the institution. The seriousness of these difficulties has been to a considerable degree responsible for the recommendation of the survey staff to the effect that this institution be no longer supported by the Baptists.

At Hazard Baptist Institute, the president is the minister of the local Baptist church. While some administrative authority is delegated by him to the dean of the institution, a considerable share, particularly those features relating to the financial management, is retained by the president himself. It should not be necessary to make the observation that the job of being president of an educational institution, particularly one beset by such serious difficulties as Hazard Baptist Institute, should be sufficient to take the full time of its president. To consider it as a part-time job, to be sandwiched in between the heavy responsibilities of the pastorate of a church, seems a serious mistake. It is the judgment of the survey staff that this mistake has contributed largely to the difficulties in which the Hazard Baptist Institute now finds itself and that the conditions have existed for such a length of time as to render futile any attempt to remedy them.

While Cumberland College represents one of the better administered institutions of the group, it is the judgment of the survey staff that this college could very profitably spend more money on its administrative activities. Under the present organization, the president is not furnished with adequate opportunity for the delegation of responsibility. He is required to supervise everything from the squad of students that gives the campus its weekly cleaning to the detailed planning and construction of college buildings. The burden of detail which he carries is too great for one man, no matter how competent and willing he may be. Certain faculty members, in addition to rather heavy teaching loads, have been delegated administrative responsibilities. It is the judgment of the survey staff that a faculty member should not be required to manage dormitories and dining halls or act as dean and registrar for the college, without being relieved from a portion of his full-time teaching. The survey staff is deeply appreciative of the fact that the administrative routine at Cumberland College has been effectively systematized so as to take the minimum amount of attention of those faculty members to whom these extra

duties have been delegated. Student help is utilized rather effectively. In spite of this observation, it would appear advisable to make somewhat more adequate provision for these executive and administrative responsibilities, either by relief from full-time teaching for those at present charged with these responsibilities, or by the employment of additional personnel for administrative functions.

Georgetown College seems to be provided with more administration than is necessary. Besides the president there is a registrar, a treasurer, an alumni secretary, and a director of the Second Century Fund. Thus there are five full-time officers of administration besides a complement of clerks and stenographers. However, the alumni secretary should perhaps not be considered as a charge against the administrative budget of the institution. The director of the Second Century Fund is very largely charged with the responsibility of financial promotion. It must be admitted moreover that the administrative activities at Georgeown College are carried on very effectively. The registrar's office is excellently kept and the treasurer's office handles the financial accounts in a very satisfactory manner. The survey staff has not given sufficient time to the study of the situation at Georgetown College to be able to indicate in detail the points at which the administrative functions might be curtailed. However, it is recommended that this institution give careful consideration to its administrative set-up in order to discover any possible ways whereby the administrative program might be cut without reducing its effectiveness.

The control of athletics frequently presents a serious problem to educational institutions. The survey staff has little to criticize with respect to this point in the nine Baptist institutions. In general athletics has not been over emphasized and the control of this part of the educational program is usually according to the best principles of administrative practice.

At the time of the visit to Cumberland College it was pointed out that the control of athletics in that institution was open to some criticism, although probably there has been no serious infringement on the rules of good management. It has in the past been the policy at Cumberland College to allow the coach to handle all the finances of the athletic administration. He collects the receipts from the games without any audit and spends whatever money he collects in any way that he sees fit. If the receipts are not sufficient to provide funds for the expenditures which he thinks necessary, any balance which is appropriated from the current funds of the institution is subject to the check and approval of the board of trustees. The accounts of the coach are turned in to the college treasurer at the end of the year and are checked by him. This checking, however, cannot be termed an audit as there is no verification of the amount of the receipts or purposes

of expenditure. The survey staff would re-emphasize the fact that they have found no evidence that there is any mismanagement of athletic funds at this institution. However, it should be pointed out that the way is open for such a condition. The coach, for his own protection, should insist that all receipts be verified and all expenditures attested, if he handles the funds himself. The recommendation of the survey staff, however, would be that receipts from athletics be handled by the college treasurer in exactly the same way as receipts from any other source and that the expenditures for athletic purposes be subject to the same routine as all other expenditures. It is only in this way that effective control of athletic funds can be assured.

The survey staff has noted, among the Baptist institutions of Kentucky, a rather widespread disregard of good administrative practice in that responsible financial officials are not generally bonded. In one instance, an administrative officer has been bonded at his own request and now is allowed to carry the bond around on his person as evidence, to those whom he approaches for gifts, of his financial accountability. It is recommended that all persons connected with the Baptist institutions, who have any responsibility for the handling of money, be required to execute a satisfactory bond, and that such bond be deposited either with the Treasurer of the State Board of Missions, or with the proper officer of the local board of trustees of the respective institutions.

Chapter III

SERVICE OF BAPTIST EDUCATIONAL INSTITUTIONS OF KENTUCKY

The institutions receiving support from the General Association of Baptists of Kentucky may be classified as follows:

1. One four-year co-educational college.
2. Four junior colleges (or five if the development of junior college work at Hazard Baptist Institute be accepted as a fact).
3. Eight high schools or high school departments of junior colleges.
4. Five elementary schools, grades 1 to 8, attached to high schools.
5. One elementary school, grades 7 and 8, attached to a high school.

That these schools and colleges serve very largely a Baptist constituency is indicated by Table 1.

TABLE 1. BAPTIST STUDENTS IN THE NINE BAPTIST INSTITUTIONS OF KENTUCKY

INSTITUTION	Year	Number of Baptist Students	Per Cent Which Baptist Students Are of Entire Enrolment
Barbourville Baptist Institute	1928-29	117	74
Bethel College	1928-29	90	64
Bethel Woman's College	1928-29	123	72
Campbellsville Junior College	1928-29	161	67
Cumberland College	1928-29	271	83
Georgetown College	1927-28	233	64
Hazard Baptist Institute*	1928-29	159	78
Magoffin Baptist Institute	1928-29	7	6
Oneida Baptist Institute*	1928-29	392	95
All institutions combined		1,553	73

* Estimated. Accurate data not available.

The only institution which does not have a large majority of its students of the Baptist faith is Magoffin Institute. The president of this school explains that practically all of their students are without religious profession of any kind when they enter, but that an earnest attempt is made to evangelize the non-professing students during their residence at the institution.

Statistics from the University of Kentucky reveal the fact that there are at present 477 Baptists registered as students at this state university. This is more than twice the number of Baptist students registered at Georgetown College, which is located only a few miles distant from the state university at Lexington. The data of Table 1 do not show separately the per cents of elementary pupils, high school pupils, and college students, which are of the Baptist faith, but the probability is very strong that the percentage of Baptists is higher in the elementary and high school grades than it is at the college level. Data were not gathered which would show the number of college students belonging to the Baptist faith in each of the colleges, but a careful study of the figures which were reported leads to the conclusion that the total number of Baptist students enrolled at the college level in all the Baptist institutions of Kentucky combined does not exceed the number of Baptists enrolled in the state university at Lexington. If statistics were available from the other state colleges and normals schools, at Bowling Green, Murray, Richmond and Morehead, they would doubtless show that by far the great majority of the Baptist college students of Kentucky are not attending Baptist institutions.

The survey staff does not desire to press this point to any logical conclusion. It may be remarked that a similar situation would probably be found if the figures for the students of any other denomination were treated in the same way. In other words, this situation is not peculiar to the Baptist denomination. The indication is fairly clear, however, that the majority of the Baptist students now prefer to attend some other college than those which the Baptists are supporting.

One of the valuable methods of studying the service of an institution of learning is through the analysis of the residence of its students. Table 2 shows for each of the Baptist schools and colleges of Kentucky the number of students living within commuting distance, within 50 miles, from 50 to 100 miles, and more than 100 miles from the institution. The data are classified separately according to enrolments in the various divisions. Table 3 summarizes these data by showing for each of the schools and colleges, the per cent of students residing within 50 miles, together with the number of states represented in the student body.

It will be observed from Table 3 that all three of the schools which make no attempt to offer college work have practically their entire student body drawn from within the radius of 50 miles. Barbourville Baptist Institute, Magoffin Baptist Institute, and Oneida Baptist Institute, are in this respect almost wholly local institutions. The same is true of Hazard Baptist Institute.

Of the institutions offering college work, Campbellsville Junior College has the largest per cent of its student body drawn from the

TABLE 2. RESIDENCE OF STUDENTS ATTENDING NINE BAPTIST INSTITUTIONS OF KENTUCKY IN 1928

INSTITUTION	Within Commuting Distance		Within 50 Miles of Institution		From 50 to 100 Miles of Institution		More than 100 Miles from Institution	
	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent
Barbourville Baptist Institute: High School	84	86	7	7	....	....	7	7
Elementary	54	89	7	11	....	....	....	....
Bethel College: College	31	30	17	17	14	14	40	39
High School	13	44	3	10	4	13	10	33
Special	5	100	....	....	....	....	....	....
Bethel Woman's College: College	21	27	14	19	21	27	21	27
High School	11	23	2	4	5	11	29	62
Special	47	100	....	....	....	....	....	....
Campbellsville Junior College: College	38	76	4	8	....	....	8	16
High School	52	52	28	28	2	2	18	18
Elementary	79	88	3	3	5	6	3	3
Special	20	95	....	....	1	5	....	....
Cumberland College: College	64	39	25	15	23	14	52	32
High School	122	70	27	16	10	6	14	8
Elementary	48	100	....	....	....	....	....	....
Special	7	100	....	....	....	....	....	....
Georgetown College: College	58	17	73	21	38	11	178	51
Special	19	100	....	....	....	....	....	....
Hazard Baptist Institute: College	3	100	....	....	....	....	....	....
High School	31	60	19	36	....	....	2	4
Elementary	150	100	....	....	....	....	....	....
Magoffin Baptist Institute: High School	30	40	45	60	....	....	....	....
Elementary	26	81	6	19	....	....	....	....
Oneida Baptist Institute: High School	74	50	67	45	4	3	3	2
Elementary	132	50	133	50	....	....	....	....
Total	1,219	55	480	22	127	6	385	17

TABLE 3. PER CENT OF STUDENTS ENROLLED RESIDING WITHIN A RADIUS OF FIFTY MILES OF THE INSTITUTION ATTENDED; AND NUMBER OF STATES REPRESENTED IN STUDENT BODIES OF NINE INSTITUTIONS

INSTITUTIONS	Per Cent Residing Within Fifty Miles	No. of States Represented in Student Body
Barbourville Baptist Institute	96	4
Bethel College	50	9
Bethel Woman's College	56	14
Campbellsville Junior College	86	5
Cumberland College	75	9
Georgetown College	41	17*
Hazard Baptist Institute	99	2
Magoffin Baptist Institute	100	1
Oneida Baptist Institute	95	1
Median	86	5

* Two foreign countries are also represented in the enrolment of Georgetown College.

nearby region. Referring to Table 2, it is seen that both the college students and the high school students at Campbellsville Junior College are very largely local. Cumberland College has the next highest per cent of its student body drawn from within the 50 mile circle. However, in Table 2 it will be seen that only 54 per cent of the college students of Cumberland College are drawn from 50 miles or less. In the case of this institution, the preponderantly local nature of the high school student body causes the per cent of total students drawn from the 50 mile circle to be large. The other three colleges, Bethel College at Russellville, Bethel Woman's College, and Georgetown College, all draw approximately one-half of their students from distances greater than 50 miles. This is the typical situation for colleges and universities generally over the country.

Summing up the data regarding residence of students, it may be said that all of the eight high school departments draw local students almost exclusively. At Campbellsville Junior College, the student body of the college department is to a surprising extent drawn from the immediate locality. At Bethel College at Russellville, Bethel Woman's College, Cumberland College, and Georgetown College, the residential status of the college students is approximately the same as that at standard colleges over the country.

The trend of total enrolment over a period of years throws an interesting light upon the study of the service rendered by the group of institutions. Table 4 shows the annual carrying loads of the nine Baptist schools and colleges for different years, back as far as 1912-13.

Certain of the institutions were not in existence in these earlier years, and for others the data concerning the earlier years were not available. The "annual carrying load," which is used as a measure of enrolment, is found by taking the average of the enrolments for the two semesters and adding to it the summer session enrolment reduced to a semester basis.

TABLE 4. THE ANNUAL CARRYING LOADS OF THE NINE BAPTIST INSTITUTIONS OF KENTUCKY FOR 1912-13, 1917-18, 1922-23, 1927-28, AND 1928-29

INSTITUTION	1912-13	1917-18	1922-23	1927-28	1928-29*	Per Cent That 1928-29 Enrolment Is of 1917-18 Enrolment
Barbourville Baptist Institute: High School	71	32	21	153	98	306.3
Elementary**	108	93	168	117	61	65.6
Bethel College: College	25	34	48	57	91	267.6
High School	40	72	94	32	30	31.7
Bethel Woman's College***: College	.....	23	68	84	85	369.6
High School	.....	32	70	40	46	143.8
Campbellsville Junior College***: College	.....	.....	.....	50	68	.....
High School	.....	.....	.....	108	102	.....
Elementary	.....	.....	.....	95	94	.....
Cumberland College***: College	.....	10	53	129	164	1,640.0
High School	.....	211	264	180	173	82.0
Elementary	.....	79	149	83	48	60.8
Georgetown College	130	280	323	374	365	130.4
Hazard Baptist Institute***: College	.....	.....	.....	1	3	.....
High School	.....	.....	.....	70	52	.....
Elementary	.....	.....	.....	200	150	.....
Magoffin Baptist Institute***: High School	.....	.....	26	53	79	.....
Elementary	.....	.....	29	44	35	.....
Oneida Baptist Institute: High School	65	25	60	126	148	592.0
Elementary	200	190	225	256	265	139.5
Total for all institutions****: College	.....	.....	.....	695	776	.....
High School	.....	.....	.....	762	728	.....
Elementary	.....	.....	.....	795	653	.....
Grand Total				2,252	2,157	.....

*—No summer session included with the year 1928-29.

**—Data for 1913-14 instead of 1912-13.

***—No data available for the years left blank.

****—Totals are given only for the years for which data are available for all institutions.

It will be observed from Table 4 that all of the college departments show rather marked increases in numbers of students over the period studied. This is in accord with the situation generally in colleges and universities in this country. However, increases are not the rule in the high school departments of the Baptist institutions. The three mountain schools, Barbourville Baptist Institute, Magoffin Baptist Institute, and Oneida Baptist Institute, all show substantial increases in enrolments in the high school departments. All the other schools show decreases in high school enrolments in recent years. There is a consistent tendency to decrease the elementary school enrolments in all of the schools except Oneida Baptist Institute.

One of the best methods of studying the quality of service rendered by an educational institution is through an analysis of the records made by its students in other schools and colleges to which they transfer. In connection with this survey, a study was made of the grades earned by 39 former students[1] of the Kentucky Baptist colleges after transferring to the University of Kentucky. The grade records of these 39 students, all of whom were granted advanced standing in the University of Kentucky upon presentation of credits from Kentucky Baptist colleges, were compared with the grade records of a number of other students whose previous work had all been taken at the University of Kentucky. The latter group, chosen for comparison, was selected by taking the first student in the alphabetical list, who had a mental test score corresponding to that of one of the Baptist students. This process was continued until each of the Baptist students was "paired" with a student with the same intelligence, who had had all his work at the University of Kentucky. Other variables which might affect the records were similarly controlled. This procedure gave two groups of students, equal so far as native ability was concerned, and differing only in the place in which their first years of college work had been taken. The grade records of the students of these two groups at the University of Kentucky were then expressed in terms of the average number of grade points per hour of credit carried. Under the grading system in use at the University of Kentucky a grade of A carries three credit points, a grade of B carries two credit points, a grade of C carries one credit point and a grade of D or E carries no credit points. Thus a student who carries 15 hours of credit and makes a grade of B in every course would make 30 credit points, or an average of 2.0 grade points per hour of credit.

Computation of the average grade points per hour of credit gave for the group of students native to the University of Kentucky an average of 1.51 and for the group of students transferring from Baptist

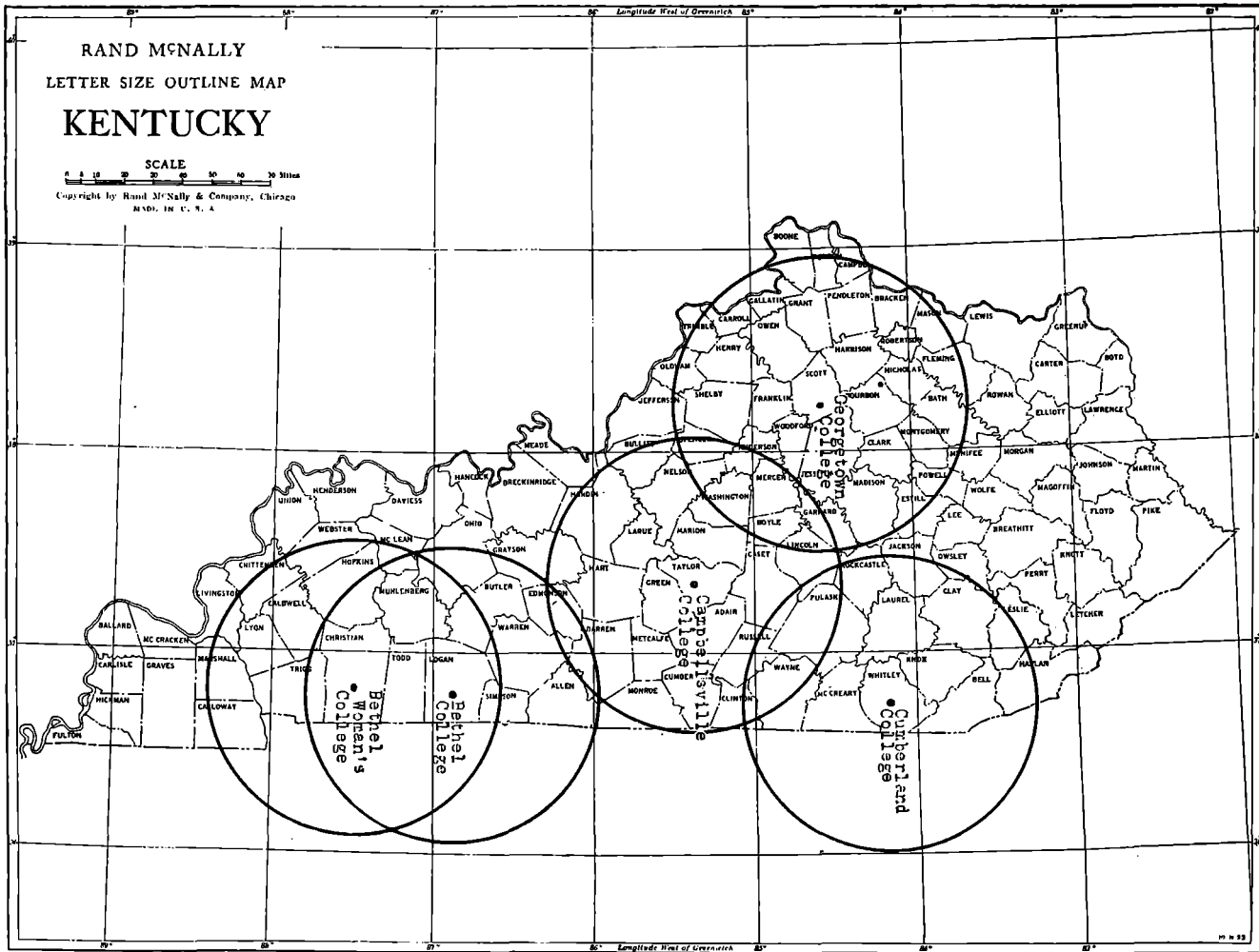
1—This included all students for whom complete data were available.

schools an average of 1.25. This is a substantial difference in favor of the native University of Kentucky students. Statistical calculation reveals the fact that this is a significant difference, and that it is, therefore, safe to conclude that the students transferring from Baptist colleges do not do as good work at the University of Kentucky as is done by students of like intelligence who have had all of their training at the University of Kentucky. An attempt was made in this study to differentiate between the students coming from each of the Baptist institutions. The numbers coming from any one college were too small, however, to permit reliable conclusions to be drawn regarding the students from any particular college.

The fact here brought out seems to the survey staff to be of considerable significance. Stated bluntly, it means that students transferring from Baptist institutions have not been as well prepared for the later years of college work as have students of equal intelligence, who have taken similar work at the University of Kentucky. This is concrete, objective evidence which offers a rather definite answer to the first question that was asked, namely: "Does the Baptist denomination of Kentucky make adequate provision for maintaining its schools so that the education is comparable to that provided by similar publicly supported schools?" The evidence produced by this study is to the effect that the Baptist denomination does not provide education comparable with that provided by publicly supported schools and colleges.

The service which educational institutions may render is to a considerable extent conditional upon their location. It has previously been shown that practically all of the Baptist schools and colleges draw a major portion of their students from within a radius of 50 miles, and some of them draw practically all of their students from within this distance. It becomes important, therefore, to study the geographical distribution of the Baptist schools and colleges to discover the extent to which there is overlapping of territory. Figure 1 shows on the map of Kentucky the location of the Baptist institutions offering college work. A 50 mile circle has been drawn showing the territory from which each college draws the major portion of its students.

The only case of any serious overlapping is that between Bethel College and Bethel Woman's College. Formerly Bethel College at Russellville accepted only men students. Under this program there was no overlapping with Bethel Woman's College at Hopkinsville. However, the decision to make Bethel College at Russellville co-educational now results in a rather serious overlapping in so far as women students are concerned. Campbellsville Junior College overlaps to a



small extent upon Bethel College, Georgetown College, and Cumberland College.

Not only must the location of the Baptist schools and colleges be judged with respect to the overlapping of territory among themselves, but the number and kind of competing institutions within the territory of each college must be considered. Table 5 shows the number of competing coleges located within the territory of the five Baptist institutions offering college work. The competing colleges are classified as to whether they are within commuting distance, within a radius of 25 miles, or within a radius of 50 miles of the respective Baptist institutions.

TABLE 5. PROXIMITY OF COMPETING COLLEGES TO THE FIVE BAPTIST INSTITUTIONS OFFERING COLLEGE WORK

INSTITUTIONS	Number of Competing Colleges		
	Within Commuting Distance	Within a Radius of 25 Miles but Outside Commuting Distance	Within a Radius of More than 25 Miles but Less Than 50 Miles
Bethel College (Russellville)	1	0	2
Bethel Woman's College	0	0	2
Campbellsville Junior College	0	2	2
Cumberland College	0	0	3
Georgetown College	2	0	4

It will be observed from Table 5 that Bethel College at Russellville and Georgetown College both have competing institutions within commuting distance. Campbellsville Junior College has two competing colleges within a radius of 25 miles. All of the institutions have additional competing colleges within a radius of 50 miles, Georgetown College being in the region with the greatest number of competing institutions. The college which has the smallest number of competing institutions is Bethel Woman's College.

The competing institution within commuting distance of Bethel College at Russellville is Logan College, which is also located at Russellville, the population of which is 3,124 (1920 census). Very rarely can two colleges flourish in so small a community. Of course, Logan

College accepts only women students while Bethel College is a co-educational institution. There appears to be little justification for two colleges at Russellville, both of which admit women students.

Table 6 deals with the high school situation as regards the number of competing high schools. This table shows the number of competing high schools within commuting distance of each of the eight Baptist institutions which offer high school work.

TABLE 6. NUMBER OF COMPETING HIGH SCHOOLS WITHIN COMMUTING DISTANCE OF THE EIGHT BAPTIST INSTITUTIONS WHICH OFFER HIGH SCHOOL WORK

INSTITUTION	Number of Competing High Schools Within Commuting Distance
Barbourville Baptist Institute	3
Bethel College	1
Bethel Woman's College	1
Campbellsville Junior College	1
Cumberland College	2
Hazard Baptist Institute	1
Magoffin Baptist Institute	1
Oneida Baptist Institute	0

It will be observed from Table 6 that, with exception of Oneida Baptist Institute, every one of the Baptist schools is in competition with one or more high schools within commuting distance. The situation is in reality somewhat more serious than Table 6 would indicate. In practically every case one of the competing high schools is a public school of high grade. Data to be presented later will show that the work in many of these Baptist institutions is of a quality inferior to that in the competing schools. The survey staff is unable to justify the continuation by the Baptists of Kentucky of high school work inferior in quality to that offered by the public high schools in the same community.

