


EDUCATION IN NORTH CAROLINA
To day and To morrow

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the Report of
The State Education Commission

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THE UNITED FORCES FOR EDUCATION
Raleigh, North Carolina
December 1948

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EDUCATION IN NORTH CAROLINA
TODAY AND TOMORROW

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THE REPORT OF
THE STATE EDUCATION COMMISSION

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MEMBERS OF THE STATE EDUCATION COMMISSION

R. Grady Rankin, *Chairman*

Jule B. Warren, *Vice-chairman*

Mrs. R. S. Ferguson, *Secretary*

W. Dudley Bagley	C. F. Carroll	H. W. Kendall
Arthur E. Brown	Bertha Cooper	Edwin Pate
C. S. Bunn	James J. Harris, Jr.	J. C. Scarborough
Carlyle Campbell	Clarence Heer	Richard G. Stockton
M. C. Campbell	Brandon P. Hodges	John W. Umstead

W. H. Plemmons, *Executive Secretary*

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PREFACE

This volume contains the Report of the State Education Commission entitled *Education in North Carolina, Today and Tomorrow*. In it will be found a Preface, a Table of Contents, a List of Tables and Graphs, the Letter of Transmittal, the Foreword, the recommendations upon which all the members of the Commission agree, the alternate recommendations, or Minority Report, the Reports and Recommendations of the fifteen Study and Advisory Committees, and an index.

These committee reports and recommendations contain the data and research results upon which are based the Commission recommendations. In these reports are both the philosophy and facts necessary to a complete understanding of the problems which have been raised, the needs which have been discovered, and the remedies which have been suggested.

The Letter of Transmittal has been signed by all 18 Commission members. The alternate finance plan, or Minority Report, has been signed by 7 members of the Commission. Eleven members support all the recommendations found on pages 1-63. The minority group does not favor the recommendations made by the majority group on school plants and on finance.

Signers of the majority opinion are: Mrs. R. S. Ferguson, State Senator and member of the State Board of Education, Taylorsville; Arthur E. Brown, labor leader, American Federation of Labor, Durham; C. S. Bunn, farmer, Spring Hope; Carlyle Campbell, President, Meredith College, Raleigh; M. C. Campbell, Superintendent, Catawba County Schools, Newton; C. F. Carroll, Superintendent, High Point City Schools, High Point; Bertha Cooper, classroom teacher, NEA Director for North Carolina, and member of the NCEA Board of Directors, Elizabeth City; Brandon P. Hodges, lawyer, former State Senator and Governor's Legislative Assistant, and State Treasurer-elect, Asheville; H. W. Kendall, Editor, *Greensboro Daily News*, Greensboro; J. C. Scarborough, proprietor, Scarborough and Hargett Funeral Home, Durham; John W. Umstead, District Manager, Jefferson Standard Life Insurance Company, member of Legislature, Chapel Hill.

Signers of the minority opinion are: R. Grady Rankin, Commission Chairman, textile leader, State Senator, Gastonia; W. Dudley Bagley, farmer, former State Senator, and former assistant to the Comptroller General of the United States, Moyock; James J. Harris, President, James J. Harris and Company Insurance, Charlotte; Clarence Heer, college professor and econo-

mist, Chapel Hill; Edwin Pate, merchant, farmer, and banker, former member of Legislature and former member of the State School Commission, Laurinburg; Richard G. Stockton, Senior Trust Officer and Vice-President, Wachovia Bank, Winston-Salem; Jule B. Warren, Editor, *We The People*, Publication of the North Carolina Citizens Association, Raleigh.

Although the members of the State Education Commission voted to have the entire report printed and distributed, Governor R. Gregg Cherry did not see fit to authorize its printing and distribution. This volume is therefore printed under the sponsorship of the United Forces for Education in North Carolina. The United Forces consist of the North Carolina Congress of Parents and Teachers, the North Carolina State School Board Association, the North Carolina State Grange, the North Carolina Education Association, the North Carolina Farm Bureau, and the North Carolina Federation of Women's Clubs.

The United Forces believe this volume to be a Bill of Rights for North Carolina children. They also believe that the State Education Commission is a people's commission, that the wishes of the people are revealed in its recommendations, and that the people themselves should be thoroughly informed as to the facts contained in the Report. In truth these data make the recommendations meaningful. For these reasons, therefore, the United Forces believe they have rendered a public service by printing and distributing this volume, *Education in North Carolina, Today and Tomorrow*. In a democracy the people must be informed.