In fact, the survey staff would desire to raise the whole question of the justification for Baptist support of education of elementary and high school grade in a community which has available adequate public school facilities. The survey staff understands that the Baptist denomination does not favor a parochial school system; but the denomination's support of these schools amounts to exactly such a policy. In fact, the continued support of all of these schools, with the exception of Oneida Baptist Institute, is very probably a direct handicap to the development of the public schools in these communities. It is unthinkable that the Baptist denomination would continue to

stand in the way of the proper development of the public schools of the state by the maintenance of these denominational schools.

It should be understood that the Baptist high schools were established under conditions entirely different from those which now obtain in the public school system of Kentucky. At the time of the original development of these Baptist institutions, public school facilities were not generally available in any adequate way in these communities. The Baptist schools have served well their purpose and have done a splendid piece of work in these communities and in the service of public education generally, by stepping into the breach and providing necessary educational facilities in communities which had not as yet developed their public schools. Within recent years the public school system has had a remarkable development in Kentucky, and every one of the communities served by Baptist institutions, Oneida excepted, is now well served by the public schools. The survey staff believes that it is time for the Baptist denomination to take cognizance of this development of the public school system and to withdraw its support from schools in a community where adequate public school facilities are available. It is our judgment that the early withdrawal of the denomination's interest in elementary and secondary education is highly desirable. Perhaps the treatment of this topic ought to be made somewhat more specific by direct reference to each of the institutions.

1. Barbourville Baptist Institute is in direct competition with a city high school and elementary schools reasonably adequate to care for the needs of the pupils of this general locality. There is no justification whatever, in the opinion of the survey staff, for the continued existence of this school. If there are some mountain boys and girls who desire to come to Barbourville for a high school education because of the lack of facilities near their homes, the advisability might be considered of maintaining dormitories for such students while they attend the Barbourville public schools. It is our belief, however, that the number of such pupils is not sufficient to warrant the maintenance of a permanent dormitory organization. The local Baptist constituency could well shoulder the task of providing adequate room and board arrangements and proper religious influences for such students

2. At Bethel College the high school is in direct competition with the Russellville public high school. The justification given by the administrative staff for the continuation of the high school department of Bethel College is that many of the students are mature men, called into the ministry late in life, who desire to complete their secondary education, and who would be embarrassed in the public schools. Attention is called to the fact that the Baptist Theological Seminary at Louisville still accepts students without any requirement as to

previous education. While the complaint is made that such students find little material suitable to their capabilities at the Louisville institution, the survey staff suggests that the funds expended in the maintenance of a high school department at Bethel College would be more effective if used for a tutoring arrangement for these same students, or in the provision of special classes for them in the Seminary at Louisville. The small number of such students and the fact that the number is very likely to decrease in the future makes the continuation of the high school department at Bethel College open to serious question.

3. At Bethel Woman's College the maintenance of a high school department may be justified to a somewhat greater extent than at any of the other institutions, with the possible exception of Cumberland College. A type of select education for young women is still warmly advocated throughout the South and the program at Bethel Woman's College fills this need. Furthermore, it is difficult to maintain a junior college on a two-year basis due to the rapid turn-over of students. It is, therefore, advisable to maintain some work of high school grade in order to have a longer residence period for students. The survey staff recommends that Bethel Woman's College take steps as soon as convenient to eliminate the first two years of high school work, and that in the future only the two upper years of high school work and the two years of junior college work be offered.

4. Campbellsville Junior College is also in competition with a good public school system and it is difficult to justify the continuation of the elementary and high school work at this school. Essentially the same conditions prevail as at Barbourville and it seems that the same arrangement as suggested at that institution could be made at Campbellsville Junior College, to care for the very few students who attend because public school facilities are not available in their home communities. If a decision should be made that the college work at Campbellsville should be continued then it might be advisable to continue the upper two years of high school work. The survey staff elsewhere recommends the discontinuation of college work at Campbellsville Junior College, and without the continuation of this department there is no justification whatever for continuing the elementary and high school work.

5. At Cumberland College the only justification given for the continuation of the elementary school is that it serves as a practice school in carrying out the teacher-training program of the College. The survey staff does not believe that this is a valid reason for the continuation of this school. Training schools of this type are expensive, and the College should be able to make arrangements with the public schools to provide practice teaching facilities. Maintenance of a junior

college program at Cumberland College, as at Bethel Woman's College, would make desirable the continuation of the upper two years of high school work in order to provide the school with a four-year unit. It is therefore recommended that the elementary school program at Cumberland College be immediately abandoned, and that steps be taken at an early date to eliminate the work of the 9th and 10th grades. An occasional pupil coming to the college who needs this work could be domiciled in the dormitory and could be allowed to attend the public school at Williamsburg.

6. Little can be said in justification of continued maintenance of elementary and high school work at Hazard Baptist Institute. Located in the same city are elementary schools and a high school of high grade, while the Baptist institution impresses the survey staff as being a distinctly inferior school. The entire elementary school enrolment at Hazard Baptist Institute comes from the immediate community and there are only 21 high school students who do not live within commuting distance of the school (See Table 2). To maintain the school on its present basis is, in our judgment, entirely indefensible.

7. At Magoffin Baptist Institute there seems to be no justification for the continuation of either elementary or high school work. Very deliberately the administration of the school has limited the enrolment to inhabitants of Magoffin County. While the public schools in this county are not of a superior type, Magoffin Baptist Institute is undoubtedly serving to handicap the development of these schools. Plans are now under way, according to the county superintendent of schools, for the establishment of a county public high school which will adequately care for all the pupils in the county. The immediate abandonment of the school at Salyersville might temporarily crowd the public schools but if arrangements could be made either to lease the present building for public school purposes or to sell the property outright, no hardship would be inflicted upon any high school pupil. The survey staff, therefore, recommends the abandonment of the work now carried on at Magoffin Baptist Institute.

8. At Oneida Baptist Institute the situation is entirely different from that at any of the other instituions. The community at Oneida has grown up around the school, and other public school facilities are entirely absent. Clay County, in which Oneida is located, is one of the most backward counties in the state educationally. Professor Adams in his study[1] indicates that there are only five of the 120 counties in Kentucky, which are less able to support public schools than Clay County. He also indicates[2] that there are only two counties

1—Adams, Jesse E., "A Study in the Equalization of Educational Opportunities in Kentucky," **Bulletin of the University of Kentucky,** Vol. 20, No. 9, University of Kentucky, Lexington, Kentucky, p. 221.
2—Ibid., p. 213.

in the state which have poorer public school facilities than Clay County. Until the public schools of Clay County are maintained on a more satisfactory basis there will be large need for an institution of the type of Oneida Baptist Institute. This school should, therefore, be encouraged to continue its work until such time as more adequate public school facilities are made available.

The survey staff has considered the question of whether the Baptist denomination is justified in continuing a small grant of funds to this school. The support now given to Oneida Baptist Institute is so meager as to be almost an insult to the school. It is our opinion that the school would be in no way handicapped by the withdrawal of this support and that the Baptist denomination would be advantaged by the concentration of its support on certain other institutions. The recommendation is therefore made that support be withdrawn from Oneida Baptist Institute. It will be understood that this recommendation in no way reflects upon the quality of instruction at the institution, but merely indicates our judgment that the school can be adequately financed without Baptist support.

At some of the institutions the point was made that a number of orphan children are cared for in the elementary and high school boarding departments, and that these departments should be continued in order to take care of these orphan children. The survey staff is informed that the General Association of Baptists of Kentucky is already supporting orphanages from its general budget. It seems unnecessary therefore to duplicate these facilities in the educational program. It appears to the survey staff that the education of orphan children is no justification for the maintenance of elementary and high school boarding departments in the Baptist educational institutions.

The recommendation which is made with reference to the elimination of high school and elementary school work at the Baptist schools and colleges is only an acknowledgement of the present trends in the enrolments in the institutions themselves. Table 7 shows the number of elementary and high school pupils by grades and the number of college students during the second semester of 1929.

It will be observed from Table 7 that the four institutions offering both high school and college work show a distinct trend towards larger enrolments in the 11th and 12th grades than in the 9th and 10th grades. Campbellsville Junior College is the only exception and even here the 12th grade enrolment is a larger percentage of the 9th grade enrolment than is customarily found in the public schools. Thus the recommendation that has been made, to the effect that 9th and 10th grade work be eliminated as rapidly as possible in institutions which

TABLE 7. NUMBER OF ELEMENTARY AND HIGH SCHOOL PUPILS BY GRADES AND NUMBER OF COLLEGE STUDENTS, IN THE NINE BAPTIST INSTITUTIONS OF KENTUCKY, SECOND SEMESTER, 1928-29

GRADE	Barbourville Baptist Institute	Bethel College	Bethel Woman's College	Campbellsville Junior College	Cumberland College	Georgetown College	Hazard Baptist Institute	Magoffin Baptist Institute	Oneida Baptist Institute
First	13	.....	.....	15	4	.....	37*	.....	49
Second	6	.....	.....	11	5	.....	22	.....	15
Third	0	.....	.....	6	8	.....	15	.....	31
Fourth	10	.....	.....	4	3	.....	15	.....	28
Fifth	4	.....	.....	6	8	.....	14	.....	22
Sixth	6	.....	.....	19	6	.....	12	.....	33
Seventh	8	.....	.....	17	6	.....	20	22	45
Eighth	14	.....	.....	12	8	.....	12	22	40
Total Elementary	61	.....	.....	90	48	.....	147	44	263
Ninth	29	6	11	29	32	.....	20	33	62
Tenth	30	5	8	32	40	.....	12	34	38
Eleventh	20	8	12	20	57	.....	12	19	24
Twelfth	19	11	16	19	44	.....	8	20	22
Total High School	98	30	47	100	173	.....	52	106	146
Total College**	0	91	85	68	164	365	3	0	0
Grand Total	159	121	132	258	385	365	202	150	409

*—Includes 17 kindergarten pupils.
**—Figures are the average enrolments of the first and second semesters, 1928-29.

are to continue to maintain junior college programs, is actually already beginning to operate.

Table 8 shows the distributions of the total enrolments among college departments, high school departments and elementary school departments. Data are given for two years, 1927-28 and 1928-29.

A distinct shift is noted during the past year. College enrolments have increased, comprising approximately 5 per cent more of the total enrolments. Elementary enrolments have decreased, comprising approximately 5 per cent less. The percentage of enrolments in high schools has remained approximately constant.

Table 9 shows facts regarding trends over a longer period of time, the earlier date used being the school year 1922-23. Data for the earlier years were available for only seven of the institutions.

TABLE 8. PER CENT OF TOTAL ANNUAL CARRYING LOADS AT COLLEGE, HIGH SCHOOL AND ELEMENTARY LEVELS OF NINE BAPTIST INSTITUTIONS FOR 1927-28 AND 1928-29

LEVELS	Per Cent of Total Annual Carrying Loads of Nine Institutions at Each Level	
	1927-28	1928-29
College	30.9	36.0
High School	33.8	33.7
Elementary	35.3	30.3

It will be observed from Table 9 that the shifts to which attention was called in Table 8 are even more pronounced when viewed over the longer period. College enrolments have increased from 30.8 per cent of the total in 1922-23 to 41.8 per cent for the current year. Elementary school enrolments have shown a corresponding decrease, while again the high school enrolments have remained approximately at a constant per cent of the total enrolments. The survey staff recommends that recognition be given to the significance of these trends,

TABLE 9. PER CENT OF TOTAL ANNUAL CARRYING LOADS AT COLLEGE, HIGH SCHOOL AND ELEMENTARY LEVELS FOR THE YEARS 1922-23 AND 1928-29, FOR SEVEN BAPTIST INSTITUTIONS *

LEVELS	Per Cent of Total Annual Carrying Loads of Seven Institutions at Each Level	
	1922-23	1928-29
College	30.8	41.8
High School	33.5	34.0
Elementary	35.7	24.2

*—Includes all institutions for which data are available for the years indicated. The institutions omitted are Campbellsville Junior College and Hazard Baptist Institute.

and steps be taken to concentrate the educational program of the denomination principally upon work of college grade. The junior colleges, however, should be allowed to continue the work of the upper two years of high school in order to provide a satisfactory educational unit.

At certain of the institutions which have not been offering college work, the administrative officers have been considering the desirability of their developing a program of college work. This question was brought to the attention of the survey staff both at Hazard Baptist Institute and at Magoffin Baptist Institute. This raises the whole question of the need of the State of Kentucky for additional facilities in higher education.

It is the judgment of the survey staff that the State of Kentucky is now suffering from an over-development in the number of weak colleges. The program of higher education in the state would, in our opinion, be immensely strengthened by the elimination of many of the weaker institutions and the diversion of their support to stronger and better established colleges. We are distinctly of the opinion that this is not the time to establish new ventures in higher education in Kentucky.

For this reason the attempt to develop a program of junior college work at Hazard Baptist Institute is not looked upon with favor. The present depression in the eastern Kentucky coal field makes it appear well nigh impossible to obtain any adequate amount of support locally for this undertaking. Outside philanthropy is difficult to obtain for new and unknown ventures. The president of Hazard Baptist Institute is now engaged in the project of attempting to raise funds with which to finance the proposed college program. He plans to model the institution somewhat after the plan of Berea College. It must be borne in mind that Berea College has an endowment of many millions, has one of the strongest men in the state as its president, and has old and well established contacts with eastern sources of philanthropy. All of these things the institution at Hazard lacks. The survey staff believes that it is utterly impossible for the president of Hazard Baptist Institute to go out and raise anything like the amount of money that would be necessary to establish a sound program of college work upon the Berea plan. The funds needed for such an undertaking are at least double those for the ordinary college, for not only must the ordinary academic buildings, equipment and dormitories be provided, but there must also be the labor equipment which is expensive and which demands a high type of executive leadership in order to be profitably managed. Unless funds amounting to many millions are immediately in sight, it is recommend that this project be abandoned at once.

The attention of the survey staff during the visit to Magoffin Baptist Institute was called to the need for a junior college in this section of the state and the request was made that the institution at Salyersville be considered with respect to its possibilities for development into a junior college. Careful consideration has been given to this matter. It is our opinion that no attempt should be made to develop a junior college in connection with Magoffin Baptist Institute. In the first place, the plant and equipment of this institution are wholly inadequate for the offering of a satisfactory college program. To establish college work at this school would involve practically the same amount of outlay as would the establishment of a completely new institution. In the second place, Salyersville would be a very inconven-

ient location for a junior college. The town is without railway facilities, being located a distance of some 20 miles from the principal railroad connection, Paintsville. At present Salyersville is not very well served by automobile highways. A road is projected which will open this territory eventually to automobile traffic but the mountainous nature of the region will always make travel somewhat difficult and expensive. In the third place, Salyersville does not represent any considerable concentration of population such as is usually necessary for the successful establishment of a college. The town itself is small and the surrounding territory sparsely settled. All things being considered, if it were deemed advisable to establish a junior college in this region, the city of Paintsville is a much more logical location than is Salyersville.

Chapter IV

BUILDINGS AND EQUIPMENT

An attempt was made by the survey staff to estimate the value of buildings and equipment used by the nine Baptist educational institutions of Kentucky. It proved very difficult to obtain reliable figures of the value of buildings and equipment because accurate appraisals had not been made recently and capital accounts on investments in buildings and equipment are not being kept. In the case of one institution there were available appraisals of an untechnical sort made for insurance purposes. At some other schools and colleges the only figures available were estimates supplied by the board of trustees or administrative officers. In the case of one institution it was necessary for the survey staff to make its own estimate for the figures that were needed.

These estimates of the value of buildings and equipment of the Kentucky Baptist schools and colleges are shown in Table 10. In this table the value of buildings, the value of grounds, and the value of equipment are listed separately.

TABLE 10. VALUE OF BUILDINGS, GROUNDS, AND EQUIPMENT OF THE NINE BAPTIST INSTITUTIONS OF KENTUCKY, 1928-29*

INSTITUTIONS	Value of Buildings	Value of Grounds	Value of Equipment	Total
Barbourville Baptist Institute	$ 50,000	$ 20,000	$ 5,000	$ 75,000
Bethel College	150,715	32,656	29,819	213,190
Bethel Woman's College	160,000	50,000	40,000	250,000
Campbellsville Junior College	88,300	11,050	24,619	123,969
Cumberland College	500,000	50,000	28,000	578,000
Georgetown College	265,548	88,574	44,975	399,097
Hazard Baptist Institute**	10,000	75,000	200	85,200
Magoffin Baptist Institute	82,000	20,000	23,000	125,000
Oneida Baptist Institute	150,000	100,000	10,000	260,000
Total	$1,456,563	$447,280	$205,613	$2,109,456

*—Data for Georgetown College are for 1927-28, and those for Magoffin Baptist Institute for 1924-25.

**—Estimate of members of survey staff.

The survey staff believes that attention should be called to the failure of the schools and colleges to have available accurate figures regarding the value of buildings and equipment. These figures are needed for many purposes, both in the internal administration of the institutions, and for the information of prospective students, alumni, and other interested persons. These figures are particularly valuable also for insurance purposes, in order that the amounts of insurance that should be carried may be more accurately determined, and the amounts of loss more accurately estimated in case of fire. The survey staff recommends that each of the institutions employ a firm of technical appraisers to make a complete appraisal of plant and equipment. Such an appraisal need not be made every year but should be made at least once in ten years A second recommendation is that each institution carry capital accounts of the investments that have been made in buildings, equipment, and grounds.

It will be noted from Table 10 that Cumberland College has the most valuable plant, surpassing by far that of the institution holding second place, which is Georgetown College. These figures check with the opinions of the survey staff. The plant at Cumberland College is distinctly better than that of any of the other eight Baptist institutions.

The plant at Georgetown College, which represents the second plant in point of value, is reasonably adequate, so far as size is concerned, for the needs of a four-year college with an enrolment no larger than that at Georgetown College.

Oneida Baptist Institute has the third most valuable plant in the list. A considerable part of this value, it will be noted, comes under the head of value of grounds and represents coal lands held for investment purposes. It may be stated, however, that Oneida Baptist Institute has a rather satisfactory plant for the type of program carried on. However, the facilities are now crowded and students are being turned away. If finances were available it might be desirable to expand this plant in order to care for an increased number of students.

The fourth most valuable plant is that of Bethel Woman's College at Hopkinsville. This is a rather satisfactory plant for a junior college but there are certain deficiencies which will be pointed out later.

The physical plants of each of the other five institutions, in the judgment of the survey staff, fall far short of what is desirable for a satisfactory educational situation. At each of these five, buildings are in a serious state of deterioration, needed repairs have not been made, and necessary equipment is lacking. A very considerable sum of money would be needed to rehabilitate the plants in order to put them into a satisfactory educational condition. The conditions of the plants of these five institutions has been one of the major reasons

why the survey staff has found that it would be unwise for the Baptists to continue to supply funds for their support.

The limitations imposed upon an educational program by inadequate and unsatisfactory building conditions are tremendous. If the support of a satisfactory educational program is the objective of the Baptist budget, the first condition to be met by any institution subsidized from this budget should be the maintenance of a satisfactory educational plant.

At each of the five institutions which have been recommended for discontinuation from the budget, the plants are in such condition that they cannot be made satisfactory without a large expenditure. A fairly careful estimate has been made by the survey staff of the amount of money which would be needed to recondition these plants and put them in satisfactory shape. In each case this estimate presumed there would be no increase in enrolment and no essential change in the type of program offered. We see no possibility at any one of these five institutions of securing the necessary funds with which to put the plants in satisfactory condition. It seems advisable, therefore, to recommend the withdrawal of support. The conditions at each of these five schools will be described in somewhat greater detail.

1. At Barbourville Baptist Institute the main academic building is without a central heating plant and is in no respect a modern educational building. It is particularly deficient from the point of view of modern standards of school room lighting. Needed repairs have been omitted in recent years. Toilet facilities are inadequate. The school is without a gymnasium, although a project is under way for such a building. The dormitories at Barbourville Baptist Institute are also very unsatisfactory. If this institution is to be continued and if an educational program is to be offered comparable to that in competing schools, a complete rehabilitation of the existing plant will be necessary. The funds which would be needed for this purpose would amount, in our judgment, to at least $75,000.

2. Bethel College at Russellville has a relatively new dormitory for men and a reasonably satisfactory gymnasium. Its greatest deficiency is in the academic building which is rather unsatisfactory for instructional purposes. The whole plant shows a lack of adequate maintenance and there are many repairs needed which would cost a considerable sum. The survey staff has estimated that it would take at least $50,000 to provide Bethel College with a satisfactory educational plant.

3. Campbellsville Junior College has a plant which is relatively new but which was, in the first instance, cheaply constructed and is now showing signs of deterioration. The academic building is very poorly planned. The gymnasium has a satisfactory playing floor, but

lacks showers, lockers, and other facilities necessary for a physical education program. The dormitories are in need of some repairs. We estimate that an expenditure of at least $75,000 would be necessary to put this plant in a thoroughly satisfactory condition.

4. Hazard Baptist Institute is almost without a plant of any kind. The old brick building used for academic purposes violates practically every modern educational standard. It is heated by stoves, lighting is poor and the building is completely worn out. If an educational program is to be continued at Hazard Baptist Institute, one of the first things necessary would be the replacement of this old academic building by a modern structure. The girls' dormitory is in even worse condition than the academic building. The members of the survey staff consider it as undoubtedly the worst girls' dormitory they have ever seen in all their visitation of educational institutions over the country. The school at Hazard is without dormitory accommodations for boys. If an educational program is to be continued at this institution it would be necessary to provide modern dormitory facilities for both boys and girls. There is one other building in the plant at Hazard, the so-called overall factory, which has recently been built. This is a factory-type, frame constructed building which adds nothing to the esthetic effect of the campus and is not considered as a real part of the educational plant, although its value has been included in the figures given in Table 10. The survey staff estimates that to continue the present educational program at Hazard Baptist Institute on a satisfactory basis there would be necessary an expenditure of at least $125,000 for plant and equipment. This does not include any estimate as to the expenditure which would be necessary to develop the program along the lines which the president is now projecting, namely, the Berea College plan. Under such a plan there would be necessary an additional large outlay for factory buildings and equipment in which to house the manufacturing processes in which the students are to be engaged. We have made no estimate of the amount that would be necessary for the development of this plan. It would probably mean an expenditure at least as large as that which would be necessary for the academic plant, making the grand total expenditure in the neighborhood of a quarter of a million dollars for plant purposes alone. There appears to be no possibility of raising this sum in the near future.

5. Magoffin Baptist Institute at Salyersville also has a plant which is practically new, but which has been poorly planned and cheaply constructed. The main building used for academic purposes was built in 1922 from native sandstone, and presents a reasonably attractive appearance. However, the interior construction is very cheap. Floors have sagged badly. Classrooms are poorly arranged. Some of the

classrooms are being used as dormitory rooms. There is no central heating plant. All the rooms are heated individually by gas stoves The auditorium cannot be used in cold weather because it is not adequately heated. The building has a basement which has never been finished, and is not used for any purpose. The boys' dormitory is an old building, in poor repair. The girls' dormitory is newer, but is very cheaply constructed. There are no bathrooms or toilet facilities in the building, an outdoor toilet being used by the girls. There is no running water system. The boys' dormitory has no toilet, an outdoor privy being used. It is filthy beyond description, although the president states that it is cleaned daily. Our estimate is that an expenditure of at least $120,000 would be necessary to provide Magoffin Baptist Institute with a satisfactory educational plant.

The hopelessness of securing funds for the necessary improvements of these five plants, the total amount involved being over $400,000, is one of the reasons why the survey staff does not think it advisable to continue support of these institutions.

Further consideration is not given to the needs of the plant at Oneida Baptist Institute because of the recommendation that this institution is probably able to maintain itself without direct subsidy from the Baptists. This institution should be encouraged to seek funds from outside sources for the maintenance and improvement of its plant and thus should take care of the increased demands for education of the type which it offers. However, it is recommended that this appeal be not made to the Baptist constituency directly, but be a part of the regular program of obtaining funds for the needs of the school, as now carried on so effectively through the leadership of its president.

There remain three institutions whose plant improvements should concern the Baptist denomination. The first of these is Georgetown College. The plant at Georgetown College lacks much of being a satisfactory educational unit. The buildings, in general, are old, the only one of recent construction being the gymnasium. The next most recent building is Rucker Hall, the dormitory for women. As this building was constructed in 1894 it is far from being a modern dormitory. The buildings used for academic purposes are very old. While they are in a splendid state of preservation considering the length of time they have been erected, still the lighting, ventilating, and heating in general belong to the type which is not considered satisfactory today.

It is the judgment of the survey staff that an improved heating plant at Georgetown College is the most serious building need of the institution. All buildings of the Georgetown College plant lying north of the street dividing the campus are heated by a central unit located in the Chapel Building. In the group of buildings depending upon this

heating plant are Palling Hall, the Chapel Building, Giddings Hall, the Physics Building, and the Gymnasium.

The heating plant is located in the basement of the building immediately below the library stacks and reading room. In spite of the fact that the furnace is so constructed as to be fired from a pit, the low ceiling scarcely permits clearance for the boiler. The floor of the library reading room is of wood-joist construction, unceiled, and is protected by makeshift insulation formed of sheet metal and a thin covering of asbestos. The remainder of the south half of the basement is made up of two rather distinct units both of which have a dirt floor. Adjoining the furnace room is a storage space lying immediately below the first-floor corridor. There is an open doorway in the partition between this unit and the furnace room. At the time of the visit of the survey staff this space was being used for the storage of oil barrels and other inflammable materials. Beyond this room, and only partially separated from it in the same wing of the basement, is the carpenter shop containing benches, tools, shavings, and lumber racks. The north half of the basement is completely separated from the part just described and is provided with a concrete floor.

Such conditions as are described above represent a serious fire hazard, calling for immediate attention on the part of the responsible authorities. A fire starting in the basement of such a structure as the Chapel Building would have to be detected immediately in order to prevent complete loss of the building. The destruction of this building would be the more keenly felt since it would mean the complete loss of the library collection, accumulated through years of effort on the part of the faculty and friends of the institution.

It is the opinion of the survey staff that the most urgent building need of Georgetown College is a new heating plant, located in a separate building, and of sufficient capacity to care for the dormitory as well as for all academic buildings. Such a recommendation may be justified on grounds other than the elimination of the fire hazard already described. In order that the present heating unit may render adequate service, it is customary to cut off all heat from buildings during periods of the day when they are not actually in use. The gymnasium is left unheated during the day in order to provide better conditions in administrative and recitation units. Certain of the latter, in turn, remain unheated at night while the gymnasium is in use. Any adequate program of physical education, such as should be developed at Georgetown College after the completion of all the units of the new gymnasium, will be impossible under such conditions. In order to eliminate a serious fire hazard and at the same time provide adequate heating facilities, the administration at Georgetown College should, as early as financial conditions will permit, make provision for

a separate heating plant of sufficient capacity to care for all buildings on the campus.

The present auditorium in the Chapel Building at Georgetown College is scarcely adequate to care for the enrolment of the College, and is poorly equipped both from a standpoint of seating and stage facilities. It should be possible without undue expenditure of funds to increase the seating capacity and improve the general arrangement by taking over for this purpose the section of the building immediately north of the present chapel room. The facilities then would be far from satisfactory, but should serve reasonably well until such time as the need for additional space and financial conditions of the institution will justify the erection of a new auditorium unit.

Additional library space is needed for both reading room and stack purposes. Present facilities could be enlarged by utilizing the balcony of the old gymnasium for library stacks, thus permitting the use of the greater part of the present library space for a reading room. Any such arrangement should, however, be regarded as temporary only, and the first step in the future building program, following the renovation of the heating plant, should be the provision of new library facilities.

The survey staff estimates that at least $40,000 would be necessary at Georgetown College for repairs and improvements that are evidently needed immediately. Because of the present financial condition of the institution, it is with some hesitation that the recommendation is made to the effect that these improvements be undertaken. Certainly no major program of building should be undertaken until the institution is free from debt and until the endowment fund is much larger than at present. However, the survey staff recommends that special efforts be made to obtain a fund sufficient to improve the heating plant and to make the most urgently needed repairs.

Bethel Woman's College at Hopkinsville is in reality without an academic building, certain rooms originally constructed for dormitory purposes now being used as classrooms. It is needless to say that these rooms are not satisfactory for instructional purposes. Natural illumination is inadequate and frequently violates the generally recognized standard of left-hand lighting. Black-board space is usually limited and the seating arrangements are generally unsatisfactory. However, the building is rather satisfactory as a dormitory. It is the judgment of the survey staff that at present no funds should be spent on plant expansion at Bethel Woman's College. As soon, however, as the debt of the institution is removed and a reasonable endowment has been obtained, consideration should be given to the problem of providing an academic building.

As previously stated the building situation at Cumberland College is the most satisfactory of that of any of the Baptist institutions. The most immediate needs are for a modernization of the boys' dormitory and a new academic building which should also contain the administrative offices and an auditorium. The general financial situation of this institution is rather satisfactory; in fact, it is the only one of the Baptist schools and colleges which is in a position to go ahead with a building program immediately. It is therefore recommended that Cumberland College begin the project of securing funds for a new academic and administrative building and for the renovation of the boys' dormitory. As a part of the same program, the old gymnasium might well be converted into a library and reading room. The addition of these facilities will give Cumberland College a very satisfactory plant for the type of program which it plans to offer.

Before dismissing the subject of buildings and equipment the survey staff desires to call attention to a few general conditions found almost universally throughout the Baptist schools and colleges. The first condition to which reference is made is the rather serious fire hazards found in practically all of the institutions. These have in most instances been pointed out to the administrative officers by the survey staff. The storing of waste paper, floor oil, and other such inflammable materials in dangerous places should be immediately stopped. Fire-proofing of furnace and fuel rooms could be provided with comparatively little expense. Fire protection apparatus could also be added with a small outlay. At practically every one of the schools and colleges there was observed the lack of fire extinguishers and other types of necessary fire protection apparatus. Electric wiring was frequently found to be in need of replacement.

A complete survey for the purpose of pointing out all fire hazards was not undertaken in connection with this investigation. It is our opinion, however, that the institutions would actually profit financially by a thorough program looking toward the removal of fire hazards. The saving in insurance rates alone should be considerable and very probably the necessary improvements looking toward the elimination of fire hazards would result in an actual financial saving, to say nothing of reducing the risk of loss.

The second general condition to which attention should be called is the rather inadequate provision of library facilities. A good library is one of the first essentials for an effective educational institution. There must be a good selection of books, in sufficient quantity to supply the needs of students, and with full representation of all the fields of study attempted in the institution. The library must be shelved and cataloged so as to permit the greatest use of every volume. The shelves should not be cluttered up with a lot of "dead wood,"

which is unused and unusable, such as old, out-of-date material. Finally, the library must be housed in an attractive, well lighted room, with sufficient seating space for all students who will likely use the reading room at the same time. The whole effect of the physical setting of the library should be such as to invite its use by the students.

None of the libraries of the Baptist institutions fulfill completely these essential criteria of a good library. In only three institutions is the collection of books considered adequate. These three are Bethel Woman's College, Cumberland College, and Georgetown College. Even in these institutions, it would be desirable to have a larger number of books, although the present collections are fairly satisfactory for the work attempted. At the other six institutions the general criticism may be made that the library does not contain a sufficient number of usable books to provide satisfactory instructional facilities. At some of these schools the shelves are cluttered with old, dust-covered volumes which are never used. If a reasonably satisfactory educational program is to be offered at these six institutions, it will be necessary in each case to spend considerable money in strengthening the collection of books in the library.

At some of the institutions the library books are not shelved and classified according to any standard system. This criticism applies particularly to Magoffin Baptist Institute and to Oneida Baptist Institute.

The most nearly universal criticism of the library provisions of the Baptist institutions relates to the rooms in which the libraries are housed. In no case is an attractive and adequate reading room provided. Bethel Woman's College probably has the best facilities in this respect, but even here considerable improvement could still be made. Both Cumberland College and Georgetown College need to improve their library reading rooms. It is recognized that an adequate and attractive reading room is a matter of secondary importance in library administration, a good collection of books being the first essential. However, it is futile to provide a good collection of books unless at the same time the use of these books is encouraged and made easy. It is this function which is served by an attractive reading room.

The library situation may be summed up by saying that only at three institutions is the collection of books considered at all adequate, and at no institution are the library housing facilities completely satisfactory. A considerable sum of money is needed for the rehabilitation of these libraries, if a satisfactory educational program is to be maintained.

The third general condition to which attention should be called relates to the provision of instructional equipment, and the general laboratory

facilities of the institutions. At Georgetown College these facilities seem to be reasonably adequate. At no other one of the Baptist schools and colleges is there satisfactory provision of instructional equipment. The deficiencies are particularly noteworthy in the case of science laboratories. At several institutions an insufficient amount of equipment is provided. At others, such as Cumberland College and Bethel Woman's College, the science laboratories are housed in unsatisfactory rooms, poorly lighted, sometimes located in the basement, and generally without some of the necessary facilities for science instruction. At Cumberland College and Bethel Woman's College it appears probable that the science laboratories cannot be satisfactorily housed until a new building has been constructed. At the other institutions there is need for a considerable outlay for new instructional equipment, if a satisfactory educational program is to be maintained.

Chapter V

INSTRUCTIONAL LOADS

One of the questions which the survey was asked to answer in this investigation was "Is a sufficient number of teachers employed to carry out the program of work attempted?" An answer to this question involves an analysis of the instructional loads at each of the schools and colleges.

One indication of the adequacy of the number of instructors is obtained by a study of the size of classes. Table 11 presents data relating to the size of classes at the college level in the Baptist institutions of Kentucky which offer college work. In a similar manner Table 12 presents data relating to the size of classes at the high school level.

Table 11 indicates that at the college level all of the institutions, Hazard Baptist Institute excepted, have some classes with more than

TABLE 11. SIZE OF CLASSES AT THE COLLEGE LEVEL IN THE BAPTIST INSTITUTIONS OF KENTUCKY

Number of Students In Class	Bethel College	Bethel Woman's College	Campbellsville Junior College	Cumberland College	Georgetown College	Hazard Baptist Institute
60 to 74	.....	.....	.....	1	.....	.....
50 to 59	.....	1	.....	1	.....	.....
40 to 49	1	.....	.....	5	4	.....
30 to 39	3	3	1	6	7	.....
20 to 29	6	7	2	3	25	.....
15 to 19	3	5	5	.....	12	.....
10 to 14	3	2	3	.....	22	.....
5 to 9	1	8	3	1	21	.....
4	.....	9	1	.....	5	.....
3	1	2	1	.....	2	3
2	1	3	1	.....	4	.....
1	.....	.....	.....	.....	.....	1
Total Number of Classes	19	40	17	17	102	4
Median Size of Classes	20	9	14	33	14	3
Mean Size of Class	20.3	13.4	13.2	37.6	16.4	2.5
Per Cent of all Classes With Fewer Than 5 Students Enrolled	11	35	18	0	11	100
Per Cent of all Classes With 30 or More Students Enrolled	21	10	6	76	11	0

30 students enrolled. The regional accrediting associations in general are inclined to look with disfavor on a situation in which college classes larger than 30 students are maintained for any except lecture sections. Cumberland College is the worst violator of this standard, with more than three-fourths of its college classes having more than 30 students enrolled. The median size of college class at Cumberland is 38.

The accrediting association standards recommend in high schools a maximum load per teacher of 750 pupil recitation hours weekly, and not to exceed 6 daily recitations. Thus the average size of class for any high school teacher should not exceed 25 pupils.

Table 12 shows that there are three of the institutions offering high school work which have a considerable per cent of their high school classes with more than 30 students enrolled. Cumberland College has 42 per cent of its high school classes with more than 30 students enrolled, and has an average size of high school class of 29.7. Both Oneida Baptist Institute and Barbourville Baptist Institute have a fairly high percentage of their classes larger than is usually deemed

TABLE 12. SIZE OF CLASSES AT HIGH SCHOOL LEVEL IN THE BAPTIST INSTITUTIONS OF KENTUCKY

Number of Students In Class	Barbourville Baptist Institute	Bethel College	Bethel Woman's College	Campbellsville Junior College	Cumberland College	Hazard Baptist Institute	Magoffin Baptist Institute	Oneida Baptist Institute
50 to 59	.....	.....	.....	.....	2	.....	.....	.....
40 to 49	.....	.....	.....	.....	3	.....	.....	.....
30 to 39	3	.....	.....	2	3	.....	1	4
20 to 29	8	.....	.....	8	8	2	1	9
15 to 19	3	1	2	8	2	6	3	5
10 to 14	2	8	7	3	1	4	5	4
5 to 9	2	7	7	2	.....	1	4	.....
4	.....	.....	3	.....	.....	.....	.....	.....
3	.....	1	1	.....	.....	.....	.....	.....
Total Number of Classes	18	17	20	23	19	13	14	22
Median Size of Class	23.5	9	9	19	26	15	12.5	21
Mean Size of Class	20.3	8.3	9.0	19.0	29.7	14.3	13.4	22.3
Per Cent of all Classes With Fewer than 5 Students Enrolled	0	6	20	0	0	0	0	0
Per Cent of All Classes With 30 or More Students Enrolled	18	0	0	9	42	0	7	18

satisfactory, and the average size of class is so close to the maximum for any teacher, as to indicate an unsatisfactory load situation.

It will be noted from tables 11 and 12 that there is a considerable percentage of small classes at certain institutions. This condition is particularly noticeable at Bethel Woman's College. At Hazard Baptist Institute the college classes are all small, because only three college students are enrolled in this institution. Small classes, of course, are expensive, and result in disproportionately high per capita costs.

It is not always possible from a study of the distribution of class size to determine whether a small average size of class is a result of an endeavor to maintain a high plane of instructional efficiency, or a result of a lack of efficiency in the administration of class schedules. It is the judgment of the survey staff that the small class size at Bethel Woman's College is partly the result of the recent successful attempt to meet accrediting standards and partly the result of a desire to meet the needs of a larger group of students. It is recommended that this institution plan to increase its average size of class by a somewhat more vigorous campaign of student promotion It is the belief of the survey staff that Bethel Woman's College is justified in seeking a larger enrolment, and that an increase in the student body can very well remedy the present unsatisfactory size of classes.

A second angle from which the question of the adequacy of the number of teaching staff may be approached, is through a study of the teaching load of the instructors in the various institutions. Tables 13 and 14 show the teaching loads at the college level and at the high school level, respectively, in terms of average teaching-credit-hours per week for each full-time instructor. In setting up this table the first step was to compute the number of instructors serving on a full-time basis. Instructors not giving full-time to college instruction, or assigned duties other than teaching for a portion of their time, were computed at the fractional part of their time which was devoted to instructional work. The next step in this computation was to determine the total number of teaching-credit-hours in the institution. A teaching-credit-hour is defined as the meeting of one class or section for a period sufficient to give one hour of credit. Thus a class which meets for three periods weekly and carries three hours of credit would be listed as three teaching-credit-hours. A laboratory class which meets for two double periods or four single periods weekly and gives two hours of credit is counted as two teaching-credit-hours. In the case of high school work, the "credit" is counted on the same basis as in the case of college classes; that is, the usual course carrying one-half unit of high school credit would be considered as the equivalent of 5 teaching-credit-hours.

It will be observed from Table 13 that Campbellsville Junior College and Hazard Baptist Institute have rather high teaching loads in classes at the college level. The accrediting associations recommend that the teaching load for any college instructor should not exceed 16 hours per week, and both of these institutions violate this standard for the average instructor. Cumberland College, on the other hand, has a rather small average teaching load. When it is recalled that Table 11 showed that Cumberland College had a high average size class, it will be seen that the policy at this institution is for the instructor to teach large classes and to meet fewer classes weekly than is customary in most colleges. The average teaching load at the college level in the other schools and colleges is reasonable.

TABLE 13. TEACHING LOAD AT THE COLLEGE LEVEL IN THE BAPTIST INSTITUTIONS OF KENTUCKY IN TERMS OF TEACHING-CREDIT-HOURS

INSTITUTION	Number of Instructors Reduced to Full-time Basis	College Teaching-Credit-Hours Offered	Av. Teaching Load in Terms of Teaching-Credit-Hours per Full-Time Teacher
Bethel College	4.75	59	12.5
Bethel Woman's College	7.73	95	12.3
Campbellsville Junior College	3.05	51	16.7
Cumberland College	4.85	53	10.9
Georgetown College*	22.00	290	13.1
Hazard Baptist Institute	.85	14	16.5

*—Includes only teachers of regular academic subjects.

At the high school level (Table 14), Campbellsville Junior College, Hazard Baptist Institute, Magoffin Baptist Institute, and Oneida Baptist Institute all have high teaching loads. The accrediting associations recommend a maximum of 6 teaching periods a day, or 30 periods per week for high school instructors. At these four schools the average teacher approaches the maximum permitted. At Cumberland College, in the high school department, in contrast to the situation in the college department, the high average size of class is not accompanied by a smaller than customary load in teaching hours per week.

A third angle from which the question of adequacy of teaching staffs may be approached is through a study of the ratio of instructors to students. Tables 15 and 16 show these ratios for the college and

TABLE 14. TEACHING LOAD AT THE HIGH SCHOOL LEVEL IN THE BAPTIST INSTITUTIONS OF KENTUCKY IN TERMS OF TEACHING-CREDIT-HOURS

INSTITUTION	Number of Instructors Reduced to Full-Time Basis	High School Teaching-Credit-Hours Offered	Av. Teaching-Credit-Hours per Week per Full-Time Instructor
Barbourville Baptist Institute	4.00	85	21.2
Bethel College	3.50	80	22.9
Bethel Woman's College	4.21	95	22.6
Campbellsville Junior College	4.22	115	27.2
Cumberland College	4.25	95	22.6
Hazard Baptist Institute	2.35	65	27.7
Magoffin Baptist Institute	2.50	70	28.0
Oneida Baptist Institute	3.90	110	28.0

the high school levels, respectively, at the Baptist institutions. In the computation of Table 15 the number of instructors was arrived at in the same manner as in Tables 13 and 14. The measure of student-load used is the average of the enrolments of the first and second semesters. The division of average enrolment by the number of faculty members equated to a full-time basis results in the ratio of number of students to each instructor.

TABLE 15. NUMBER OF STUDENTS FOR EACH FULL-TIME INSTRUCTOR AT THE COLLEGE LEVEL IN THE BAPTIST INSTITUTIONS OF KENTUCKY, 1928-29.

INSTITUTION	Number of Instructors Reduced to Full-Time Basis	Average Enrolment 1928-29	Number of Students for Each Instructor
Bethel College	4.75	91	19.2
Bethel Woman's College	7.73	85	11.0
Campbellsville Junior College	3.05	68	22.3
Cumberland College	4.85	164	33.8
Georgetown College	28.00	365	13.0
Hazard Baptist Institute	.85	3	3.6

Table 15 shows that the ratio of college students to college instructors at Cumberland College is approximately 34 to 1. Table 16 shows that for this same institution the ratio of high school students to high school instructors is slightly higher than 40 to 1. Both Oneida Baptist Institute and Magoffin Baptist Institute have more than 30 high school students to each instructor.

TABLE 16. NUMBER OF PUPILS FOR EACH FULL-TIME INSTRUCTOR AT THE HIGH SCHOOL LEVEL IN THE BAPTIST INSTITUTIONS OF KENTUCKY, 1928-29

INSTITUTION	Number of Instructors Reduced to Full-Time Basis	Average Enrolment 1928-29	Number of Pupils for Each Instructor
Barbourville Baptist Institute	4.00	98	24.5
Bethel College	3.50	30	8.6
Bethel Woman's College	4.21	46	10.9
Campbellsville Junior College	4.22	102	24.2
Cumberland College	4.25	173	40.7
Hazard Baptist Institute	2.35	52	22.1
Magoffin Baptist Institute	2.50	79	31.6
Oneida Baptist Institute	3.90	148	37.9

In the opinion of the survey staff these figures together with those which have been presented in the preceding tables indicate that Cumberland College, Oneida Baptist Institute, and Magoffin Baptist Institute are under-staffed and should be supplied with additional instructors. The need for a larger faculty is particularly outstanding at Cumberland College.

The data of these tables also indicate that Georgetown College is probably over-staffed and unless a considerable increase in student body is immediately in prospect, it would be advisable for this institution to reduce its number of faculty members. This recommendation is further supported by the serious limitation of funds under which Georgetown College is operating. A reduction in the number of faculty members would operate to release some funds which are urgently needed for other purposes, such as higher faculty salaries. This study of instructional loads shows that a smaller faculty could well handle the program at Georgetown College without any serious impairment of instructional efficiency.

Chapter VI

THE FACULTIES

It is trite to say that the heart and core of any educational institution is its instructional staff. A good administration there must be. The plant and equipment must also be satisfactory. But without a high grade faculty no institution of learning can expect to produce a satisfactory educational product.

Two questions were asked the survey staff with respect to the faculties of the Baptist schools and colleges. First, "Are the salaries paid and the conditions and facilities of service at the Baptist institutions such as to enable these institutions to secure and to retain teaching staffs professionally comparable to those of the publicly supported institutions of Kentucky or standard denominational schools in other states?" and second, "Are Baptist institutions handicapped in their work and in the maintenance of their standards by the present annual replacement of teachers?"

The most direct approach to the answer to the first of these questions lies in an analysis of the training of the present facilities. Data concerning the training of the faculty members of Baptist institutions offering college work are presented in Tables 17 and 18.

The minimum standard of training, as set up by the regional accrediting associations, for faculty members in junior colleges is one

TABLE 17. YEARS OF TRAINING OF THOSE FULL-TIME MEMBERS OF THE TEACHING STAFFS, WHO ARE OFFERING INSTRUCTIONS AT THE COLLEGE LEVEL IN THE BAPTIST INSTITUTIONS OF KENTUCKY, 1928-29

INSTITUTION	Number of Teachers	Per Cent With 3 Years or More of Graduate Training	Per Cent With 2 Years of Graduate Training	Per Cent With 1 year of Graduate Training	Per Cent With Degrees but Less Than 1 Year Graduate Training	Per Cent With Less than Bachelor's Degree or Equivalent
Bethel College	5	20	20	60	.....	.....
Bethel Woman's College	9	22	11	11	45	11
Campbellsville Junior College	7	14	.....	72	.....	14
Cumberland College	6	.....	.....	83	17	.....
Georgetown College	27	37	11	15	33	4
Hazard Baptist Institute	2	50	.....	50	.....	.....
All Institutions Combined	56	27	9	34	25	5

year of graduate work, presumably including the Master's degree. For four-year colleges, the standard recommended is three years of graduate work for heads of departments, and two years of graduate work for all faculty members with professorial rank. The regional accrediting associations recommend that no instructor be employed for college teaching who does not hold the Bachelor's degree.

It will be observed from Tables 17 and 18 that Bethel Woman's College and Campbellsville Junior College violate this standard in the cases of a fairly high percentage of their faculty members. Table 17 shows that Georgetown College has somewhat more than one-third of its faculty members with less than one year of graduate training, while more than one-half of the faculty members of Bethel Woman's College have less than a year of graduate training. Table 18 shows that Georgetown College is the only institution having any members on the faculty holding the Ph. D. degree.