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LETTER OF TRANSMITTAL

September 24, 1948

Honorable R. Gregg Cherry
Governor of North Carolina
State Capitol
Raleigh, North Carolina

DEAR GOVERNOR CHERRY:

Authorized by the General Assembly of 1947 (Chapter 724 of the Session Laws), the State Education Commission was appointed by you "to study all educational problems to the end that a sound overall educational program may be developed in North Carolina." The Commission conceived it to be its duty to recommend to you, the General Assembly of 1949, and the citizens of the state both the immediate and less immediate steps which should be taken to improve the program of public education in North Carolina. Some of the steps, as indicated in this report, are not only urgent but must be cared for before other steps can be taken.

The Commission created fifteen study and advisory committees of about twenty members each—approximately three hundred in all—to deal with every phase of public education. Each of these committees, consisting of prominent lay and educational leaders of the white and Negro races from all parts of the state, was advised by nationally-known out-of-state specialists in the area of that committee's concern. In addition, many officials and thousands of citizens from all walks of life have coöperated in a most wholesome way. It is estimated that some fifty to sixty thousand citizens have contributed in one way or another to this study. Further acknowledgment of special obligations are presented with our report.

The committees and consultants, operating under the immediate direction of the office of the Commission, launched intensive investigations, using appropriate research procedures. Each committee prepared for the Commission a report describing the procedures employed and setting forth the major findings. Each report concluded with recommendations developed by the committee and modified through coördinating conferences. The sixteen chapters in the second part of the complete publication are the reports made to the State Education Commission by the fifteen study and advisory committees. (The two chapters on State and Local Organization and Administration were prepared and presented by the same committee).

The members of the Commission studied these reports, while in preparation and after completion, pondered the recommendations and their implications, approved, disapproved, or modified the recommendations, drawing from the committee reports and their own discussions the official report presented herewith. So continuous was the contact and so close was the consequent agreement between the Commission and the study and advisory committees that the sixteen sections of the official report may well be looked upon as digests of the sixteen reports of the committees.

In conclusion, as the Commission submits the results of its labor, it desires to express its appreciation of this opportunity to serve the people of North Carolina. The members of the Commission will feel doubly rewarded if their recommendations so commend themselves to the General Assembly and the citizens of the state that, during the legislative session of 1949 and the sessions immediately following, the recommendations will be translated into law and thereby be written into the lives of the children whom the Commission has aspired to serve.

Respectfully submitted,

R. GRADY RANKIN, *Chairman*,
 JULE B. WARREN, *Vice-chairman*,
 MRS. R. S. FERGUSON, *Secretary*,
 W. DUDLEY BAGLEY,
 ARTHUR E. BROWN,
 C. S. BUNN,
 CARLYLE CAMPBELL,
 M. C. CAMPBELL,
 C. F. CARROLL,
 BERTHA COOPER,
 JAMES J. HARRIS, JR.,
 CLARENCE HEER,
 BRANDON P. HODGES,
 H. W. KENDALL,
 EDWIN PATE,
 J. C. SCARBOROUGH,
 RICHARD G. STOCKTON,
 JOHN W. UMSTEAD.

FOREWORD

IN this volume will be found a description of public education in North Carolina both as it is and especially as it ought to be, for, as some one has appropriately said, the schools of North Carolina need today not so much a review of their history, interesting as that may be, as they do a program for the future. It is to this future that the State Education Commission now calls the attention of the citizens of North Carolina.

The Commission proposes herein, then, an educational program for both today and tomorrow, urging that which is immediately urgent without forgetting its duty to shed a long leading light along the educational path the state should follow. For it is written that men's reach should exceed their grasp and where there is no vision the generations perish.

The safest, best, and perhaps only wise legacy we can leave our children is a good education. The challenge of our children and our children's children is the future of their schools. By what judgment they judge we shall be judged. So it behooves us all to take the long look forward, and fall into stride with Aycock: "I would have all our people believe in their power to accomplish as much as can be done anywhere on earth by any people." To the extent that they measure up to his aspiration they will bring to realization Aycock's dream of "the equal right of every child born on earth to have the opportunity to burgeon out all there is within him." They will accept gladly and act on the words of McIver: "People—not rocks and rivers and imaginary boundary lines—make a state; and a state is great just in proportion as its people are educated."

EDUCATION AND NORTH CAROLINA'S RESOURCES

WHAT are the prospects for a higher standard of living and a better life generally in North Carolina? To answer this question five other questions must be answered.

First, how rich is North Carolina in natural resources? The sun, land, minerals, water, plant, and animal life provide the physical medium in which the food is grown, metals and fuels are mined, building materials and clothing are procured, and from which our many machines and gadgets are fashioned. These are the community's natural resources.

In geologic and geographic areas and soil types, resulting from the wide range of geography and geology, North Carolina is unsurpassed by any other state. The state has a wide range of geologic eras, from the most ancient to the most recent. It has four major geographic areas: tidewater, flat lands, the upper coastal plain, the wide expansive piedmont, and thousands of square miles of the highest and most picturesque mountains in eastern America. There are many sections in North Carolina with more soil types than whole states have. And in variety of all natural resources the state is scarcely excelled in the whole United States.