Table 17 shows that all of the institutions except Cumberland College have a considerable per cent of their faculties with two or more years of graduate training. However, much of this training has been along theological lines and has not led toward the usual academic degrees. Neither has it particularly fitted these faculty members for teaching the subjects which now engage their attention. The survey staff considers that the theological training received by faculty members may be serving a good purpose in maintaining a religious atmosphere at the Baptist colleges. However, this training was not given

TABLE 18. HIGHEST DEGREES HELD BY THOSE FULL-TIME MEMBERS OF THE TEACHING STAFFS WHO ARE OFFERING INSTRUCTION OF COLLEGE GRADE IN THE BAPTIST INSTITUTIONS OF KENTUCKY, 1928-29

INSTITUTION	Number of Teachers	Per Cent Holding Ph. D. Degree	Per Cent Holding Master's Degree	Per Cent Holding A.B. Degree or Its Equivalent	Per Cent Holding No Degree
Bethel College	5	.....	100	.....	.....
Bethel Woman's College	9	.....	22	67	11
Campbellsville Junior College	7	.....	72	14	14
Cumberland College	6	.....	67	33	.....
Georgetown College	27	11	30	55	4
Hazard Baptist Institute	2	.....	50	50	.....
All Institutions Combined	56	5	46	41	6

with the idea of preparation for college teaching, and in most fields of academic study the theological training would have little specific applicability. Thus the general situation with regard to the training of faculty members is somewhat less satisfactory than would be indicated by Tables 17 and 18, because much of the training there recorded cannot properly be considered as preparation for the teaching of academic subjects in college. The general conclusion drawn from Tables 17 and 18 is that the training, in terms of graduate work, of the faculty members of the Baptist institutions leaves much to be desired. For the type of work attempted, the faculty of Cumberland College most nearly meets the accepted standards. To offer a satisfactory four-year program leading to the Bachelor's degree, Georgetown College needs to strengthen its faculty considerably by the addition of men with superior training. Bethel Woman's College also, if it is to continue as a standard junior college, should immediately strengthen the training of its faculty members.

Because of recommendations previously made to the effect that education at the high school level should be discontinued as a part of the program to be supported by the Baptists, no discussion is here given of the status of the training of high school teachers in the Baptist institutions.

A second method of studying the faculties of the institutions is through an analysis of the salaries paid to the members of the instructional staffs. Table 19 shows the average salaries paid to full-time members of the teaching staffs at the nine Baptist schools and colleges of Kentucky during the current academic year, 1928-29. For purposes of comparison, Table 20 is also presented[1] showing salary data for 17 junior colleges holding membership with the North Central Association of Colleges and Secondary Schools. The data of Table 20 are for the year 1925-26. During the three-year interval since these data were collected, salaries have been raised in practically all of the institutions represented in Table 20. In every case the figures used for "salary" include the value of free board and room whenever this is furnished as a part of the instructor's compensation.

In Table 19 the salaries at Georgetown College have been divided to show the average salaries at the senior college level and at the junior college level. These averages were computed by assigning the instructors to the junior college level and to the senior college level, respectively, for such fractions of their time as were devoted to instruction at these two levels. Thus, in case an instructor is teaching three classes at the junior college level and two classes at the senior college level, three-fifths of his salary would be assigned to the junior

1—The data of this table are taken from **College Organization and Administration** by Reeves and Russell, p. 188.

TABLE 19. AVERAGE SALARIES RECEIVED BY FULL-TIME MEMBERS OF THE TEACHING STAFFS OF THE NINE BAPTIST INSTITUTIONS OF KENTUCKY, 1928-29

INSTITUTION	Senior College Level	Junior College Level	High School Level	Elementary Level
Barbourville Baptist Institute	$.....	$.....	$ 976	$ 900
Bethel College	.....	1,905	1,542	.....
Bethel Woman's College	.....	1,289	1,213	.....
Campbellsville Junior College	.....	1,455	1,215	902
Cumberland College	.....	2,312	1,966	1,125
Georgetown College*	2,718	2,085	.....	.....
Hazard Baptist Institute	.....	1,635	1,340	878
Magoffin Baptist Institute	.....	.....	1,350	913
Oneida Baptist Institute	.....	.....	1,252	682
All Institutions	$2,718	1,852**	$1,332	$868

*—Average salary for all full-time instructors at Georgetown College is $2,283.

**—With Georgetown College excluded this figure becomes $1,666.

college and two-fifths to the senior college. He would be counted as three-fifths of an instructor in the junior college and two-fifths of an instructor in the senior college. The sum of the full-time faculty members divided into the sum of the allocated salaries gives the average salaries for each division. A similar technique was followed for the other institutions in allocating instructors to the high school and college levels.

It will be seen from Table 19 that the average salary at the junior college level in the Baptist institutions is $1,852. Table 20 shows that the median of the average salaries of these 17 junior colleges holding membership with the North Central Association was, in 1925-26, $2,050. Thus the Baptist junior colleges, three years later, have an average salary $200 less than these representative junior colleges, if Georgetown College be excluded from the computation, the Baptist institutions fall almost $400 below the average for the 17 junior colleges. This is a rather serious discrepancy and indicates to the survey staff that the Baptist institutions probably are not obtaining teaching staffs professionally comparable to standard junior colleges generally.

It will be noted in the footnote to Table 19 that the average salary of all full-time instructors at Georgetown College regardless of the level at which they teach is $2,283. Comparable data available for 20 four-year denominational colleges holding membership with the North Central Association, show that for the year 1927-28 the median of the average salaries[1] received by full-time members of the teaching staff of these representative colleges was $2,522. This average salary would probably be somewhat higher for the current year. The average salary at Georgetown College is thus seen to be approximately $250 lower than the average instructional salary at other comparable institutions of standard grade.

Table 19 also presents data regarding the average salaries at the high school level in the various Baptist institutions. As has been before stated the fact that the survey staff has already committed itself to the recommendation that high school and elementary school work be dropped from the Baptist program makes an analysis for that level of instruction unnecessary. It may be stated somewhat informally that it is our judgment that salaries at these levels are probably more nearly comparable to similar salaries in the public schools than are the salaries at the college level. However, the high school salaries at Barbourville Baptist Institute seem particularly low and the elementary school salaries at practically all of the institutions are lower than will attract capable teachers in most states. The outstanding exception to the general rule of low salaries is the case at Cumberland College. It will be observed from Table 19 that this institution has distinctly higher average salaries at every level than obtain at any of the other institutions.

It is the judgment of the survey staff that the general criticism which may be made regarding instructional salaries at the Baptist schools and colleges is that they are too low to attract adequately prepared teachers to the instructional staffs. Cumberland College is the only institution which pays salaries comparable to those in other similar schools.

The question may be raised in connection with salaries in Baptist schools and colleges as to whether there are opportunities for other rewards which in any measure compensate for the low salaries. It is true that a large number of the faculty members supplement their salaries by ministerial work. Some of them hold full-time pastorates and others are occupied every Sunday in the month by part-time pastorates. Still others have opportunities to supplement their salaries by various ministerial offices. Conferences with these individuals lead the survey staff to believe that participation in ministerial and pas-

1—Reeves, Floyd W., and Russell, John Dale, **College Organization and Administration**, p. 185.

toral duties is not for the best interest of the instructional activities of faculty members. All of them complain of the drains upon their time which these extra duties make. It would seem to the survey staff impossible for these faculty members to carry satisfactorily their teaching activities and at the same time serve as pastors of churches. One or the other and probably both of the lines of duty will be slighted. It is recommended that in the future it be generally understood that faculty members are to devote their full time to their academic duties, and will not be expected to supplement their salaries by a side line such as the ministry.

A third point which should be considered is the possibility of rewards other than those of a monetary nature which might encourage men of superior qualifications to seek and retain positions on the teaching staffs of the Baptist institutions even though they are able to obtain higher salaries elsewhere. Such conditions as locally increased prestige, satisfactory recreational and residential facilities, pleasant teaching situations, happy administrative relationships, etc., sometimes are inducements which retain faculty members at one institution, who might very well obtain somewhat higher salaries at another location. It is the observation of the survey staff, however, that the Kentucky Baptist schools and colleges generally do not present opportunities for rewards of this sort. In fact, with the possible exceptions of Georgetown College, Cumberland College, and Bethel Woman's College, the conditions of service at the Baptist institutions are distinctly inferior to those at most standard colleges. Capable faculty members who elect to stay at these other Baptist schools and colleges are doing so probably at a real sacrifice of personal convenience and happy living conditions. The plant conditions alone at most of these other institutions would be sufficient to discourage capable and conscientious instructors. Even at the three colleges where conditions are above the average of the Kentucky Baptist institutions, there is nothing particularly attractive which would lead faculty members of extraordinary capabilities to remain on the faculties at any large personal sacrifice in salary.

An attitude is frequently found, particularly among church members, which tends to regard service on the faculty of a denominational college as a missionary enterprise. This attitude leads those who are holding it to expect that teachers of real ability and sound training will serve on the teaching staffs of denominational schools at salaries distinctly lower than would be paid at other types of institutions. The members of the survey staff have had opportunity to test the truth of this principle in a considerable number of institutions. It is our judgment that in general it will be found that capable teachers must be paid salaries commensurate with their worth if they are to be

retained in denominational schools. An attempt to capitalize the missionary motive by paying instructional salaries lower than the average nearly always results in the selection of faculties which are mediocre both in academic training and in teaching ability.

Finally, the data which have been presented for comparative purposes are all from standard denominational colleges. These colleges

TABLE 20. FACTS CONCERNING SALARIES[1] AND NUMBER[2] OF FACULTY MEMBERS IN SEVENTEEN JUNIOR COLLEGES[3] HOLDING MEMBERSHIP WITH THE NORTH CENTRAL ASSOCIATION, 1925-26

INSTITUTION NUMBER	Salary of President or Principal	Salary of Dean	Maximum Salary of Instructor	Average Salary of instructor	Minimum Salary of Instructor	Number of Teaching Staff
1	$12,500	$4,500	$9,450	$3,000	$1,650	48
2	5,000	.....	3,200	2,800	2,000	35
3	.....	.....	3,000	2,664	2,200	21
4	.....	.....	3,200	2,600	1,800	16
5	6,000	3,600	3,050	2,500	1,800	51
6	3,800	2,760	2,760	2,400	2,200	9
7	2,000	2,100	2,500	2,250	2,000	7
8	3,800	2,115	2,520	2,130	1,755	6
9	4,000	3,200	2,700	2,050	1,500	10
10	3,900	3,000	2,500	2,000	1,700	17
11	3,000	2,600	2,400	2,000	1,200	24
12	.....	3,000	2,500	1,950	1,800	10
13	5,400	2,800	2,800	1,800	1,350	8
14	1,976	1,872	1,768	1,716	1,300	15
15	.....	2,000	2,060	1,600	1,200	11
16	2,080	1,900	1,800	1,600	1,200	38
17	2,000	.....	1,800	1,500	1,200	22
Highest	$12,500	$4,500	$9,450	$3,000	$2,200	51
Lowest	1,976	1,872	1,768	1,600	1,200	6
Median	3,800	2,760	2,520	2,050	1,700	16

1—Salaries listed include value of house rent or board and lodging when such is provided by the institution.

2—Part-time teachers have been omitted.

3—The institutions included in the group are Broadview, Central, Christian, Emanuel Missionary, Graceland, Grand Rapids, Hibbing, Joliet, Junior College of Chicago, College of Osteopathy, Kansas City, Mason City, Mt. St. Charles, North Eastern Oklahoma, Rochester, St. Joseph, Stevens, Union, Virginia, and William Woods.

have just as much right to claim a missionary motive on the part of their faculty members as do any of the Baptist institutions of Kentucky. The survey staff does not desire to enter into a discussion of the question as to whether the missionary zeal on the part of the Baptist instructional staff is greater than that in the colleges which belong to other denominations. Presumably this is not the case. It therefore follows that the comparisons which have been drawn are valid. The conclusion arrived at is that the salaries paid and the conditions of service at Baptist institutions of Kentucky are not comparable to those at other similar institutions.

None of the Kentucky Baptist institutions have retirement provisions for the members of their staffs. It is not possible to measure objectively the extent to which the lack of such provisions handicaps these institutions. This lack must tend, however, to place them at a disadvantage, since many such institutions the country over have retirement provisions for faculty members. The present tendency is for more and more institutions to make some provision for retirement. The absence of adequate provision for old age disability retirement is a discouragement to staff members who have rendered long service in one institution and would like to remain there until their retirement. If salaries are sufficiently high, institutions or groups of institutions need not assume any responsibility for retirement provisions; however, the salary situation in the Baptist institutions is such that retirement provisions should be made at an early date. Few things add to the stability of faculties and to their morale more than the setting up of a pension plan.

Details as to the way in which a suitable plan can be installed and administered can be ascertained from the Teachers' Insurance and Annuity Association of America. The purpose of this Association, as stated in its charter, is "to provide insurance and annuities for teachers and other persons employed by colleges, by universities, or by institutions engaged primarily in educational or research work; to offer policies of a character best adapted to the needs of such persons on terms as advantageous to its policy-holders as shall be practicable; and to conduct its business without profit to the corporation or to its stockholders."

The members of the survey staff are of the opinion that the Teachers' Insurance and Annuity Association is at present one of the most economical agencies through which to arrange for retirement provisions for faculty members.

A third method of approaching directly the quality of the instructional staff is through actual visitation and inspection of the classroom teaching. In each of the institutions offering college work members of the survey staff visited classes and conferred with faculty mem-

bers. An attempt was made to visit each instructor teaching college classes at least during the period of one recitation, although this program could not be carried out completely in every institution. It is our judgment that, while there are many capable teachers on the staffs of the Baptist colleges, there are also many others whose skill in teaching and knowledge of subject-matter leaves much to be desired. The general conclusions from the program of classroom visitation support the findings from the analysis of training and salaries paid; namely, that the faculties of the Baptist institutions of Kentucky are not as well trained and probably not quite as capable as is generally desirable in institutions of college grade.

The second question relating to this general matter of the faculties of the Baptist schools and colleges of Kentucky was asked in the following form: "Are Baptist institutions handicapped in their work and in the maintenance of their standards by the present annual replacement of teachers?" Data which have been gathered with respect to faculty turnover are presented in Table 21.

TABLE 21. PER CENT OF TURNOVER IN THE TEACHING STAFFS OF THE NINE BAPTIST INSTITUTIONS OF KENTUCKY OVER A PERIOD OF FIVE YEARS

INSTITUTION	1923-24	1924-25	1925-26	1926-27	1927-28	Average of Five-Year Period
Barbourville Baptist Institute	66.7	37.5	42.8	42.8	12.5	41.0
Bethel College	63.6	20.0	11.1	11.1	12.5	25.5
Bethel Woman's College	13.3	20.0	6.2	18.7	38.9	20.0
Campbellsville Junior College	*	*	62.5	23.5	20.0	35.4
Cumberland College	33.3	50.0	23.6	26.7	25.0	33.0
Georgetown College	24.0	16.1	12.1	6.7	32.3	18.0
Hazard Baptist Institute	*	*	*	50.0	66.7	58.8
Magoffin Baptist Institute	40.0	60.0	40.0	60.0	40.0	48.0
Oneida Baptist Institute	*	*	*	*	*	*

*—No data.

It will be observed that three of the institutions, Hazard Baptist Institute, Magoffin Baptist Institute, and Barbourville Baptist Institute, show a rather high average turnover of teachers during a five-year period. Any school which has an annual turnover of 40 per cent or

more of its faculty members usually finds it difficult to maintain continuity of policy and satisfactory instructional conditions. The turnover at Campbellsville Junior College and at Cumberland College also appears, on the surface, to be rather high. At Campbellsville Junior College it will be noted that practically all of this turnover came some three years ago at the time of a change in the administration. Since that time the rate of turnover has not been at all serious. At Cumberland College the turnover has been almost exclusively in the ranks of the junior members of the staff. At this institution there has been for many years a core of the better trained and higher salaried faculty members which has remained constant.

The conclusion with respect to faculty turnover is that only at Magoffin Baptist Institute, Hazard Baptist Institute, and Barbourville Baptist Institute is the faculty turnover situation at all serious.

Chapter VII

BUDGETARY AND ACCOUNTING PROCEDURE

Denominational budgeting and its effect on the educational institutions. The Baptist educational institutions of Kentucky are supported in part by an appropriation from the so-called "cooperative program." Under the terms of this program, churches have the opportunity of contributing either to a specified, designated object, or to the general undesignated budget. Through the agency of the State Board of Missions the undesignated funds are allocated to a specified list of beneficiaries, which have been approved by the General Association of Baptists in Kentucky. For several years this program has allocated 15½ per cent of the total undesignated budget receipts to the cause of education. It is not within the province of the survey staff to criticize the share of the total budget which is apportioned to education.

The 15½ per cent of the total budget which is allocated for educational purposes is distributed to the Baptist institutions of Kentucky in the following ratio:

Georgetown College	35½	per cent
Bethel College at Russellville	16½	per cent
Bethel Woman's College	16½	per cent
Campbellsville Junior College	16½	per cent
Barbourville Baptist Institute	4	per cent
Magoffin Baptist Institute	4	per cent
Hazard Baptist Institute	4	per cent
Oneida Baptist Institute	3	per cent

During the last year for which complete data are available Cumberland College was not included for a share in the appropriation. It has, however, recently been recommended for a distributive share of the budget funds.

Under the terms of the "cooperative program" the Baptist institutions accept an appropriation from the state budget in lieu of the right to conduct any general solicitation for funds among the Baptist churches. The general theory of the denominational budget is that all the various interests to be supported by the denomination are to be pooled in one central budget. The effort is then made to raise the general budget and separate appeals are presumably not made for the various objects within the budget. When once the proportionate share of each object has been determined such as, for example, the 15½ per cent for education, each cause takes its chances with the budget as a whole. If the total amount stipulated in the budget is raised, each fund gets it full quota. If the budget income is not realized in full

each cause shares its proportionate part of the decreased income. The whole plan is built upon the understanding that there will be no separate appeals for the different objects to be supported. However, individual givers may designate their gifts for specific objects, if they so desire.

That this arrangement does not give the educational institutions adequate opportunity for presenting their cause to the denominational constituency is becoming evident. Permission has been granted to Georgetown College and Hazard Baptist Institute to make appeals for support directly to Baptist churches in violation of the general spirit of the budget method.

It is outside the scope of the survey to criticize denominational budgeting in general. However, attention might be called to the fact that many denominations are finding that the budget method has not been as successful as was hoped in providing adequate support for their various benevolent enterprises. It appears that the total income through the budget method is less than it is when various causes are allowed to make their separate appeals. Many church leaders feel that large givers in general show a desire to support some particular part of the denominational program rather than the whole program. The survey staff is not in a position to pass final judgment upon the success or failure of denominational budgeting in general. It seems perfectly apparent, however, from the situation in the Kentucky Baptist educational institutions that denominational budgeting has not in this case worked well for the schools and colleges. The amount of support which has been received is far below the needs of the institutions, and administrative officers in practically every case have stated to the survey staff that they are confident their needs would have been met much more adequately could they have made their individual and separate appeals for funds directly to the churches.

There are many evidences that the present budgetary methods of the denomination have rendered inadequate support to the educational institutions. In other connections in this report it has been pointed out that instructional salaries are low, retirement provisions for faculty members have not been made, maintenance of physical plants has not been adequately cared for, and what is even more serious, large debts for current operating purposes have been allowed to accumulate. All of these deficiencies are directly traceable to inadequate denominational support, and, as previously stated, it is the general judgment of the administrative officers of the institutions that a portion of the responsibility for inadequate denominational support devolves upon the budget method itself.

In view of these circumstances the survey staff recommends that at the next meeting of the General Association of Baptists of Kentucky

a budget for education be adopted separate from those for the other missionary and benevolent enterprises of the denomination. The adoption of separate budgets in this matter will allow separate appeals to be made for education and for the other enterprises which are supported. It is further recommended that the restriction now imposed upon the institutions, barring them from making appeals directly to the churches, be removed and that each institution which is to be considered a part of the future program, be allowed to make directly to the Baptist churches such appeals as it may deem desirable.

This recommendation involves no new precedent since, as has previously been stated, a few of these institutions have already been granted this privilege. However, it seems unfair to grant it to some schools and colleges and not to others. The recommendation is therefore made that all institutions included in the future educational program be given the privilege of direct appeal to the Baptist churches. It is recommended, however, that the right to appeal directly to the churches be restricted to the colleges which are included in the recognized Baptist educational program. The recommendation is made in another connection for a revision of the list of institutions to be supported and to be included in the recognized program.

Internal budgeting procedure of the institutions. In connection with the visits to the nine Baptist schools and colleges, a detailed investigation was made of the budgeting procedure employed in the financial administration. It may be stated in general that none of the institutions has a satisfactory budgetary system. Results of this failure to adopt standard budgetary procedure are clearly evident. Doubtless many of the deficits which have been incurred in current operating expenses might have been avoided if there had been a careful analysis of probable income and proposed expenditure before the beginning of the fiscal year. Arnett[1] has given a general description of an excellent system of budgetary procedure in the small college. The following quotation from **College Organization and Administration,** by Reeves and Russell[2] is also at point:

"There would seem to be little need to dwell at length on the necessity of a sound budgetary procedure in a modern educational institution. Without a satisfactory budgetary procedure, it is impossible to control the finances of a college in such a way that the administration knows at all times the exact status of affairs.

"At least six months prior to the beginning of the fiscal year, departments should be asked to submit their budget needs. A statement should be supplied each department showing expenditures for each item for the last previous year for which complete data are available. In a parallel column should be shown appropriations for the same items for the current fiscal year. The third column should be

1—Arnett, Trevor, College and University Finance, Chapter VI.
2—Op. cit. P. 214.

left blank, to be filled in by the department with the amounts of its budget requests. At the time this blank is sent out, department heads should be advised as to the general administrative policy for the coming year with respect to expansions or retrenchments, both for the institution as a whole, and for the particular department concerned.

"The form for the individual departments should be arranged to show the needs under the headings of the budget, viz.: (1) for instruction; (2) for supplies and expenses; (3) for equipment and books. Each division should be fully itemized. Each member of the staff should be listed together with his salary; items of supply and expense should be given in the smallest detail permitted by the accounting system; and large items of new equipment should be specifically listed.

"Any items representing expansions or increases over the previous year's budget should be noted as "important" or "desirable." In submitting their budget estimates, department heads should have opportunity to confer with the president. The president should keep a record of all conferences with the dean and department heads concerning the construction of the college budget.

"From the information supplied by department heads and by the other officers who have responsibility for directing expenditures, the tentative budget is drafted by the president and business officer. The budget form suggested by Arnett[1] is an excellent one and might well be used, with whatever minor modifications are necessary to fit the particular college. It is important that the set-up of the budget conform to the chart of accounts which is used in the bookkeeping system.

"The tentative budget, properly balanced between income and expenditures, should then be submitted by the president to the board of trustees for their consideration and approval. The budget as adopted becomes the basis for financial control for the ensuing fiscal year.

"When the budget has been adopted by the board of trustees the appropriations included become available for the expenses of the several departments. The departmental heads receiving appropriations for supplies should be permitted, without special action by the board of trustees or executive committee, to make requisitions and obtain supplies for their departments up to the amount of the appropriation. Thus, the budget system saves a great deal of time on the part of members of the board.

"If the needs of a department prove to be greater than the appropriations made at the time the budget was adopted, a special additional appropriation should be authorized by the board of trustees before additional expenditures are incurred. Under no condition should the head of a department be permitted to spend money in excess of the amount appropriated to his office. Arnett[2] recommends that the board should revise the budget periodically, at least twice during the fiscal year, in order to care for developments that were unforeseen at the time of the passing of the budget.

"Heads of departments receiving appropriations for furniture, supplies, and equipment should be notified at regular intervals throughout the year as to the amount of money remaining in their working bud-

1—Op. cit., pp. 75-78.
2—Op. cit., pp. 85-88.

gets. These reports should include not only the amount of the original appropriation and the amount remaining in the treasury at the time the report is made, but also items showing the outstanding obligations of the department at the time these reports are constructed. Probably these control statements should be issued to the various departments monthly.

"Freedom should be permitted in the working budget; that is, the heads of the departments should be permitted to change the allotments within their departments.

"Departmental budgetary procedure of the type discussed in this section of the report will permit scientific unit cost studies of the various departments of the institution. Without departmental budgetary accounting procedure, accurate cost studies are rendered impossible.

"The monthly (or quarterly) report of income and expenditures should be prepared on a form similar to that of the budget, except that the column headings will be different. In the report on income, three column headings will appear, as follows: (1) amount anticipated; (2) amount received to date; (3) balance. In the report on expenditure, four column headings will appear, as follows: (1) amount appropriated; (2) amount expended to date; (3) amount requisitioned but not paid for; (4) balance available. For members of the board of trustees or of the executive committee of the board of trustees, who do not care to spend the time required to analyze a detailed report of the financial status of the college each month or quarter, a summary report, including only the sub-totals of income and expenditure listed should be prepared."

It is recommended that, as a condition of continued support by the Baptists, the institutions be required to set up their financial budgets in a satisfactory manner. There should be the requirement that institutions submit a copy of their proposed budgets to the Secretary of the State Board of Missions in advance of the fiscal year for which the appropriation is to be granted. Control of this kind should operate to place the financing of Baptist institutions on a sounder basis.

Accounting systems as now in use in the institutions. The relation of a proper accounting system to an efficient and effective educational administration needs especial emphasis. If the president and the board of trustees of a college are to administer and control the institution intelligently, they must have available at all times reliable information covering the financial situation.

None of the Baptist institutions of Kentucky employs an accounting system which is completely satisfactory from an educational stand point. The system in use at Georgetown College is by far the best accounting system which was seen in any of the Baptist schools and colleges. However, even this system omits some desirable features. At one or two of the institutions the financial accounts were in process of reorganization at the time of the visit of the survey staff. This was true particularly at Campbellsville Junior College. While the reorganized accounting system as projected will, in the judgment of the sur-

vey staff be an improvement over the one previously employed, it will still fall considerably short of the ideal.

There are two essential purposes which a financial accounting system in an educational institution must serve. First, the funds of the institution must be amply safeguarded. Second, the necessary administrative information must be easily abstracted from the financial records.

With reference to the first of these purposes, the accounting systems at most of the Baptist schools and colleges may be judged fairly satisfactory. An outstanding exception to this general condition, however, is the situation at Hazard Baptist Institute. So far as the survey staff was able to determine there are almost no financial records of any kind kept at this institution. Considerable sums of money are handled without any adequate accounting whatever. The survey staff does not mean in any way to imply that there has been fraud or that the school has suffered loss because of the failure to account properly for funds. However, the way is wide open, so far as the financial accounts are concerned, for gross abuses. For their own protection the officers of this institution should have installed an adequate accounting system. As accounts are kept at present it would be well nigh impossible for the officers of the school to disprove statements which might be circulated to their discredit regarding the abuse of funds. At other institutions certain minor improvements of the accounting systems from the standpoint of safeguarding funds were suggested. Such matters as counter-signing of checks and the decentralized control of financial responsibility should also receive attention.

It is when judged by the second purpose of the accounting procedures, namely, the yielding of needful financial information, that the accounting systems of all of the Baptist institutions fall short. One of the most common deficiencies noted was the failure to segregate expenditures of a purely educational nature from those which were concerned with the operation of supplementary business activities. In this connection the following quotation[1] is at point:

"There are certain college expenditures of a general nature which do not constitute an actual cost to the academic education and to the students enrolled. To know whether such an activity operates at a loss or a profit, an accurate and separate account must be kept of its receipts and disbursements, including overhead charges."

"In the financial reports of many colleges the expenses of operation of special departments not strictly educational in character have not been separated in the manner described above. This has made it exceedingly difficult to ascertain accurately the costs for strictly educational purposes and to compare such costs with those for other colleges of the same size and character.

1—**College Organization and Administration**, by Floyd W. Reeves and John Dale Russell, p. 208.

"The financial statements of many colleges do not indicate whether the dormitories, dining-halls, bookstores, and other supplementary business activities have been self-supporting, maintained with a profit, or maintained with a loss. Under the accounting system which has usually been employed, exact information concerning this matter has been somewhat difficult to obtain, since no allowance has usually been made for interest upon the money invested or for depreciation charges. It is not customary, in college accounting, to charge for interest and depreciation on the cost of the educational plant; however, such charges should be made in the case of dormitory, dining-halls, etc., since colleges do not usually consider themselves obligated to furnish board and room to students at less than the actual cost to the institution."

It is therefore recommended that the accounting systems of the Baptist institutions be set up to show clearly the cost of operating the supplementary business activities, such as dormitories, dining-halls, bookstores, etc.

A second short-coming in the accounting systems has been the failure to follow standard terminology in the classification of income and expenditures. Unless a uniform classification of these items is used it is difficult to interpret reports regarding expenditures and income. A joint committee of the American Association of Colleges and the Council of Church Boards of Education is now working on a standard accounting classification which will probably become the recognized practice in college accounting throughout the country. It is recommended that the Baptist institutions of Kentucky adopt a standard classification for the accounting system.

A third deficiency in the accounting system was the failure to carry capital accounts. A satisfactory college accounting system must keep a ledger for capital accounts which should contain the actual record of gifts, endowments, plant values, etc.

All appropriations from current funds or other sources for the purchase of land and buildings, the erection of new buildings, and the purchase of new permanent equipment (not replacement) should also be carried to this capital account. The account should in every instance show the actual cost of land, permanent equipment, etc., and not appraisal values. However, this does not mean that the college plant should not be appraised from time to time, and this appraised value carried as a memorandum account and shown in the financial report.

A fourth type of error frequently noted in the accounting systems of the Baptist institutions of Kentucky is the failure to segregate items of capital outlay from current expenditures. This distinction is a fundamental one in the theory of accounting. It should be clear that when capital outlay expenditures of a non-recurring type are included in the reported "total expenditures" for an institution, the figures become meaningless. As an extreme example, take the case of an insti-

tution constructing a new gymnasium. If the expenditures for this construction are included in the reported "total expenditures" without proper segregation, it is obvious that the following year, when this type of expenditure is not made, the total expenditure will show an enormous decrease, although the current operating expenses may not have changed. The necessity for careful segregation of current and capital items of expenditure does not need to be argued with anyone familiar with standard accounting practice. Yet at many of the Baptist institutions of Kentucky, such segregation has not been made.

A fifth general short-coming noted in the accounting systems was the faiure to handle correctly the accounting for scholarships.

"In effect, either the institution really pays the fees itself for scholarship students, from current funds or other income especially set aside for such purpose, or else the fees are paid for the scholarship students from a fund not under the control of the college. In the accounting system, therefore, all fees for scholarship students should be counted as income from fees. In case scholarships are provided from permanent funds or other especially designated income under the control of the institution, the income should be recorded under the proper source as income for specially designated objects not a part of the strictly educational work, and the disbursement also recorded under the heading of specially designated objects, for the purpose of student aid. Under such circumstances, the funds are actually counted twice as income (income from student fees and income from designated objects not a part of the strictly educational work) and once as disbursement (for student aid)."[1]

A sixth criticism of the methods of financial accounting, applicable to several of the Baptist institutions, is that no record is made of the income from gifts. Thus at one college the library is maintained entirely by gifts which never enter into the financial records at all. The order for library books is made out and the invoice is sent to a certain friend of the institution, who takes care of the payment personally. Thus the administration has no complete information regarding the amount received from gifts, and it also lacks information regarding the expenditures for library purposes. It should be clear that if the accounts are to yield the necessary financial information, there must be a complete accounting for all receipts and expenditures, including an estimated value for all gifts not received directly in cash. Anonymity of the donor can easily be arranged for, if this is considered essential.

The survey staff recommends that the Baptist institutions of Kentucky agree upon a uniform accounting system which will be the basis of the financial accounts of each of the schools and colleges. Such a financial accounting system should be drawn up by an expert familiar not only with general accounting practice but also with the accounting methods of educational institutions. This uniform financial accounting

1—Reeves, Floyd W., and Russell, John Dale, Op. cit., p. 214.

system should adopt standard classifications for expenditures and income. Its use throughout the Baptist institutions would be of great advantage in the reporting of financial facts not only to the Baptist Association itself but to the various state, regional, and national organizations, which expect reports of this character from schools and colleges.

Auditing of financial accounts. Many of the Kentucky Baptist educational institutions do not now have satisfactory provisions for an audit of their financial accounts. This problem has been discussed in another connection by members of the survey staff.[1]

"The complete accounts of the institution should be audited each year and a full and complete report of the audit should be made to the board of trustees. This audit should include all the funds for which the institution is in any way responsible, both the direct expenditures for educational purposes and the supplementary business activities as well. Rotating funds and petty cash funds should be checked back to the original payments in the same manner as other accounts. In some of the institutions[2] surveyed by the writers the annual audit has been incomplete, and certain funds, such as a rotating or petty cash fund, or the accounts of some supplementary business activities have not been included in the audit.

"The audit should be made by a firm of certified public accountants who are in no way connected with or interested in the institution. An impartial audit can be guaranteed in no other way. In some of the institutions surveyed[2] the audit has been made by officers of the institution, or by members or committees of the board of control. While there is no evidence that this was done in order to cover up financial and accounting errors, it must be borne in mind that the audit fails entirely of its purpose unless it is made by a completely disinterested party."

At some of the Baptist schools and colleges an audit apparently has never been made. At others the audit has not been made at annual intervals. Some do not employ a certified public accountant to make the audit. Certain of the institutions employ some one connected with the school to make the audit, such as a member of the board of trustees or a faculty member.

Recommendation is made that, as a condition of continued support by the Baptists, each of the colleges included in the educational program shall be required to submit a certified copy of its financial audit at the close of the fiscal year. It is suggested that an economy might be effected through the employment by the State Board of Missions of a firm of certified public accountants who are expert in the auditing of accounts of educational institutions, to make this audit for all the colleges included in this program. This procedure should reduce the

1—Reeves, Floyd W., and Russell, John Dale, Op. cit., p. 217.

2—The reference is to a group of colleges supported by the Disciples of Christ.

cost of the audit and would probably improve its quality, and would have the further advantage of safeguarding the State Board of Missions in the financial management of the institutions.

The reporting of financial information. The survey staff makes the general criticism that adequate publicity is not given to the financial situation at the respective institutions. Oneida Baptist Institute perhaps is doing more than any of the other institutions with reference to the keeping of its financial situation before its constituency.

The recommendation is made that, as a condition of continued support by the Baptist denomination, the institutions included in the educational program be required to submit annual reports containing their financial facts. These reports should be published in a paper of general circulation among the Baptist constituency. It is further recommended that the Baptist State Board of Missions be given the responsibility of arranging for the publication of these reports. They should be uniform in arrangement, and it would probably be best to have a form prescribed by the State Board of Missions. Such a report should include a complete list of donors to the institutions during the fiscal year, with proper provision for anonymity for givers who do not wish to have this publicity. Reports of this kind are one of the most effective safeguards for the finances of an institution of higher education.

The form in which the report should be presented should follow essentially the outline of the uniform accounting classifications recommended in a previous section. It would be well for the same expert who is employed to draw up the financial accounting system to prepare also the uniform blank for this report. So far as possible this report should be modelled on the plan of similar reports required by state, regional, and national organizations.

Chapter VIII

EDUCATIONAL COSTS

An analysis of the educational costs in the Baptist schools and colleges of Kentucky was undertaken as a part of the work of the survey. There were many difficulties in the way of making an accurate and comparable cost study in this group of institutions. The principal difficulty arose out of the deficiencies in the financial accounting systems. Since these shortcomings have already been pointed out in the preceding chapter, it is not necessary to repeat them here.

Because of the lack of uniformity in the accounting systems, it was necessary for the survey staff to spend a considerable amount of time in analysing the financial records of the various institutions. Care was taken to re-classify the various transactions so that the data would be comparable among the nine institutions. Due to the nature of the investigation, however, extreme accuracy in the re-classification of accounts could not be maintained and it is possible that figures which are herewith presented have included in them some minor inaccuracies. By the installation of a uniform financial system of accounting in the Baptist institutions, as recommended in a preceding chapter, a great advantage would be realized in the computation of cost figures which are reliable, accurate, and comparable. One of the most useful methods of analyzing educational expenditures is to classify them according to function. Three functions are usually set up in making such classifications: (1) instruction; (2) administration; and (3) operation and maintenance of plant. Under instructional expenditures are put expenses of the dean's office. all salaries of instructors, expenses of instructional supplies, apparatus, equipment, and expenditures for library. Under administration are classified all salaries of the administrative staff, clerical help, office expenses and supplies, postage, printing, etc. Under operation and maintenance are put salaries of janitors, groundkeepers, watchmen, and other workmen, fuel, light, water, repairs on buildings, and all other expenditures of this character.

It will be noted that only the current educational expenditures are subject to this analysis. This leaves out of consideration expenditures for the non-educational service of the institution, such as financial promotion, operation of supplementary business activities, competitive athletics, etc. Expenditures for capital purposes are also excluded from this analysis.

Tables 22, 23, and 24 show the per cent of the total current expenditures devoted to each function in the Baptist institutions. Table 22

deals with the functional distribution of expenditures in the elementary departments, Table 23 with those in the high school departments and Table 24 with those in the college departments.

The general observation may be made from Tables 22, 23, and 24, that the function receiving the greatest amount of the total expenditures in the Baptist institutions is instruction. This is as it should be.

TABLE 22. PER CENT OF TOTAL CURRENT EDUCATIONAL EXPENDITURES FOR ELEMENTARY SCHOOL DEPARMENTS, 1927-28, DEVOTED TO VARIOUS FUNCTIONS

INSTITUTION* (Elementary Departments Only)	Per Cent of Total for Each Function		
	Instruction	Administration and General	Operation and Maintenance
Barbourville Baptist Institute	77	5	18
Cumberland College	73	19	8
Campbellsville Junior College	76	18	6
Magoffin Baptist Institute	68	21	11
Oneida Baptist Institute	51	27	22

*—Accurate data could not be obtained for Hazard Baptist Institute.

TABLE 23. PER CENT OF TOTAL CURRENT EDUCATIONAL EXPENDITURES FOR HIGH SCHOOL DEPARTMENTS, 1927-28, DEVOTED TO VARIOUS FUNCTIONS

INSTITUTION* (High School Departments Only)	Per Cent of Total for Each Function		
	Instruction	Administration and General	Operation and Maintenance
Barbourville Baptist Institute	80	5	15
Bethel College (Russellville)	65	28	7
Bethel Woman's College	82	8	10
Campbellsville Junior College	79	17	4
Cumberland College	78	16	6
Magoffin Baptist Institute	72	19	9
Oneida Baptist Institute	58	23	19

*—Accurate data could not be obtained for Hazard Baptist Institute.

TABLE 24. PER CENT OF TOTAL CURRENT EDUCATIONAL EXPENDITURES FOR COLLEGE DEPARTMENTS, 1927-28, DEVOTED TO VARIOUS FUNCTIONS

INSTITUTION* (College Departments Only)	Per Cent of Total for Each Function		
	Instruction	Administration and General	Operation and Maintenance
Bethel College (Russellville)	66	28	6
Bethel Woman's College	79	10	11
Campbellsville Junior College	83	14	3
Cumberland College	82	13	5
Georgetown College	62	23	15

*—Accurate data could not be obtained for Hazard Baptist Institute.

Obviously, however, too high, as well as too low, a percentage of the total expenditures can be devoted to this function. The optimum percentage for instruction has not been agreed upon by educational authorities. There is some evidence, however, that from 70 to 75 per cent is the most desirable proportion of the total current educational expenditures to be devoted to the function of instruction.

It will be observed that several of the Baptist institutions exceed this percentage. Data published for a group of ten colleges[1] show an average of 67 per cent of total expenditure devoted to the function of instruction. The institution with the highest percentage for instructional salaries, among those which these writers investigated, shows 77 per cent. Compared with these figures the per cents shown in Table 24 for Bethel Woman's College, Campbellsville Junior College and Cumberland College seem high.

An extraordinarily high percentge of total expenditure devoted to the purposes of instruction means that either the function of administration or the function of operation and maintenance is not being adequately supported. Attention has already been called in a preceding chapter to the fact that maintenance of the physical plants at several of these institutions has not received adequate attention. In fact, Cumberland College is the only one of the list at which the plant is not evidencing considerable depreciation. The low percentage of total expenditures devoted to operation and maintenance at Cumberland College is partly explained by the fact that this function is to a con-

1—**College Organization and Administration**, by Reeves and Russell, p. 222.

siderable extent maintained by anonymous gifts which do not appear as an expenditure in the financial transactions of the institution. Both Bethel College at Russellville and Campbellsville Junior College have not been devoting enough funds to maintenance.

The opposite situation is noted at Georgetown College where only 62 per cent of the total expenditures are devoted to instructional purposes, while 23 per cent are devoted to administration. Comparable figures presented by Reeves and Russell[1] show that the institutions which they studied devoted on the average 19½ per cent of their total expenditures to administration. The fact that Georgetown College exceeds this average in per cent of total expenditures devoted to administration, and is somewhat below the average in perecentage of funds devoted to instructional purposes, reinforces a conclusion previously drawn to the effect that this institution needs to scrutinize carefully its administrative set-up in order to discover whether it would not be

TABLE 25. CURRENT EDUCATIONAL EXPENDITURE AND ACCRUED ECONOMIC COST PER PUPIL FOR ELEMENTARY SCHOOL PURPOSES, 1927-28, CLASSIFIED ACCORDING TO OBJECT

OBJECT	Cost Per Pupil In Elementary School*				
	Barbourville Baptist Institute	Campbellsville Junior College	Cumberland College	Magoffin Baptist Institute	Oneida Baptist Institute
1. Instructional Salaries	$23.85	$47.62	$39.21	$41.48	$22.60
2. Total Current Instructional Expenditure	24.49	48.92	39.21	42.55	22.95
3. Total Current Expenditures for Strictly Educational Purposes	31.79	66.15	53.46	62.64	45.50
4. Depreciation on Academic Plant and Equipment	1.97	2.37	5.42	8.86	3.52
5. Interest on Academic Plant Investment	2.94	3.52	9.04	14.77	4.86
6. Grand Total Accrued Economic Cost	36.70	72.04	67.92	86.27	54.88
Number of Students	117	95	83	44	256

*—Accurate data could not be obtained for Hazard Baptist Institute.

1—Op. cit., p. 222.

possible to divert some of the funds now devoted to administration into the more directly productive function of instruction.

A second method of studying educational costs is to reduce the costs to a unit basis and express them as expenditures per student. Tables 25, 26, and 27 show the costs per student for elementary departments, high school departments, and college departments in the Baptist institutions. The data of these tables are for the school year 1927-28.

The costs per student shown in the tables were computed by taking the total expenditures for a particular object, such as instructional salaries, and dividing this total by the number of students in the institution. These unit costs are presented for various phases of the complete expenditure program. The first item presented deals with the expenditure per student for instructional salaries alone. The second item is total current instructional expenditure, which includes not only instructional salaries but also such matters as the expenses of the dean's office, and expenditures for instructional supplies, apparatus, equipment, and library. The third item is total current expenditure for strictly educational purposes. This item includes all of the items list-

TABLE 26. CURRENT EDUCATIONAL EXPENDITURE AND ACCRUED ECONOMIC COST PER PUPIL FOR HIGH SCHOOL PURPOSES, 1927-28, CLASSIFIED ACCORDING TO OBJECT

OBJECT	Cost Per Pupil for High School Purposes*						
	Barbourville Baptist Institute	Bethel College (Russellville)	Bethel Woman's College	Campbellsville Junior College	Cumberland College	Magoffin Baptist Institute	Oneida Baptist Institute
1. Instructional Salaries	$32.65	$163.13	$136.25	$60.99	$ 60.28	$ 57.94	$39.08
2. Total Current Instructional Expenditure	33.79	164.38	142.00	64.34	62.45	61.43	39.49
3. Total Current Expenditures for Strictly Educational Purposes	42.32	249.21	171.98	81.13	80.36	85.13	68.87
4. Depreciation on Academic Plant and Equipment	2.42	19.25	15.00	4.69	12.50	29.43	4.05
5. Interest on Academic Plant Investment	3.61	32.09	25.00	5.31	20.83	50.00	6.76
6. Grand Total Accrued Economic Cost	48.35	300.55	211.98	91.13	113.69	164.56	79.68
Number of Students	143	32	40	105	180	53	148

*—Accurate data could not be obtained for Hazard Baptist Institute.

TABLE 27. CURRENT EDUCATIONAL EXPENDITURE AND ACCRUED ECONOMIC COST PER STUDENT FOR COLLEGE PURPOSES, 1927-28, CLASSIFIED ACCORDING TO OBJECT

OBJECT	Student for College Purposes*				
	Bethel College (Russellville)	Bethel Woman's College	Campbellsville Junior College	Cumberland College	Georgetown College
1. Instructional Salaries	$154.92	$ 80.08	$114.72	$ 96.42	$207.03
2. Total Current Instructional Expenditure	163.99	85.39	118.58	102.39	225.56
3. Total Current Expenditure for Strictly Educational Purposes	250.04	108.68	142.83	125.09	365.85
4. Depreciation on Academic Plant and Equipment	20.88	14.28	3.57	13.95	14.66
5. Interest on Academic Plant Investment	34.81	23.81	9.70	23.26	24.44
6. Grand Total Accrued Economic Cost	305.73	146.77	156.10	162.30	404.95
Number of Students	59	84	46	129	358

*—Accurate data could not be obtained for Hazard Baptist Institute.

ed under 2 above and in addition the expenses of operating and maintaining the plant, and the expenditure for the purpose of the administration of the institution. The fourth item is a cost for depreciation of the academic plant and equipment. This is figured at a rate of 3 per cent on the value of the plant. The fifth item is an interest charge on academic plant investment, which is computed at a 5 per cent rate on the value of the plant and equipment. Item 6, which is grand total accrued economic cost, represents the sum of the current expenditures plus depreciation and interest. This is the most just figure to carry in mind as the total cost of educating a student for one year at the level indicated. Item 3 differs from item 6 in that the former represents only the actual and immediate money costs of educating one student for a year.

The amount spent annually per student is in a limited way an indication of the effectiveness of the educational program in a given institution. Other things being equal, the institution which spends the most money per student may be presumed to be mantaining the best educational facilities. However, educational costs when used for comparative purposes must be interpreted in the light of several qualifying factors.

In the first place, the size of the institution needs to be taken into account. The studies of Reeves and Russell[1] indicate that small colleges have a much higher cost of instruction than do larger ones. All of the Baptist schools and colleges fall in the category of small institutions. One should expect, therefore, a relatively high cost per student, particularly at the college level, if an effective grade of work is being carried on.

In their study,[2] Reeves and Russell found that the average cost per student in accredited colleges with enrolments of 350 or less is $369. Table 27 shows that the expenditure per student in Georgetown College is $365.85. The conclusion may be drawn therefore, that Georgetown College has just about an average expenditure per student for an institution of its size.

With the exception of Bethel College at Russellville, the expenditure per student for current educational purposes at the junior colleges seems absurdly low. Many public school systems spend a greater amount per pupil in the maintenance of high school programs than these three institutions spend on their junior college programs. Bethel Woman's College is actually spending a larger amount per pupil on its high school program than it is on its college program. This is due to the smaller enrolments in the high school division.

Another factor which interferes with the interpretation of cost figures is the fact that the efficiency of the administration is not taken into account. From the simple statement of the expenditure per student one cannot safely draw conclusions until something is known of the efficiency of the administration. A high cost per student may indicate a low order of administrative efficiency instead of a high quality of program. Since it has already been shown that Georgetown College devotes a smaller than average per cent of its total expenditures to instruction and a larger than average per cent of its total expenditures to administrative purposes, it appears probable, from the costs per student as presented in this section, that a slightly lower than average quality of educational program is being maintained at Georgetown College.

It will be recalled that the cost figures which have been presented are based upon current educational expenditures. This figure excludes all items of capital outlay, losses upon supplementary business activities, and expenses of financial promotion. It also excludes an item which bulks fairly large in the expenditures of many of the Baptist institutions, namely, interest on debt.

Table 28 shows a statement of the debts of six of the seven Baptist institutions which now have debts. Data regarding the debt of Hazard Baptist Institute were unobtainable, although the survey staff is informed that there is a considerable debt at this school.

1—Op. cit., p. 225.

2—Loc. cit.