Second, do the scientists know how to convert these raw natural resources into usable and salable products? Scientists and trained technicians are daily probing into the materials and forces which nature provides. Much of the basic research has been done. Already scientists know the types of resource-use practices which will release the productive powers of land, minerals, forests, waters, and wildlife. If a fraction of what they know were put to work, there would be a marked increase in the income and level of living of the people of North Carolina.

Third, has North Carolina developed the social organizations and economic mechanisms required for the effective utilization of its natural resources? Thanks to the social scientists and centuries of growth, North Carolina has the requisite government, laws, banks, methods of incorporation, purchasing and marketing facilities, and transportation, as well as the motivating and labor-supply institution, the fruitful family. So the state is nearly as well supplied with social resources as natural resources.

Fourth, have the mass of citizens of North Carolina been taught the requisite knowledges and skills? The ready wealth of nature and the growing knowledge of scientists—these mean little until they are wedded to the skilled effort of the masses of North Carolinians. Only in such a union is there prospect for a better society in our commonwealth.

The great number of people in the state represent a vast reservoir of spiritual, intellectual, and physical energy. However, for the present, only a small fraction of this human potential is being tapped. The people have not been adequately stimulated or assisted to attain the vision, the scientific knowledge, and the skill they need and of which they are capable. There is great latent wealth stored in the people of North Carolina.

A richer life for the people of the state can come, then, only through the release of our tremendous human capacity so it may release in turn the pent-up gifts of nature. Nothing less than a new spiritual and scientific awakening of the people of the state can achieve this full promise, and nothing less than a continuous educational crusade can bring the awakening.

There is a tendency to place too much stress on the richness of natural resources in comparison with human factor. Some seem to think that bountiful natural resources are a guarantee of high living standards. As a matter of fact, the opposite is often true. Some of the nations with the highest standards of living are those with the most meager resources. On the other hand the inhabitants of some of the countries with the most bountiful resources live in the direst poverty. Even with relatively poor natural resources a country or area can enjoy the highest prosperity, if the people are sufficiently skilled to utilize those resources effectively. Switzerland and Sweden are examples of nations with limited resources which have a high standard of living because of the notable skill of their people.

To repeat for emphasis, the promise of North Carolina's future lies in the full development of the human and natural resources of the state. This promise will be fulfilled only if the people of the state provide the means for releasing the human potential into productive union with nature's gifts.

Fifth, have the people of North Carolina accumulated sufficient capital to purchase efficient machines and other tools needed to transform natural resources into wealth? Deposits in the banks of North Carolina are sufficient to finance many more enterprises than the skill of the people can manage.

So there is no shortage of natural resources, scientific knowledge, social organizations and economic mechanisms, and bank deposits. The shortage is in an educated citizenry. That alone is the weak link in the chain. The economy of North Carolina is unbalanced. More of the money in the banks should be going into the right kind of education—to providing the people with technical skills.

The major problem, then, faced by the state today is to plan its educational program so that every educational institution will make a direct and continuing contribution to the development

of the economy of the state. This is a problem which should challenge the best thinking of all the citizens during the coming years. It can be done in North Carolina, as it has been done in countries like Denmark, if the people are willing to make the effort—to sacrifice *now* in order to invest in a promising future.

North Carolina has made tremendous economic progress during the decade that has elapsed since the appearance of the report which presented the South as the Nation's Number One Economic Problem. In many respects the economic progress of North Carolina has exceeded that of the South as a whole. Thirty or forty years ago, by every yardstick of economic measurement, North Carolina ranked at or near the bottom among the states of the union. Ten years ago the average rank was in the neighborhood of forty-third among the states. Today North Carolina makes a somewhat better showing since its progress has exceeded that of the nation as a whole. The average of a number of important economic indices ranks North Carolina approximately fortieth on a per capita basis of measurement. Notwithstanding this progress, there are today only a few respects in which North Carolina compares favorably with the nation as a whole.

The gap between present achievement and much greater potential achievement is due largely to the imperfections and inadequacies in North Carolina's educational system. Every community in the state has the potentiality of producing goods and services which will provide a much higher standard of living. Only through an adequate educational program can any community attain this higher level of human welfare.

Recommendations

1. *The human and natural resources of the state should be used much more effectively.*

2. *Some of the surplus bank deposits should be converted into productive skill. Poorly educated and unskilled people can provide for themselves only a low standard of living and cannot compete successfully in a modern industrialized civilization. A study was made to discover why the people of some nations of the world live well while the people of other nations eke out a bare subsistence or less. The study yielded the conclusion that differences in the level of living were due solely to differences in technical skill of the people.*

3. *The extra financial effort to provide an adequate program of education should be made in the immediate future as a means of getting underway promptly the type of program which will be needed during coming years. The greatest effort must be made*

during the next few years in order to provide the required momentum. Thereafter, as growing skills produce a greater wealth, it will be easier for people of the state to bear their tax burden.