TABLE 28. DEBT STATEMENT, AS OF JANUARY 1, 1929, WITH THE PURPOSE FOR WHICH DEBT WAS CREATED, IN THE BAPTIST INSTITUTIONS OF KENTUCKY

INSTITUTION*	Purposes for Which Debt Was Incurred				
	Dormitories	Academic Buildings and Campus Improvements	Current Operating Expenses	Other Purposes	Total
Barbourv'e Bap. Inst.	$.....	$ 7,000.00	$ 3,554.93	$.....	$ 10,554.93
Bethel College	30,000.00	.....	45,929.46	.....	75,929.46
Bethel Woman's Col. ..	81,027.21**	.....	.....	.....	81,027.21
Campbellsv'e Jr. Col.	11,000.00	.....	18,296.82	.....	29,296.82
Cumberland College	.....	28,000.00	.....	.....	28,000.00
Georgetown College***	.....	69,786.68	181,780.99	48,617.26****	300,184.93
Total	$122,027.21	$104,786.68	$249,562.20	$48,617.26	$524,993.35
Per Cent of Total	23	20	48	9	100

*—Accurate data could not be obtained for Hazard Baptist Institute. Magoffin Baptist Institute and Oneida Baptist Institute have no debt.

**—Includes auditorium and dining room.

***—Statement as of July 31, 1928. On December 1, 1928, the total debt was reduced to $150,000. This was accomplished by re-assigning $183,830.01 of the fund for increase of teaching salaries.

****—Deficit on financial campaign.

Table 28 shows that there is a total debt at these institutions of something over one-half million dollars. If the debt of Hazard Baptist Institute were included this amount would be considerably larger. Twenty-three per cent of this debt has been contracted for dormitories. Twenty per cent has been contracted for academic buildings and campus improvements. Almost one-half of the total debt has been incurred for expenses of current operation, the failure of income to equal ordinary running expenses. The fact that so large a debt has accumulated for current operating expenditures is irrefutable proof of the failure of the Baptist denomination in Kentucky to support adequately its educational institutions.

Table 29 shows the form in which the debt is now carried.

Table 29 shows that the greater portion of the debt is in the form of promissory notes. A fairly substantial amount has been converted into bond issues, while open accounts and unpaid salary accounts comprise the remainder. Again it was necessary to omit the data for Hazard Baptist Institute because accurate figures were unobtainable.

TABLE 29. FORMS IN WHICH DEBTS ARE CARRIED IN THE BAPTIST INSTITUTIONS OF KENTUCKY, JANUARY 1, 1929

INSTITUTION*	Open Accounts	Promissory Notes	Bonds	Unpaid Salary Accounts	Total
Barbourville Baptist Institute	$ 1,590.96	$ 8,963.97	$.....	$.....	$ 10,554.93
Bethel College	3,132.27	12,797.19	60,000.00	.....	75,929.46
Bethel Woman's College	.....	**21,027.21	60,000.00	.....	81,027.21
Campbellsvile Junior College	3,396.82	1,000.00	24,900.00	.....	29,296.82
Cumberland College	.....	28,000.00	.....	.....	28,000.00
Georgetown College***	33,416.17	258,606.16	.....	8,162.50	300,184.93
Total	$41,536.22	$330,394.53	$144,900.00	$8,162.50	$524,993.35

*—Accurate data could not be obtained for Hazard Baptist Institute. Magoffin Baptist Institute and Oneida Baptist Institute have no debt.

**—All debt of Bethel Woman's College is now in the form of bonds.

***—July 31, 1928. Total debt as of January 1, 1929, was $333,830.01. Figures are given for July 31, 1928, because this was date of the close of the fiscal year and the data regarding form of debt were contained in the balance sheet for the end of the fiscal year. Total debt as of February 1, 1929, was $150,000.

This institution has, however, a fairly large sum outstanding in unpaid salary accounts. Two corrections should be made in Table 29 to bring the figures up to date. Since the data for which the figures representing the debt situation were obtained, Bethel Woman's College has converted its debt into bonds. The second correction is in the case of Georgetown College. This institution recently transferred from its endowment fund the sum of $183,830.01 and used this money to liquidate a part of its debt. The amount of the debt at Georgetown College at present stands at $150,000.

Table 30 shows the history of the debt of the Baptist institutions of Kentucky over a period of five years. Again in this table data for Hazard Baptist Institute could not be included.

Table 30 shows some very interesting trends. First, the history within each institution is worthy of consideration. At Barbourville Baptist Institute the debt increased rather rapidly up until January 1, 1927, and since that time has slowly decreased. Bethel College at Russellville has shown a constantly increasing debt over the period of five years studied. Bethel Woman's College showed a rather high debt up to January 1, 1926, and since that time the debt has been de-

TABLE 30. HISTORY OF DEBT OF THE NINE BAPTIST INSTITUTIONS OF KENTUCKY OVER A PERIOD OF FIVE YEARS

INSTITUTION*	Amount of Debt					
	Jan. 1, 1924	Jan. 1, 1925	Jan. 1, 1926	Jan. 1, 1927	Jan. 1, 1928	Jan. 1, 1929
Barbourville Baptist Institute	$ 2,186.65	$ 3,800,00	$ 11,135.58	$ 13,860.58	$ 12,625.58	$ 10,554.93
Bethel College	37,806.84	41,498.88	55,342.48	67,867.69	73,424.57	75,929.46
Bethel Woman's College	97,383.42	106,165.66	106,363.06	91,331.29	85,455.67	81,027.21
Campbelsville Junior College	.....	15,000.00	20,000.00	23,000.00	27,000.00	29,296.82
Cumberland College	.....	.....	.....	.....	.....	28,000.00
Georgetown College**	99,802.52	160,432.22	219,922.48	268,629.03	300,184.93	333,830.01***
Magoffiin Baptist Institute	None	None	None	None	None	None
Oneida Baptist Institute	None	None	None	None	None	None
Total	$237,179.43	$326,896.76	$412,763.60	$464,688.59	$498,690.75	$558,638.43

*—Accurate data could not be obtained for Hazard Baptist Institute.

**—Statement as of July 31 for each year with exception of last. Debt for 1929 is as of December 1, 1928.

***—Georgetown College has recently reduced this debt to $150,000 through the transfer of $183,-830.01 from the endowment fund.

creasing rather rapidly. Campbellsville Junior College has shown a constantly increasing debt over the entire period for which figures are available. Cumberland College has only a relatively small debt, which was incurred for buildings and campus improvements. This is to be liquidated by certain gifts already promised, so that the debt situation at this institution is not at all serious. At Georgetown College there has been the history of constantly increasing debt. Although data are lacking for Hazard Baptist Institute, from all that could be learned by members of the survey staff, it seems that a constantly increasing debt has been accumulating at this institution. Magoffin Baptist Institute and Oneida Baptist Institute have had no debt during the period studied.

Certain general trends may be noted for the institutions as a group. The total debt for the Baptist institutions has been increasing at an average of about $65,000 per year over the period studied. The debt on January 1, 1929, was almost two and one-half times what it was five years previously. This is an extremely serious tendency, and is worthy of careful study by the Baptists. It is perfectly obvious that an educational program which annually goes into debt $65,000 cannot long be maintained. While it is true that the figures for next year may not show quite so large a debt due to the fact that Georgetown College has assigned a part of its endowment for the liquidation of a portion of its debt, nevertheless the fact still remains that the general trend is a very unhealthy one, and must inevitably lead to the extinction of many, it not all, of the institutions.

Not only does this debt involve the living up of the capital assets of the institutions and a mortgage upon their future income, but the drain on current resources for the meeting of interest on these obligations is tremendous. For example, Bethel College at Russellville, in order to finance its indebtedness, gave a first mortgage bond on its property to the amount of some $60,000. As a condition of the floatation of this bond issue Bethel College was required to post with the trust company underwriting the issue its entire endowment of some $65,000, in order to guarantee payment of interest on the bonds. Thus in a single transaction this college was compelled to mortgage its property and lose control of its endowment simply in order to carry the debt that had accumulated. Incidentally it may be noted that the interest income from the $65,000 endowment is not sufficient to pay the interest on the bonds which have been issued.

At Hazard Baptist Institute, as has already been pointed out, there is a considerable debt, some of which is in the form of unpaid teachers' salaries. The survey staff cannot condemn too emphatically the policy of carrying a debt in this form. Members of the staff who visited the institution were told that a considerable number of the teachers who were employed during the previous academic year had not been

paid and that it was almost certain that the institution would be unable to pay its teachers in full for the current academic year. One of the officers of the board of trustees informed members of the survey staff that the institution did not expect to make an effort to obtain funds with which to liquidate this debt to its teaching staff. The statement was made that the teachers accepted their positions knowing the financial condition of the school and that they (the teachers) should therefore be expected to bear the loss. How such practice can be carried on in the name of Christian education is a paradox which the survey staff cannot understand. To practice such a charity as the education of mountain children by stealing money from school teachers is certainly indefensible. This is exactly the situation in which the institution at Hazard has placed itself and this practice alone should be sufficient to warrant the withdrawal of denominational support from a management which has no higher ethical standards than those which have been described.

It is obvious that a future program of education to be carried on by the Baptist denomination must first look to the liquidation of the debts that are now weighing upon its institutions. In the judgment of the survey staff the situation at Bethel College at Russellville is particularly hopeless from the standpoint of the debt situation. While the debt at Georgetown College is much larger, this institution possesses many friends that could be called upon to assist in a program of debt liquidation which could remove this source of criticism. The history of the debt situation at Bethel Woman's College is encouraging, due to the splendid way in which the reduction of the debt has been carried on during recent years. At Campbellsville Junior College the debt, while not large, is increasing and no means are within sight for its liquidation. At Barbourville Baptist Institute the present debt is not large compared with that at the other institutions, but it is large compared with the resources of this school. Furthermore, plans are under way for increasing this debt at Barbourville Baptist Institute with the object of providing gymnasium facilities for the school. The survey staff strongly recommends the discontinuance of this project in view of the general uncertainty of the future of the institution.

The general conclusion drawn from this study of educational costs and the debt situation is that the educational program sponsored by the Baptists has not been adequately supported during past years. Most of the institutions do not have sufficient money to spend to give a satisfactory quality of education as measured by expenditure per student. Debts have been piling up at an enormous rate and much of this debt is for current purposes. Many of the institutions are living up or have already lived up their capital resources. There is every indication for the need of more adequate support for such institutions as are to be continued as a part of the Baptist educational program.

Chapter IX

SOURCES OF RECEIPTS

The financial income of educational institutions may be considered as coming from five principal sources. The first source is income from students, which includes tuitions, fees, and all contributions made by the students toward the expenses of their education. The second major source of income is interest on invested funds, endowment, etc. The third major source is income from productive property. In reality this should be considered a subdivision of the preceding source. The fourth major source of income is receipts from the denomination or churches. The fifth type of income consists of gifts from all other sources.

Table 31 shows for the Baptist institutions of Kentucky the income available for current educational purposes classified according to sources for the year 1927-1928. It should be borne in mind that Table 31 shows only that part of the income which was used for current educational purposes and does not include income used for capital improvements, for the subsidy of supplementary enterprises, financial promotion, or for any other purpose not considered as a direct current educational expenditure.

Table 32 supplements Table 31 by showing the income which was used for capital purposes. Capital purposes include such items as additions and improvements to the buildings and campus, additions to the endowment, reduction of debt, and establishment of funds for loans and scholarships.

Table 33 shows the data of Table 31 after the figures for each item have been turned into a per cent of the total income.

Table 33 is read as follows: Barbourville Baptist Institute (first column) received 59.17 per cent of its income from students, 26.75 per cent of its income from the State Board of Missions and 14.08 per cent from the Home Board.

There are certain outstanding differences among the institutions, with reference to the sources from which they draw their support, which are revealed in Table 33. Considering the first item, income from students, it will be noted that Bethel Woman's College is almost wholly supported by the tuition and fees received from students. Barbourville Baptist Institute obtains more than half of its income from this source. Bethel College at Russellville, Campbellsville Junior College and Georgetown College each obtain approximately 45 per cent of their income from students. Cumberland College obtains approximately one-third of its income from this source. At Magoffin Baptist Institute approximately one-fourth of the total income is received from students. At Oneida Baptist Institute the tuition received from pupils is an insignificant part of the total receipts.

TABLE 31. INCOME AVAILABLE FOR CURRENT EDUCATIONAL PURPOSES, CLASSIFIED ACCORDING TO SOURCE, 1927-28

Source of Income*	Barbourville Baptist Institute	Bethel College (Russellville)	Bethel Woman's College	Campbellsville Junior College	Cumberland College	Georgetown College	Magoffin Baptist Institute	Oneida Baptist Institute
I. Income from Students (Fees, etc.)	$4,853.64	$ 9,019.00	$10,242.98	$10,977.13	$14,095.65	$51,936.07	$1,300.00	$ 1,036.00
II. Income from Endowment	.....	356.30	.....	.....	28,321.55	32,641.07	.....	2,358.18
III. Income from Productive Property other than Endowment	.....	211.50	.....	2,803.48	676.00	30.00	.....	461.16
IV. Income from Denominational Sources								
A. From State Board	2,194.52	**9,817.23	.....	8,951.39	.....	19,683.61	1,575.00	.....
B. Received Directly from Local Congregations	.....	1,233.36	506.35	.....	.....	.....	1,100.00	.....
C. Home Board	1,154.88	.....	.....	.....	.....	.....	1,100.00	.....
V. Other Gifts for Current Purposes								
A. From Local Community	.....	.....	240.01	789.00	350.00	.....	100.00	.....
B. From Outside the Local Community	.....	.....	.....	.....	.....	11,555.00	.....	27,355.20
C. Alumni Organization	.....	.....	.....	.....	.....	547.50	.....	.....
VI. Miscellaneous	.....	.....	.....	.....	.....	71.50	.....	.....
TOTAL	$8,203.04	$20,637.39	$10,989.34	$23,521.00	$43,443.20	116,464.57	$5,175.00	$31,210.54

*—Accurate data were not available for Hazard Baptist Institute.
**—Not used for current purposes, but for debt reduction.

TABLE 32. INCOME USED FOR CAPITAL PURPOSES, 1927-28

Purpose and Source of Income*	Barbourville Baptist Institute	Bethel College (Russellville)	Bethel Woman's College	Cumberland College	Georgetown College	Magoffin Baptist Institute
I. For Additions to Plant						
A. From Church Sources	.....	.....	.....	.....	.....	.....
B. From Sources Other than Church	$545.32	$.....	$.....	$66,190.11	$ 4,211.70	$1,008.00
II. For Additions to the Endowment Fund						
A. From Church Sources	.....	.....	.....	.....	.....	.....
B. From Sources Other than Church	.....	.....	.....	.....	4,422.12	.....
III. For Reduction of Debt						
A. From Church Sources						
1. State Board	.....	.....	10,222.39	.....	.....	.....
2. Local Congregations	.....	.....	236.50	.....	.....	.....
B. From Sources Other than Church	.....	.....	4,190.07	.....	.....	.....
IV. For Loan Fund						
A. From Church Sources	.....	358.00	.....	.....	.....	.....
B. From Sources Other than Church	.....	.....	339.00	.....	2,065.46	.....
TOTAL	$545.32	$358.00	$14,987.96	$66,190.11	$10,699.28	$1,008.00

*—Accurate data were not available for Hazard Baptist Institute. Campbellsville Junior College and Oneida Baptist Institute report no income used for capital purposes in 1927-1928.

TABLE 33. PER CENT OF TOTAL INCOME AVAIL ABLE FOR CURRENT EDUCATIONAL PURPOSES CONTRIBUTED BY VARIOUS SOURCES, 1927-28

Source of Income*	Barbourville Baptist Institute	Bethel College (Russellville)	Bethel Woman's College	Campbellsville Junior College	Cumberland Colege	Georgetown College	Magoffin Baptist Institute	Oneida Baptist Institute
I. Income from Students (Fees)	59.17	43.70	93.21	46.67	32.45	44.59	25.12	3.32
II. Income from Endowment	.....	1.73	.....	.....	65.19	28.03	.....	7.56
III. Income from Productive Property Other than Endowment	.....	1.02	.....	11.92	1.56	.03	.....	1.48
IV. Income from Denominational Sources								
A. From State Board of Missions	26.75	47.57	.....	38.05	.....	16.90	30.43	.....
B. Received Directly from Local Congregations	.....	5.98	4.61	.....	.....	.....	21.26	.....
C. Home Board	14.08	.....	.....	.....	.....	.....	21.26	.....
V. Other Gifts for Current Purposes								
A. From Local Community	.....	.....	2.18	3.36	.81	.....	1.93	.....
B. From Outside the Local Community	.....	.....	.....	.....	.....	9.92	.....	87.64
C. Alumni Organization	.....	.....	.....	.....	.....	.47	.....	.....
VI. Miscellaneous	.....	.....	.....	.....	.....	.06	.....	.....

*—Accurate data were not avialable for Hazard Baptist Institute.

The survey staff is informed that it is the policy at Oneida Baptist Institute to select students on the basis of their inability to pay for their education rather than to insist upon a policy of selection which would admit only those students who are able to meet the costs of their education. The administrative officers of the school state that if a choice must be made between two prospective students, because of limitation of physical facilities or educational resources, the school always accepts the student who is less able to pay.

Income from endowment is a considerable factor in the finances of only two of the Baptist institutions. Cumberland College with approximately two-thirds of its income from this source is in an exceptionally fortunate position. Georgetown College has something less than one-third of its income from endowment. This income will in the future be considerably less, due to the recent transfer of funds out of the endowment to pay off debts.

Only one institution, Campbellsville Junior College, obtains any considerable part of its current income from productive property. The principal item of productive property at this institution is the gas well located on the premises of the school itself. In order to make the figures of Campbellsville Junior College comparable with those of the other institutions, the College was credited with having received in cash an income equal to the value of the gas consumed for fuel purposes, and was likewise credited with the expenditure of a like amount for operative purposes. Campbellsville Junior College also has a farm which brings in a certain amount of income.

Income from denominational sources is divided into three classifications. The first is the income which is received through the State Board of Missions. These funds are from the central budget of the Baptist Association of Kentucky. It will be noted that three of the nine Baptist institutions do not obtain any income for current purposes from this source. In the case of Bethel Woman's College the income received from the State Board of Missions has been applied to the reduction of debt; consequently, it does not appear as income available for current educational purposes, but appears in Table 32 instead of Table 31. Cumberland College did not share in the budget of the Baptist denomination in 1927-1928. At Oneida Baptist Institute the form in which the records were kept does not make possible the segregation of this item without a large amount of work. However, the president of this institution stated to the survey staff that the amount received through the State Board of Missions has been relatively insignificant and that he has ordered the treasurer to return checks received from this source because of the pettiness of the amounts.

In spite of the fact that the central budget presupposes that all benevolences will be routed through the State Board of Missions, some of the institutions receive a substantial amount of income in the form of gifts directly from the local congregations.

Three of the Baptist institutions of Kentucky receive support from the Home Mission Board which is a central agency of the Baptist denomination South, located at Atlanta. These three are Barbourville Baptist Institute, Hazard Baptist Institute, and Magoffin Baptist Institute. As previously stated, accurate data regarding the finances of Hazard Baptist Institute could not be obtained and have consequently been omitted from all the financial tables.

The fifth major source of income consists of other gifts which are not directly attributable to denominational sources. In Table 31 and Table 33 this general source has been subdivided to show gifts arising from the local community, gifts arising from outside the local community and gifts from alumni organizations. It will be observed that a very small share of the support of the Baptist institutions comes in the form of gifts from the communities in which the institutions are located. It is probably true that the figures on this point are not quite fair. For example, at Cumberland College a considerable amount of money is obtained from local sources for current expenditures, which does not appear in any way on the financial records. It has already been explained that certain individuals take over the payment of bills for needed supplies, etc., used by the College, without the transaction appearing on the accounts of the institution. In so far as the survey staff is aware, Cumberland College is the only institution at which this practice is followed to any considerable extent. It is somewhat of a disappointment to find that the Baptist institutions do not receive larger support from their own local communities. It is customary for cities to be well aware of the advantages of having institutions of learning in their midst, and to provide from semi-public or philanthropic sources substantial subsidies toward the current operating expenses of their local colleges. Such support can, of course, be legitimately claimed only in case the educational program offered is of high grade.

Only two institutions receive any considerable support from non-denominational sources outside the local community. These two institutions are Georgetown College, receiving approximately 10 per cent of its support from this source, and Oneida Baptist Institute. It will be observed that practically the entire income of Oneida Baptist Institute is derived from this source. The financial support of this institution is somewhat of a marvel in educational practice. It is very unusual to find an institution supported successfully from current gifts from as large a number of small givers so widely scattered over the whole United States as is the case at Oneida Baptist Institute. The officers of the institution state that from month to month they never know where money for the immediately necessary expenses is to come from, but checks large and small roll in on every mail. A continuous campaign of publicity is maintained through the school newspaper,

the Oneida Mountaineer, and the president of the institution is extraordinarily successful in obtaining and maintaining contacts with the group of interested persons who contribute to the support of this institution.

One of the questions the survey staff was asked to answer was, "To what extent may increased funds for the support of Baptist institutions be obtained from the student fees?" One of the first approaches to an answer to this question lies in an analysis of the extent to which the Baptist institutions are now receiving support from student fees. Table 34 shows first the amount which would have been realized by each institution if every student had paid in cash the full rate of tuition as specified in the respective catalogs. This amount is calculated by multiplying the number of students by the tuition rate. The second column shows the amount actually paid by the students themselves as tuitions. This excludes all income which the institutions may receive from scholarships. Remitted fees, uncollected fees, and unpaid tuition notes make up the difference between this column and column one, since the second column[1] shows only the net cash received from the students themselves. The third column of Table 34 shows the per cent that students actually pay of the amount which theoretically should be realized from tuition receipts.

It will be noted from Table 34 that at none of the institutions is as much as 86 per cent of the total tuition actually collected from students. To some extent this discrepancy is met by endowed scholarships. By far the larger part of it, however, consists of so-called scholarship grants out of current funds, which really amount to remitted fees. All of the institutions have the provision that sons and daughters of ministers may avail themselves of such scholarships in the form of a remitted fee.

Another considerable proportion of this discrepancy arises from the failure to collect fees. Students are allowed at registration time to postpone payment of fees and, due to a negligent administrative policy, the institutions fail to collect these debts. It may be pointed out that failure to collect tuition which is justly due the institutions is unjustifiable and positively harmful. Not only is the institution deprived of the income which it could well use but the students are actually taught to disregard a debt. One of the primary reasons for the existence of a denominational school is the training which it is supposed to give in moral character. Encouragement to disregard

1—The figures in column two cannot be compared with tuition receipts as shown in Table 31 because in the former table scholarships were credited as receipts from students. Also in the case of one or two institutions the students actually contribute to the income for current educational purposes by paying more than the cost of their board and room. Table 34 deals with only the tuition payments by the students themselves.

TABLE 34. TUITION RECEIPTS FOR 1927-28 AT THE NINE BAPTIST INSTITUTIONS OF KENTUCKY

INSTITUTION	1st and 2nd Semesters 1927-28		Per Cent Cost to Students Is of Total Tuition
	Total Amount of Tuition*	Total Cost to Students**	
Barbourville Baptist Institute	$ 8,658.00	$ 4,853.64	56.1
Bethel College	9,045.00	6,405.00	70.8
Bethel Woman's College	16,919.43	13,271.93	78.4
Campbellsville Junior College	14,530.25	12,373.62	85.2
Cumberland College	15,273.00	11,150.90	73.0
Georgetown College	44,955.00	37,538.50	83.5
Hazard Baptist Institute	7,100.00	5,580.00	78.6
Magoffin Baptist Institute***	2,862.00	2,462.00	85.9
Oneida Baptist Institute***	8,595.00	1,036.00	12.1
Total	$127,937.68	$94,671.59	73.9

*—Number of students times tuition rate.
**—Total tuition less uncollected fees, remitted fees, notes, and scholarships.
***—Incomplete data.

a just debt is certainly very poor moral training and from this standpoint alone, the institution should insist upon the prompt meeting of all obligations upon the part of the students.

In institutions as hard pressed for funds as are all the Baptist institutions in Kentucky, the survey staff would recommend entire discontinuance of the policy of remitting fees to any student whatever, except in cases where there have been specific gifts for this purpose or endowed scholarships have been provided. We are in sympathy with the position taken on the question of subsidizing the education of the sons and daughters of ministers by means of scholarships. However, a definite policy should be formulated as to the source from which this subsidy will be derived. It appears that the present policy really amounts to a subsidy of the education of the sons and daughters of ministers by means of the offering of a slightly poorer quality of education generally in the Baptist institutions. In other words, in order to subsidize the education of the sons and daughters of ministers, the institutions plan to operate with a lower income per student, and are thereby obliged to offer a poorer quality of instruction than they would otherwise offer. The survey staff does not believe that this is a wise policy, and recommends that some other method be found for subsidizing the education of the sons and daughters of ministers. For example,

there might be a definite understanding that the other students in the institution would be called upon to contribute the fees necessary to subsidize the education of the sons and daughters of ministers. Fees of students in general might be raised a certain amount and a definite portion of the fees set aside to take care of the education of the sons and daughters of ministers. This does not seem a very sensible proposal, although it is exactly parallel to and certainly more just and honest than the present method.

It might be possible for the denomination to stipulate that the first claim against the funds appropriated from the state budget should be for the education of the sons and daughters of ministers. This would in no wise operate to reduce the income from the state budget to any institution, but it would simply indicate somewhat more clearly what is in the mind of the General Association in making the appropriation. It is the judgment of the survey staff that the denomination does not support its educational institutions for the purpose of offering free education to the sons and daughters of ministers, and that probably this policy would fail of adoption if presented clearly to the General Association.

A fourth policy which might be adopted would be an annual appeal for gifts designated for the purpose of paying tuition fees for the sons and daughters of ministers. The survey staff has no way of judging how successful such an appeal might be.

A fifth suggestion is that scholarships for the sons and daughters of ministers be met entirely from an endowment source. Endowment gifts could be sought in a sufficient quantity to provide an income large enough to take care of the tuition fees of these students. In setting up such an endowment the income should not be rigidly restricted for this purpose, but the stipulation should be made that the first claim against this income is for the education of the sons and daughters of ministers. This last suggestion is the only one which seems feasible to the survey staff.

With respect to other forms of uncollected fees the survey staff has only one recommendation, and that is that the institutions should make every endeavor to wipe out entirely any loss from this source. An endeavor was made to find the extent to which failure to collect all fees represented an attempt to subsidize athletics through the remitting of fees to promising athletes. The data were not entirely satisfactory on this point, although the indications are that such a practice is not very widespread among the Baptist institutions.

The adoption of a general policy that when tuition is not met from endowed scholarships the student shall pay his tuition in full and in cash is recommended by the survey staff for all institutions except

Oneida Baptist Institute. Students should be required to pay fees in advance and any student not making satisfactory arrangements for his tuition on the date specified at the first of the term should forthwith be excluded from the school. The adoption of this policy need not operate to exclude any worthy student. The object for which funds may be raised most easily at present is a student loan fund. With a small deposit on the part of the institution local banks would probably be glad to underwrite loans for students. In such cases, however, the loan should be considered as a transaction between the student and the bank. Students usually have a somewhat different attitude toward the payment of a debt to a bank than they do toward the payment of a debt to an educational institution.

The survey staff is of the opinion that the Baptist institutions of Kentucky could increase materially their receipts from tuition by merely collecting more effectively the tuition which is supposed to be paid. At each of the institutions the total income could be increased considerably in this manner without working any hardship upon the students. Oneida Baptist Institute is one exception at which, under the present policy, this recommendation would not apply. Thus our first recommendation is that additional receipts might be expected from students through a better system of collection of the tuition fees which are now presumably imposed.

The second method of increasing receipts from tuition fees would be by increasing the amount of the stated fees. Since the recommendation has been made that work at the elementary and high school levels be discontinued at the Baptist institutions is seems unnecessary to consider increasing the fees at these levels. However, even in institutions where this work may continue for some years as a part of the regular program, there would seem to be little opportunity for increasing these fees without excluding a large number of worthy students and probably reducing the total income. At the college level it is necessary to consider the case of each institution individually.

It is the judgment of the survey staff that any increases in the fees at Cumberland College would decrease the attendance slightly and probably would not operate to increase the total income. The limitation of the educational opportunity of the group of students which this institution serves would be sufficient argument against the adoption of higher fees at Cumberland College.

It is the judgment of the survey staff that Campbellsville Junior College and Bethel College at Russellville could not obtain an increased income by increasing the fees charged students.

At Georgetown College and Bethel Woman's College it appears probably that fees could be materially increased without seriously affecting the enrolments and without limiting the opportunities for worthy

students. Numerous institutions throughout the United States of the type of these two colleges have in recent years increased their fees materially and almost without exception the increased fees have been accompanied by increases in enrolments. The tuition fees now charged in both of these colleges are considerably lower than in similar institutions throughout the South. The amount of increase in fees which should be made is a matter for the administrative officers of these colleges to decide. Perhaps the increase should be gradual and a general policy of increasing the fee from year to year for a certain period should be adopted. Increases in fees should be accompanied by adequate provisions for scholarships and loan funds in order that worthy students may not be denied an educational opportunity at these Baptist institutions because of the limitations of their personal resources. A loan fund is recommended as the better way of financing the education of such students. As has been previously pointed out, funds for student loans are obtained from philanthropic sources more easily than are funds for any other educational purpose.

The second major source of income which was noted in Table 31 is the interest on endowment and trust funds. Table 35 shows the amount of endowment of the Baptist institutions, classified as to whether it is general endowment or restricted endowment, and the income received from this source. Restricted endowment is that sort of endowment which may be used for only particular purposes or objects, while general endowment is that which may be used for any purpose within the discretion of the board of trustees.

It will be observed from Table 35 and also from Table 31 that Cumberland College and Georgetown College are the only Baptist institutions which obtain any considerable portion of their income from endowment. At Cumberland College the endowment situation is particularly fortunate both with respect to the total amount of the fund and the excellence of its management. A very large part of the endowment at Cumberland College is invested in the form of personal loans and notes. Since this form is not recognized by accrediting associations as a satisfactory form for endowment, the survey staff recommends that at the first opportunity Cumberland College convert a sufficient amount of its endowment into forms recognized by accrediting associations, such as bonds, mortgages, stocks, etc., in order to meet the standards for accreditment.

Georgetown College has recently taken action to transfer the sum of $183,830.01 from its endowment for the purpose of reduction of debt. The survey staff does not desire to pass judgment upon the propriety of this action. In general any action to reduce the endowment fund or to transfer endowment funds to any other purpose is looked upon with disfavor by educational authorities. Arnett, in College and University Finance[1] defines endowment as follows:

1—Op. cit., pp. 24-25.

"College endowment is a fund, the principal of which is invested and kept inviolate and only the income used for the general support of the college, or for some specific object in connection with it. The fund thus established is sacred and should not be touched or encroached upon for any object whatsoever; its income alone is available. Unless this fundamental fact is understood and respected, the endowed college is built upon an insecure foundation. A college has no right, moral or legal, to 'borrow' from its endowment, to hypothecate endowment securities, to 'invest' endowment in college buildings and equip-

TABLE 35. AMOUNT OF GENERAL AND RESTRICTED ENDOWMENT, AND INCOME FROM ENDOWMENT OF THE BAPTIST INSTITUTIONS OF KENTUCKY

INSTITUTION*	General Endowment	Endowment Restricted for Scholarships and Loan Funds	Other Restricted Endowment	Total Endowment	Income from Endowment
Barbourville Baptist Institute	.....	.....	.....	.....	.....
Bethel College	**65,319.34	$ 21,332.76	$ 1,000.00	$ 87,652.10	$ 1,498.75
Bethel Woman's College	.....	10,900.00	.....	10,900.00	587.40
Campbellsv'e*** Junior College	.....	.....	.....	.....	.....
Cumberland College	441,953.04	35,281.25	500.00	447,734.29	28,681.85
Georgetown College****	164,581.38	119,957.09	236,255.68	520,794.15	40,022.64
Oneida Baptist Institute*****	50,000.00	.....	.....	50,000.00	2,500.00
Total	$721,853.76	$187,471.10	$237,755.68	1,147,080.54	73,290.64

*—Accurate data could not be obtained for Hazard Baptist Institute. Magoffin Baptist Institute has no endowment.

**—Pledged for bonded indebtedness and income used to pay interest.

***—Campbellsville Junior College is understood to have had an endowment fund at one time, but none is now in existence. All records of the amount of the endowment and how it happened to be dissipated have been lost.

****—Statement as of July 31, 1928. On December 1, $183,830.01 was taken from total endowment to reduce total indebtedness.

*****—All data for this institution approximate.

ment, or, in fact, to do anything with endowment except to invest it so that it will produce a certain and steady income. . . . .

"Colleges often receive gifts and bequests without condition. In such instances the trustees are warranted in using the principal, as well as the income, as they choose. They often decide to add these gifts and bequests to endowment, and then later justify the use of endowment as collateral for current loans, for the erection of buildings, or for some other object, on the ground that it includes sums which were given without restriction as to use of principal. When this occurs the finances of the college are inextricably mixed, the inviolability of actual endowment is lost and the amount used in the manner described frequently exceeds the amount of unconditional funds which were included. To obviate any such disaster, and to preserve rigidly the sacredness of real endowment, under no circumstances should any such donation be included in endowment unless it has been set aside as endowment by deliberate action of the trustees. Such action should be irrevocable, and the sum so included should henceforth be treated in the same manner as sums originally given as endowment. 'Once endowment, always endowment,' is the only safe and clear rule."

The authorities at Georgetown College state that they had the right to transfer these funds out of the endowment because they had assigned it to the endowment in the first place. The funds in question had been received by Georgetown College as a part of its share of the Men and Millions Movement. These funds were undesignated at the time they were received and were voluntarily assigned to endowment by action of the Board. The Board of Trustees, therefore, claims that it has the right to re-assign these funds since the specific trust of any giver is not violated. As was previously stated, the survey staff does not wish to pass judgment upon the ethics of this transaction. It should be pointed out however that a dangerous precedent has been set. It is further true that such an action would probably immediately disqualify the institution for consideration as an object of philanthropy by any of the large education boards and foundations.

At Campbellsville Junior College all record of the endowment has been lost. The survey staff was informed that the institution did have an endowment at one time, but at present there is no endowment nor is there any record of what has become of the endowment. This transaction had taken place prior to the incumbency of the present administrative staff.

Perhaps the most striking case of recent mismanagement of endowment at the Baptist institutions is the case of Bethel College at Russellville. This institution found itself seriously in debt and in order to meet the situation it authorized an issue of mortgage bonds to the extent of $60,000. The bonds were underwritten by a trust company in Bowling Green, Kentucky, but the institution itself was required to undertake the sale of the bonds. The principal of the bonds was secured by first mortgage on property which has ample value to support the loan. However, the underwriters insisted upon an additional pledge

for the guarantee of the payment of interest, and the college posted with the trust company its entire endowment fund of slightly more than $65,000 to guarantee payment of interest on these bonds. The endowment cannot be released until the bond issue is paid. There are no gifts in sight with which to pay off the bond issue and the endowment of the institution may be considered as practically irretrievable. Furthermore, the income from the endowment is not sufficient to meet the payment of interest on the bonds, although the amount of endowment is some $5,000 larger than the amount of the bond issue. In other words, the rate of income from the endowment is considerably less than the interest on the bonds. It appears that under these circumstances the trust company has authority to encroach upon the principal of the endowment fund in order to meet the balance of the interest on the bond issue. The survey staff could not verify this fact, but no record appeared of a contribution by the college for the payment of the balance of the interest and it is therefore presumed that the trust company is taking advantage of this method of meeting the interest payments. Under these circumstances it will be only a short time until the entire endowment is dissipated. Every subtraction from the endowment leaves the income that much less for the next year. The dissipation of the endowment will thus proceed at an increasing pace unless some steps are taken to relieve the situation.

Endowments at the other institutions are rather small and the survey staff has no comment to make upon their management. Oneida Baptist Institute has wisely placed the management of its growing endowment fund in the hands of a commercial trust company. Institutions with small endowments usually find this the most satisfactory method of management.

Consideration of the question of sources of receipts of the Baptist institutions would not be complete without some attempt to analyze the probability of increasing revenues from other sources. The question of increasing revenues from student fees has already been discussed. Increased revenues from endowment cannot be expected unless the capital amounts of these funds are greatly enlarged. The matter of increased support from denominational sources is problematical. A somewhat more complete discussion upon this point will be given in a later chapter. The survey staff believes, however, that the institutions are not receiving as large support as they should from gifts outside of the denomination. The small amount of support which is derived from the local communities is disappointing. A community which enjoys the presence of an institution of learning in its midst should be expected to contribute rather liberally to the support of this institution. To a large extent the failure to receive income from gifts is due to restrictions on the solicitation of such gifts. Recommendation has already been made that these restrictions be removed and it should be possible to increase the revenues of the institutions from the sources of outside gifts.

Chapter X

EVIDENCES OF WASTE IN THE FINANCING OF THE BAPTIST EDUCATIONAL INSTITUTIONS OF KENTUCKY

One of the specific questions which this report was asked to answer, was stated as follows: "Is there evidence of waste in the financing of the Baptist institutions of Kentucky?" In order to obtain an answer to this question, members of the survey staff in their visits to the institutions and in their analysis of the statistical data have taken special pains to study the question of waste. In this chapter seven specific sources of waste will be pointed out which appear to the survey staff to be worthy of mention.

The first source of waste in the present management of the Baptist institutions is the failure to keep up adequate repairs and maintenance on the physical plants. An inspection of the buildings at almost any of the schools and colleges is convincing proof of this fact. Particularly at Bethel College at Russellville, Campbellsville Junior College, Barbourville Baptist Institute and Hazard Baptist Institute there has been very serious deterioration of buildings and equipment. At certain of the other institutions the deterioration, while not so serious, is still appreciable. That failure to maintain buildings and equipment in good physical condition is a real waste, does not need to be argued by any one familiar with the operation of educational plants. Maintenance which is too long delayed is nearly always more expensive than it would have been if the necessary repairs and up-keep had been provided at the proper time.

The second evidence of waste has already been pointed out in another connection as a failure to consider the proper proportion of the budget which should be devoted to administration. At Georgetown College the survey staff believes there is probably too great an expenditure for administrative purposes and that this possibly constitutes a source of waste. Recommendation has been made that this institution examine carefully its program in order to determine whether or not it would be possible to run the institution just as effectively with a smaller outlay for administrative purposes. At certain other institutions, notably Cumberland College, it appears probable that exactly the opposite condition, whereby too small a share of the budget is devoted to administrative activities, is possibly a source of waste, since, in such a case, this important function is likely to be less effectively carried on. Elsewhere in this report the recommendation is made that at Cumberland College there be made an examination to see if it would not be advisable to maintain administrative activities on a somewhat more adequate basis.

A third source of waste which the survey staff observed at most of the Baptist institutions of Kentucky was the failure to make the sup-

TABLE 36. SUMMARY OF INCOME AND EXPENSES FOR OPERATION OF DORMITORIES AND DINING HALLS, NINE BAPTIST INSTITUTIONS OF KENTUCKY, 1927-28

INSTITUTION	Income from Dormitory and Dining Hall	Expenditures for Dormitory and Dining Hall	Rental Charge for Dormitory and Dining Hall	True Cost (Expenditures plus Rent)	Cash Loss	Cash Gain	True Loss	True Gain	Total Annual Fee Charged Students for Dormitory and Dining Hall
Barbourville Baptist Institute	$ 5,994.24	$ 5,997.64	$ 2,400.00	$ 8,397.64	$ 3.40	$.....	$ 2,403.40	$.....	$153.00
Bethel College (Russellville)	10,681.08	8,520.97	4,208.00	12,728.97	.....	2,160.11	2,047.89	.....	261.50****
Bethel Woman's College	34,224.45	14,529.61	11,200.00	25,729.61	.....	19,694.84	.....	8,494.84	300.00
Campbellsville Junior College	9,099.85	9,995.19	3,427.60	13,422.79	895.34	.....	4,322.94	.....	135.00
Cumberland College	29,532.21	29,456.72	28,000.00	57,456.72	.....	75.49	27,924.51	.....	153.00
Georgetown College	57,784.29	*46,687.20	**1,960.00	48,647.20	.....	11,097.09	.....	9,137.09	315.00
Hazard Baptist Institute	***	***	280.00	***	.....	.....	280.00	.....	?
Magoffin Baptist Institute	2,558.00	3,316.00	850.00	4,166.00	758.00	.....	1,608.00	.....	139.50
Oneida Baptist Institute	5,990.07	10,637.49	8,000.00	18,637.49	4,647.42	.....	12,647.42	.....	112.50

*—Includes interest on endowment invested in dormitory.

**—Rental figured on value of plant minus the endowment investment therein.

***—Maintained as an independent enterprise, the only connection with the institution being the provision of free rent.

****—Average of single and double rooms.

plementary business activities carried on by the institutions pay their own way. It is our opinion that such supplementary business activities as the operation of dining halls, dormitories, book stores, competitive athletics, etc., should not be a charge against the educational budget, but should provide their own funds. A gift to an educational institution is ordinarily not made for the purpose of providing free room and board for students, or for subsidizing athletics or other projects of this sort. It is given for the more strictly educational features of the program. Therefore these supplementary business activities should be called upon to pay their own way. Table 36 summarizes for the nine Baptist institutions the situation with respect to the operation of one of these supplementary business activities, namely, dormitories and dining halls.

In Table 36 the first column sets up the income actually received from dormitories and dining halls while the second column represents cash expenditures. In these figures there have been included the proportionate share of heat, light, gas, water, and charges for janitorial services. In most of the accounting sytsems these charges were not separately made for the dormitories and it was necessary for the survey staff to obtain estimates from the officers of the institutions regarding the amounts which should be charged for the operation of dormitories and dining halls. The third column of Table 36 represents a rental charge for the dormitories and dining halls. It is rather generally agreed among authorities on the financing of higher education that a dormitory should be made to pay a fair rental since, if the institution did not maintain this supplementary activity, the funds invested therein could be used for other purposes. The rental charge figured in this instance is 8 per cent of the investment. The fourth column of Table 36 is a figure which represents the true cost; that is, the actual expenditure plus the rental charge. The subsequent columns of this table show the loss or gain, first without the rental charges included, and second with allowance for rental charges.

It will be noted that when the rental charge is included, only Bethel Woman's College and Georgetown College show a net gain on the operation of the dormitories and dining halls. All the other institutions are maintaining these supplementary business activities at a loss.

Table 37 summarizes the losses and gains on all the supplementary business activities in the nine Baptist institutions of Kentucky.

It will be observed from Table 37 that only Bethel Woman's College and Georgetown College have a balance on the right side of the ledger for the maintenance of these supplementary business activities. The total loss for the nine institutions amounts to slightly more than $36,000. If reference be made back to Table 30 in Chapter VIII, which deals with the history of the debt at the Baptist institutions, it will be noted that several of these institutions which are annually incurring

TABLE 37. SUMMARY OF LOSSES AND GAINS ON SUPPLEMENTARY BUSINESS ACTIVITIES, NINE BAPTIST INSTITUTIONS OF KENTUCKY, 1927-28

INSTITUTION	Dormitories and Dining Halls				Book Store		Athletic and Student Activ.				Net True Loss
	Cash Loss	Cash Gain	True Loss	True Gain	Loss	Gain	Loss	Gain	Loss	Gain	
Barbourv'e Bap. In.	$ 3.40	$.....	$ 2,403.40	$.....	.....	$ 94.12	$.....	$28.20	$.....	$.....	$ 2,281.08
Bethel Col., Rus'vl	.....	2,160.11	2,047.89	.....	.....	436.64	266.16	.....	.....	1,727.33*	150.08
Bethel Wom. Col.	.....	19,694.84	.....	8,494.84	.....	300.00	.....	.....	.....	.....	8,794.84****
Campb'sv'e Jr. Col.	895.34	.....	4,322.94	.....	.....	110.73	1,119.37	.....	.....	42.88**	5,288.70
Cumberland Col.	.....	75.49	27,954.51	.....	.....	.....	300.00	.....	.....	.....	28,224.51
Georgetown Col.	.....	11,097.09	.....	9,137.09	858.99	.....	4,245.02	.....	138.54**	.....	3,894.54****
Hazard Bap. Inst.	.....	.....	280.00	.....	.....	.....	.....	.....	.....	.....	280.00
Magoffin Bap. Inst.	758.00	.....	1,608.00	.....	.....	.....	.....	.....	.....	1,408.00***	200.00
Oneida Bap. Inst.	4,647.42	.....	12,647.42	.....	.....	.....	.....	.....	.....	.....	12,647.42
	.....	$26,723.37	$33,602.23	.....	.....	$ 82.50	$5,902.35	.....	.....	$3,039.67	$36,382,41

*—Cottages.
**—Printing Plant.
***—Farm.
****—Net Gain.

deficits and piling up debts for current operating expenses are at the same time maintaining supplementary business activities at a loss. Particularly at Campbellsville Junior College the amount of the annual deficit would be more than met by the adoption of a policy of requiring these supplementary business activities to pay their own way.

A fourth major source of waste at the Baptist institutions of Kentucky is the maintenance of elementary and high school departments at a net loss. It has already been pointed out that, with the single exception of Oneida Baptist Institute, every one of the Baptist institutions now maintaining an elementary and high school department does so in direct competition with the public school system. The maintenance of such a program is, in the opinion of the survey staff, a financial burden which should be removed from the Baptist educational budget. To provide facilities which duplicate those of the public schools is unquestionably a financial waste particularly when the program supported is inferior to that in the competing public schools, as is the case in most of the institutions.

In discussing this situation with the administrative officers of the various institutions the point was brought out that, while the maintenance of these departments was not a necessary part of the educational program, the finances of the institution were put on a sounder basis because of the increased receipts obtained from these students. It was argued by these administrative officers that the elementary and high school pupils produce a net revenue over and above the cost of their education, which, to a considerable extent, subsidizes the maintenance of the college departments. In order to investigate the truth of this contention the survey staff prepared the data which are presented in Tables 38 and 39. These tables show a comparison of the fees charged in elementary and high school departments with the actual cost of carrying on the programs in these departments.

In Table 38 the first column shows the fee charged the elementary school pupils. The second, third, and fourth columns show the cost of elementary departments per pupil enrolled. Column two shows the cost for instructional salaries alone. This figure was obtained by taking the total salaries of teachers in the elementary departments and dividing this sum by the number of pupils. The same figures were previously given in Table 25. Column three shows cost per pupil for all educational expenditure. This was obtained by taking the sum of such items as instructional salary, supplies and equipment, proportionate share of maintenance of plant, and proportionate share of administrative overhead and general expense, and dividing this sum by the number of pupils. The fourth column of this table represents total accrued economic cost per pupil, which is the total current educational cost as shown in column three plus the proportionate charge for depreciation and interest on plant and equipment.

It will be observed from Table 38 that the expenditure per pupil for strictly educational purposes in the elementary department (column three) is in the case of each institution larger than the fee charged elementary pupils. This means that for every pupil accepted in the elementary departments a subsidy must be provided from some source other than the fee paid by the student. In fact, in the case of every institution except Barbourville Baptist Institute, the fee charged the elementary pupils fails to meet the educational expenditure for instructional salaries alone (column two). At Barbourville Baptist Institute this item will not be an exception to the general rule this current year as is shown in the footnote of the table. In general then the conclusion may be drawn from Table 38 that the elementary departments of these institutions are in every case run at a net loss to the institution, subsidy in some form being necessary to meet the deficiency between actual expenditure and income received from the pupils.

In a similar way Table 39 recapitulates the situation in the high school departments. Again it will be observed that the current educational expenditure per student (column three) is in every case considerably greater than the fees charged high school pupils in the respective institutions. Again, with the single exception of Barbourville

TABLE 38. FEES CHARGED IN ELEMENTARY SCHOOL DEPARTMENTS OF BAPTIST INSTITUTIONS AND COSTS PER PUPIL IN SAME DEPARTMENTS, 1927-28

INSTITUTION*	Fees Charged Elementary Pupils	Costs per Pupil for Elementary Departments		
		For Instructional Salaries	For all Current Items of Strictly Educational Expenditure	In Terms of Grand Total Accrued Economic Cost
Barbourville Baptist Institute	$29.25**	$23.35***	$31.79	$36.70
Campbellsville Junior College	28.12**	47.62	66.15	72.04
Cumberland College	36.00	39.21	53.46	67.92
Magoffin Baptist Institute	27.00	41.48	62.64	86.27
Oneida Baptist Institute	15.00**	22.60	45.50	54.88

*—Accurate data could not be obtained for Hazard Baptist Institute.
**—Average for all elementary grades.
***—For 1928-29 this figure will be $45.74.

TABLE 39. FEES CHARGED IN HIGH SCHOOL DEPARTMENTS OF BAPTIST INSTITUTIONS AND COSTS PER PUPIL IN SAME DEPARTMENTS, 1927-28

INSTITUTION*	Fees Charged High School Pupils	Costs per pupil for High School Departments		
		For Instructional Salaries	For all Current Items of Strictly Educational Expenditure	In Terms of Grand Total Accrued Economic Cost
Barbourville Baptist Institute	$ 36.00	$ 32.65	$ 42.32	$ 48.35
Bethel College (Russellville)	90.00	163.13	249.21	300.55
Bethel Woman's College	100.00	136.25	171.98	211.98
Campbellsville Junior College	40.50	60.99	81.13	91.13
Cumberland College	36.00	60.28	80.36	113.69
Magoffin Baptist Institute	27.00	57.94	85.13	164.56
Oneida Baptist Institute	22.50	39.08	68.87	79.68

*—Accurate data could not be obtained for Hazard Baptist Institute.

Baptist Institute, the instructional salary expenditures per pupil (column two) are much larger than the fees charged.

It is clearly evident that the contentions made by the administrative officers of certain of these institutions, to the effect that their whole program is subsidized by a net contribution from the elementary and high school departments, are unfounded on fact. The survey staff therefore feels justified in pointing out the maintenance of these departments as a source of waste in the management of the Baptist institutions of Kentucky.

A fifth source of waste which should be pointed out is the interest charges on the debt which has been piling up in these institutions. With a total debt on January 1, 1929, in excess of $550,000 it will be observed that an annual contribution of something like $33,000 is necessary to meet the interest charges alone. This is approximately sixty per cent of the budget appropriation now made by the Kentucky Baptist Association for its educational program. It is too late now to say that this debt should not have been allowed to accumulate in the first place. It is not too late, however, to point out the heavy drain which the interest charges are making on the resources of the institutions, nor is it too late to recommend the adoption of a policy of decreasing this debt rather than increasing it. The survey staff recommends that at the earliest possible opportunity

vigorous measures be taken for the liquidation of these debts and that, when once the institutions are free from debt, they adopt a strictly pay-as-you-go policy.

A sixth major source of waste in the management of the Baptist institutions is the maintaining of a considerable number of small classes at certain of the schools and colleges. Data on this point have already been presented in Tables 11 and 12 in Chapter V. Maintenance of a class for fewer than five students is open to serious question from the financial point of view. Institutions which have been shown to have a high percentage of their classes with fewer than five students should take steps to revise their programs in such a way as to reduce the number of small classes. A somewhat similar phase of the same situation is revealed in the overstaffing at certain of the institutions. This condition has already been pointed out in Chapter V and needs only to be mentioned here. Particularly in the present situation, where the institutions find themselves handicapped by a limitation of funds, they should carefully examine their programs with a view of reducing the number of faculty members to the smallest possible number consistent with effective work.

The seventh source of waste in the financing of the Kentucky Baptist institutions concerns the educational program as a whole rather than the situation at any particular institution. The survey staff believes that the policy which has been adopted of maintaining nine rather small and weak institutions is a serious waste, due to duplication of overhead charges and general lowering of efficiency. It should be clear that if the situation could be arranged so as to take care of the same number of students in a smaller number of institutions, the net costs of the program could be considerably reduced, or a better program could be maintained at the same cost. The average size of classes could be larger: a considerable number of administrative salaries would be eliminated; the general ratio of students to faculty members would be raised; and the plant operating ratio would be improved. It should be clear that the policy which has been adopted of maintaining a considerable number of rather small institutions is certain to be financially wasteful. It appears probable that the waste from this source is the largest item of direct financial waste of any of those which have been mentioned.

The survey staff is of the opinion that the Baptist institutions of Kentucky have been handicapped far more by the lack of funds than by wasteful administrative processes within the institutions. The major difficulties of the institutions have arisen not from faulty administrative practices but from inadequate support. For this condition the Baptist Association itself is to blame, and the institutions ought not to be held wholly accountable. The waste which arises from inadequate financial support is not only a financial waste but an educational

waste as well. If the program of education which is being maintained is below standard, as the survey staff believes that it is at many of the institutions, the Baptists of Kentucky are guilty of wasting the time of the students at these institutions, which is much more reprehensible than the financial wastes which have been pointed out in this chapter. The only way to avoid such a waste is to determine the type of program which can be supported adequately and then to limit the support of the denomination strictly to this program, and to insist that it be maintained on a high plane.

Chapter XI

THE ABILITY OF KENTUCKY BAPTISTS TO SUPPORT THE PRESENT EDUCATIONAL PROGRAM

The question which seems to strike directly to the heart of the problem facing the Baptists of Kentucky is framed as follows: "Can the Baptists of Kentucky finance in a reasonably satisfactory manner the present program of education in Kentucky?" A fair aswer to this question involves a resume of practically every point which has been brought up in the preceding pages of this report.

The first point that should be made is the fact that the present educational program is not being supported in an adequate manner. It might be well to recapitulate some of the evidence which has been presented relating to this point. The first piece of evidence which might be mentioned is the fact that expenditures per student are lower in these institutions than would seem to be consistent with a satisfactory educational situation. The second piece of evidence is that faculty salaries, with the exception of those at one college, are far lower than they should be to guarantee effective instructional staffs. The third piece of evidence is the unsatisfactory condition of the physical plants at many of these institutions, due to failure to provide necessary maintenance and repairs. The fourth piece of evidence, and the one which seems to us to be incontrovertible, is the debt situation. With a debt of over a half million dollars, approximately 50 per cent of which represents deficits incurred for current operating purposes, and with a debt history showing an average increase in total debts of something like $65,000 for each year over a five-year period, it should be clear that sufficient support has not been accorded the Baptist institutions during recent years. A fifth piece of evidence is the fact that endowments have not been increased, and that only one of the colleges has an endowment which could be considered at all satisfactory. The fact that several of the institutions have been led to take a part or all of their endowment funds and use them for meeting their debt situation is evidence of the extreme position to which inadequate support has forced these schools and colleges.

The survey staff believes that any fair minded person reviewing these data could not fail to be convinced that the Baptists of Kentucky have not during recent years rendered anything like adequate support to their educational program.

A second step in the determination of the ability of Kentucky Baptists to support the present educational program is the calculation of what it would cost to support this program in an adequate manner. This cost should be considered in two aspects. The first aspect of the cost of maintaining the educational program would consist in the

rehabilitation of the finances of the present institutions; that is, the making up of the deficits in the finances of the past years. The second step would be a calculation of the amount of current support which ought to be provided over and above income from tuition fees and other sources, in order to maintain the present program effectively.

In the calculation of the amount needed for the first phase of the maintenance of the present program, which includes merely the expenditures immediately necessary in order to rehabilitate the institutions, there are three essential steps, and a fourth which is highly desirable. The first step which the survey staff considers essential to the maintenance of the present program is the liquidation of all debts. As has been previously pointed out these debts constitute heavy drains on the resources of the institutions and should be liquidated at once as a part of the maintenance of the Baptist educational program.

The second step is the reconditioning of the plants. This represents merely the charge for delayed maintenance which would have been met as occasion arose had ample funds been available at the institutions. At practically all of the schools and colleges considerable funds are needed to put the plants in a satisfactory educational condition.

The third step which is necessary is the provision of certain needed plant additions and replacements. The survey staff does not here enter into the question of an elaborate building program nor does it contemplate any need for extensions of the plants due to possible increases in enrolments; but at some of the institutions there are serious needs for some plant additions and replacements which would be necessary in order to carry on effectively the present program of education.

The fourth step which the survey staff considers highly desirable but not absolutely necessary is the setting up of a considerable endowment. It is our opinion that each of the institutions should have eventally an endowment large enough to permit it to become a member of the regional accrediting association. At present some of the institutions have endowment funds invested in a way which is not considered satisfactory. For example, at Georgetown College part of the fund is invested in dormitories. With reference to this point Arnett[1] says, "A college has no right, moral or legal, to 'borrow' from its endowment, to hypothecate endowment securities, to 'invest' endowment in college buildings and equipment, or, in fact, to do anything with endowment except to invest it so that it will produce a certain and steady income." It is the opinion of the survey staff that

1—Op. cit., p. 24.

one of the earliest steps that would be necessary in the adequate support of the present educational program would be the replacement of these endowment funds which are now unsatisfactorily invested.

A careful calculation has been made of the amount which would be needed to meet these requirements for rehabilitating the present institutions. To remove the debts of the institutions would take $558,638.43, if the figures submitted by the institutions are accurate. This amount does not include the debt of Hazard Baptist Institute for which accurate data could not be obtained. It does not include the $183,830.01 which Georgetown College has taken from its endowment and used for debt payment. It is the opinion of the survey staff that this amount should be replaced in the endowment fund at the earliest possible opportunity. The figure, therefore, of $558,638.43 for debt liquidation is a conservative one.

To recondition the plants and provide such additions as are absolutely necessary for the effective carrying on of the educational program, it is estimated that $450,000 would be necessary. The basis upon which this calculation is made has already been presented in Chapter IV. Thus, as an absolute essential for placing the present educational program on a satisfactory basis, an initial amount slightly over one million dollars would be necessary. It should be borne in mind that this amount is an absolute necessity and must be met in the immediate future, if the present educational program is to be continued on a satisfactory basis.

For the fourth step which the survey staff recommends; namely, the placing of the endowments on a satisfactory basis, the minimum amount needed is approximately $890,000. This presumes a $200,000 endowment for each of the junior colleges and a $500,000 endowment for Georgetown College, which are the minimum amounts now required for accreditment. No endowment is provided in the calculation for the institutions offering only high school work. If this recommended step be undertaken the cost of the rehabilitation of the present institutions would thus be approximately two million dollars, an amount which would have to be raised within the immediate future.

A second phase of the support of the present educational program, with which the Kentucky Baptists would be concerned, is the amount of annual subsidy which would be necessary to support the institutions included in the program after the necessary rehabilitation has been effected. The survey staff presumes that the Baptist institutions will be supported in the main from three sources: first, income from students; second, income from endowment; and third, church appropriations. The income that can be expected from students has been calculated by the survey staff, and the endowment income is easily

estimated. The remainder of the income necessary to balance the total expenditures must come from denominational sources.

The survey staff has made a calculation of the amount which would be necessary as a total annual expenditure for the present program, if it were placed upon a satisfactory basis. The placing of the program upon a satisfactory basis means the provision of adequate faculty salaries, maintenance and operation of the physical plants in a satisfactory manner, and in general a complete and reasonably satisfactory educational program. The per capita costs of effective educational programs, which have been worked out in connection with many other surveys have been used in this connection.

It is fairly well agreed that a four-year institution the size of Georgetown College needs to spend approximately $400 per student annually in order to maintain a reasonably satisfactory educational program.

At a junior college the size of those maintained by the Baptists, the general indication is that an expenditure of approximately $250 per student is necessary in order that a reasonably effective program may be offered.

For high school departments, cost data from other comparable institutions are not so readily available. The survey staff has tentatively set the desirable per capita expenditure for high school departments at $125. The Annual Report of the Kentucky State Department of Education for the two years ending June 30, 1927 (Table 9, pages 244-263) gives the per capita costs for the public white high schools of Kentucky. A glance through this table reveals the fact that many of the public high schools of Kentucky have per capita costs higher than $125. In the report of the Department of Public Instruction of the State of Indiana for the year ending September 30, 1926, there are summaries given of the costs per pupil in various types of schools. These data show that in the cities of Indiana the median cost per high school pupil is $107. Approximately one-fourth of the city high schools of Indiana have a cost per pupil in excess of $125. When it is considered that these are, in the main, larger high schools than those of the Baptist denomination in Kentucky, it will be seen that the figure of $125, used by the survey staff as a necessary per capita cost for effective high school work in the Baptist institutions, is conservative.

The cost that has been indicated as desirable, for an effective program at the elementary level is $60 per pupil. No comparable data are available by which comparisons can be made with similar costs in the public elementary schools of Kentucky. Referring again to the statistics from the state of Indiana it is found that the median annual per capita cost in the elementary schools of the cities of Indiana is

$52.63, approximately one-third of the cities having costs higher than $60 per pupil.

It will be noted from Table 25 in Chapter VIII that the present costs for elementary school purposes in the Baptist institutions range from $31.79 to $66.15. The median cost for the five institutions for which data are available is approximately $58. From Table 26 it will be observed that the total current expenditure per pupil for strictly educational purposes in the high school departments range from $42 to $249 with a median of $83.

The computation of the total subsidy that will be needed, over and above student fees, in order to assure the Baptist educational program of adequate support, is based on the assumption that these rather well established per capita costs will be necessary, namely: $400 per student in the four-year college; $250 per student in the junior college; $125 per pupil in the high school; and $60 per pupil in the elementary school. The computation of total subsidy needed has been set up in Table 40. This table is based upon the assumption that the fees charged in the Baptist institutions will remain unchanged, and the enrolments in each of the various departments will remain substantially as they are at present.

The computation as shown in Table 40 indicates that a total subsidy of $260,060 is necessary, over and above the amount realized from student fees, if the present Baptist educational program is to be supported on an effective basis. As was previously indicated, a portion of this support may be derived from endowment. At present the endowment income of the Baptist institutions is slightly less than $50,000 annually. This leaves approximately $210,000 which it will be necessary to raise in order to subsidize an effective program in the Baptist educational institutions of Kentucky as they exist at present. In other words, instead of the annual budget appropriation of $57,000 received at present, something like four times this amount would be necessary for the effective support of this educational program.

The situation may be summarized in this way. If the Baptists are to maintain their present educational program and are to offer a satisfactory quality of education in each of the institutions two things will be necessary: first, the raising immediately of a sum amounting approximately to one million dollars for the rehabilitation of the financial condition of the institutions; and second, an annual maintenance appropriation amounting approximately to $210,000 from the denominational funds.

The question as to whether the Kentucky Baptists can be expected to raise these necessary funds can perhaps be best answered by the Baptist Association itself. The survey staff has no means of test-

TABLE 40. AMOUNT NECESSARY TO SUBSIDIZE THE PRESENT BAPTIST EDUCATIONAL PROGRAM IN KENTUCKY

INSTITUTION	Department	Per Capita Expenditure Necessary for Effective Program	Difference Between Present Fee and the Necessary Per Capita Expenditure	No. of Students	Total Subsidy Needed
Barbourville Baptist Institute	Elem.	$ 60.00	$ 30.00	61	$ 1,830.00
	H. S.	125.00	89.00	98	8,722.00
Bethel College (Russellville)	H. S.	125.00	35.00	30	1,050.00
	College	250.00	160.00	91	14,560.00
Bethel Woman's College	H. S.	125.00	25.00	46	1,150.00
	College	250.00	150.00	85	12,750.00
Campbellsville Junior College	Elem.	60.00	40.00	94	3,760.00
	H. S.	125.00	85.00	102	8,670.00
	College	250.00	210.00	68	14,280.00
Cumberland College	Elem.	60.00	24.00	48	1,152.00
	H. S.	125.00	89.00	173	15,397.00
	College	250.00	205.00	164	33,620.00
Georgetown College	College	400.00	265.00	365	96,725.00
Hazard Baptist Institute	Elem.	60.00	34.00	150	5,100.00
	H. S.	125.00	89.00	52	4,628.00
	College	250.00	200.00	3	600.00
Magoffin Baptist Institute	Elem.	60.00	33.00	35	1,155.00
	H. S.	125.00	98.00	79	7,742.00
Oneida Baptist Institute	Elem.	60.00	45.00	265	11,925.00
	H. S.	125.00	103.00	148	15,244.00
Grand Total Subsidy Necessary					$260,060.00

ing out the attitude of the denomination toward its educational program, and we are somewhat loath to say that it would be impossible to raise the funds which are indicated as necessary. However, if the experience of the past five years is a reliable criterion, it would appear futile to expect this amount of support from the Kentucky Baptists for educational purposes.

The survey staff believes that educational activities should not absorb too large a share of the available resources of the denomination. Consequently, before we would recommend a subsidy of $210,000 from the Baptist budget for educational purposes, we would be forced to recommend consideration of similar increases in all departments of the budget, in order that proper balance may be maintained in the whole program. In other words, it is not simply a question of raising an additional $150,000 for educational purposes, but it is rather a ques-

tion of increasing the total budget for all benevolences at the same time so as not to give educational objects too large a proportion.

Without laboring over the point the survey staff desires to state bluntly that it has no hope whatever that the Kentucky Baptists can or should expect to support in an adequate manner the program of education which is now being undertaken. In the final chapter of this report an attempt will be made to indicate a way out of the present difficulty.

Chapter XII

A PROPOSED EDUCATIONAL PROGRAM FOR THE BAPTISTS OF KENTUCKY

In the preceding chapter the conclusion was drawn that adequate support of the present educational program of the Baptists in Kentucky is very probably beyond the ability of the denomination. The survey staff was asked to indicate, in case such findings should be made, what steps the denomination should take to meet the situation.

It is recommended that the educational program of the Baptists be limited to the support of three institutions. This program should include one four-year college and two junior colleges. The four-year college which should be retained as a part of the program should unquestionably be Georgetown College. The two junior colleges which the survey staff recommends for continued support are Bethel Woman's College and Cumberland College. With the support of the denomination concentrated on these three institutions, it is our opinion an effective program of education could be subsidized.

It has already been recommended that the institutions be allowed to make their own appeals to the Baptist constituency. This prerogative should, of course, be restricted to such colleges as are recognized as a part of the Baptist educational program.

At Georgetown College there should be an immediate campaign for the liquidation of the debt and for the placing of the endowment fund on a satisfactory basis. The amount that will be required for these purposes at Georgetown College would be something over $300,000. The immediate efforts of the institution should be to raise this amount. In addition there are some urgent plant needs at Georgetown College, particularly in the way of improvements to the heating system for which another $40,000 or $50,000 will be necessary. The survey staff has recommended that Georgetown College needs to strengthen its faculty considerably through the provision of higher salaries for faculty members. The recommendation has also been made that this institution is somewhat over-staffed and that possibly a smaller faculty could handle the same student enrolment. A reduction in the number of faculty members would release a considerable amount of money for the provision of higher salaries to attract capable men to the instructional staff.

Bethel Woman's College needs to carry on a continuous campaign for the reduction of its debt. While satisfactory progress is now being made in reducing the amount of the debt, it would be desirable to accelerate this movement. Recommendation has already been made for

increasing the student fees at Bethel Woman's College. Recommendation has also been made that the institution carry on a more vigorous campaign of student promotion. At some time in the future, after the debts are paid and a satisfactory financial program has been set up, there will be need for an academic building. However, this is not recommended as an immediate step in the program. It is recommended that the institution early adopt the policy of eliminating the first two years of high school work. The program to be supported by the Baptists will then be the two upper years of high school plus the two years of junior college work.

Cumberland College is perhaps in the most satisfactory situation of any of the Baptist institutions. Already it has an endowment which goes far toward providing its support. It has the confidence of the local people who have the wealth to support this institution. It has a strong faculty and is the only institution paying anything like adequate salaries. This institution needs to be commended on its administrative policy of continuing as a junior college instead of trying to develop into a four-year institution. It is recommended that as rapidly as possible the elementary school at Cumberland College be entirely eliminated and the high school program limited to the work of the two upper years.

The matter of the division of the support of the denomination between the institutions which are to be maintained should be given some consideration. The survey staff recommends that Georgetown College be given 50 per cent of the support, that Bethel Woman's College be given 20 per cent, and that Cumberland College be given 30 per cent. Perhaps this ratio should be re-studied and revised by the denomination every few years in order to take into consideration the changing conditions in the schools themselves.

The subsidy necessary for high school and college work at Cumberland College as shown in Table 40 is approximately $50,000. However, this institution obtains almost $30,000 annually from its endowment and other productive property. It also has a considerable income from gifts from the citizens of the local community. It is felt therefore that 30 per cent of the present Baptist budget would be approximately adequate to support a satisfactory program at this institution.

It was shown in Table 40 that Bethel Woman's College will need approximately $13,900 as subsidy above the present income from student fees. If this institution receives 20 per cent of the present total appropriation for education, it will still need $2,500 to balance its budget. It is recommended that this sum be obtained by an increase in fees charged students.

It was shown in Table 40 that Georgetown College needs approximately $96,000 as subsidy above the present income from student fees. If the endowment at Georgetown College is increased as has been recommended, at least $25,000 should be received from this source. The survey staff has elsewhere recommended that Georgetown College might well consider raising its student fees. A considerably larger share of the income could then be obtained from the students. Fifty per cent of the Baptist budget amounting to some $28,000 or $29,000 would still leave Georgetown College with a considerable amount to raise from gifts for current purposes. However, this institution has been successful in the past in obtaining such gifts and with the present organization of the Twentieth Century Fund, Georgetown College ought to be able to raise the en ire amount necessary for placing its finances on a satisfactory basis.

The survey staff believes that Oneida Baptist Institute is a worthy school which is doing a splendid piece of work in the mountains of Eastern Kentucky. It is not recommended as one of the institutions to be supported by the Baptist denomination for two reasons. First. it has in the past received only a very meager amount of support. In the second place, the school seems amply able to maintain itself without Baptist support. It is our opinion that the Baptist denomination can obtain greater returns for funds expended by contributing an adequate amount to a few institutions rather than by trying to spread its support too thinly over a large number of institutions.

Campbellsville Junior College probably deserves continued support by the Baptists. However, the immediate relief which would be necessary for this institution in the form of endowment, funds for re-conditioning the plant, and funds for the payment of the debt reach so large a total that it seems futile to hope for such a rehabilitation of the institution as will place it on a sound financial basis. Unless large funds are immediately forthcoming for the purpose of rehabilitation of this institution, Baptist support should be withdrawn from it.

Bethel College at Russellville is in a somewhat similar position. The survey staff appreciates the measure of service which this institution has rendered in the past and feels that it could possibly continue to render some service to the denomination. However, the present hopeless tangle of the finances, and the fact that there is no fund in sight for placing the institution on a sound basis, lead to the recommendation that support be withdrawn.

The survey staff has no apology for recommending the withdrawal of support from institutions which are offering only high school work. It has already been pointed out that these institutions are in direct competition with public schools and education of an elementary and secondary grade should not be a part of the Baptist program.

The survey staff appreciates fully the great service which these institutions have rendered in the past. Recommendations for withdrawal of support should not be interpreted as failure to recognize this service. We are face to face today with an entirely different educational situation than that under which these institutions were founded and rendered their greatest service. The development of the public schools in Kentucky is on an upward trend and it is time for denominational schools of elementary and secondary grade to withdraw from the field wherever public school facilities are adequately provided.

The recommended program, consisting of a four-year college at Georgetown and two junior colleges, one in either end of the state, will in the opinion of the survey staff, provide adequately for the education of the sons and daughters of Kentucky Baptists, who desire to attend denominational institutions. The three institutions are all rather easily accessible in their respective parts of the state. It is admitted that the program does not provide adequately for the education of young men in the western part of the state since Bethel Woman's College is not a co-educational institution. The survey staff has seen no way to avoid this difficulty without adding enormously to the amount of subsidy which would be necessary. If Bethel College at Russellville were an institution for men only, as it formerly was, and if the finances of the institution were on a sound basis and the plant and equipment thoroughly modernized, it might be advisable to consider a continuation of the support of this institution in order to provide for the education of young men in the western part of the state. In view of the improbability of ever rehabilitating this institution, it seems impossible for the Baptists of Kentucky to provide education for young men of college grade in the western part of the state.

With the support of the denomination concentrated on these three institutions, and with the colleges left free to make their appeals for funds directly to the denominational constituency, it is the opinion of the survey staff that the Baptists of Kentucky can maintain an adequate and effective educational program.

WESTERN RECORDER, LOUISVILLE