4. *Children in the poorer communities should be assured educational opportunities that are more nearly equal to those enjoyed by children in wealthier communities.* While North Carolina has made much progress toward providing equality of educational opportunity, evidence indicates that there is urgent need for much further progress. No community in the state should be required by law, directly or indirectly, to make a financial effort greater than is required in any other community in order to provide an adequate minimum foundation program of education for its children.

5. *All educational institutions and agencies should give greater emphasis to those factors and experiences which will help the citizens of the state to solve their urgent problems of health, housing, low income, and depletion of natural resources.* Merely teaching facts about the state will not meet the needs. The curriculum must be designed to produce technical skill—ability to perform.

THE INSTRUCTIONAL PROGRAM

What do most citizens of North Carolina want of their schools? They want schools to be free from the kindergarten through the fourteenth year and to be operated by well prepared teachers, principals, and other personnel. They want school grounds, buildings, busses, and other facilities to be adequate. They want an instructional program that is sufficiently comprehensive not only to give pupils a mastery of the fundamental skills but also to promote healthful living, creative activities, social understanding, and wholesome recreation. They want this program to be broad enough to meet the needs of all children and youth, in school and out, whether these young people will attend college or work in homes, on farms, or in industrial plants. They even want provision made so that adults may continue their education.

The citizens want all of these opportunities because they realize that the lack of many of them explains why half the children who enter the first grade quit school before they finish the eighth grade, and half those who enter high school quit before they graduate.

They are aware that the offerings and services of too many schools are too limited. Vocational offerings, pre-school services, adult services, provision for out-of-school youth, and care for handicapped children are quite inadequate. Citizens registered the fact that they particularly wanted more emphasis on reading with understanding, effective study, knowledge of the operations

of government, appreciation of art and music, acquisition of moral values, and preparation for marriage and parenthood.

Most citizens are not only demanding a rich instructional program for their own children but they also subscribe to the belief that this program should be equal for all children regardless of race and place of residence within the state.

Tests were given to discover whether equal educational opportunities do in fact exist. The average achievement of urban children was higher than that of rural children, and the average of white children was higher than that of Negro children.

General observation and common sense suggest that much of the difference in achievement between urban and rural and white and Negro children is due to inequalities in educational opportunities. In fact, the Commission found abundant evidence that urban schools generally are more adequate than rural schools and that white schools have better facilities than do Negro schools.

Vision and bold planning are necessary if the educational needs of North Carolina's children and youth are to be met. If planning is to result in placing North Carolina among the top ranking states educationally, far reaching and courageous steps must be taken (a) to provide educational leadership of the highest quality at the state, county, and community levels; (b) to secure and maintain a thoroughly competent teaching staff for all schools—urban-rural, elementary-secondary, white-Indian-Negro; (c) to effect an adequate structural organization of schools; and (d) to provide an adequate financial base to support and guarantee a rich instructional program for all children, youth, and adults of North Carolina, regardless of race and place of residence within the state.

Recommendations

1. *The instructional program of the schools of North Carolina should be sufficiently comprehensive to provide for the all-round growth and basic educational needs of children in the elementary and secondary grades.* The schools should provide opportunities for and help pupils to acquire necessary skills and competencies in the fundamental tool subjects—reading, writing, and arithmetic; in healthful living; understanding of citizenship; in an understanding of family life; in consumer education; in scientific knowledge; in an appreciation of literature, art, music, and nature; in the proper use of leisure time; in the development of respect for other persons; in the development of ability to think rationally; in creative activities; in the use of community resources; in social understandings; and in making a living. They should provide adequate instructional materials, supplies, and equipment, and a healthful and attractive school environment.

2. *Sufficient supervision should be provided for the operation of an adequate instructional program.* Supervisory instructional leadership should be competent to stimulate the personal and professional growth of teachers, furnish leadership for curriculum improvement, and bring about greater unity and balance in the total curriculum. The services of the supervisor are particularly effective when they are rendered through the principals.

3. *The instructional program at all levels should focus greater attention upon the individual pupil.* In many elementary classrooms, especially in large elementary schools, teachers must teach from forty to fifty children, and, consequently, are forced to neglect the needs of individual pupils. More attention should be given to the individual pupil both at the elementary and secondary levels. The area of counseling and guidance is particularly important at the secondary level.

4. *In order to increase the holding power of the schools, the instructional program should be broadened to provide for the needs of each pupil.* The limited program of the small high school in North Carolina, designed largely to meet the needs of pupils who plan to enter college, probably accounts for the tremendous withdrawal of pupils for whom the offerings are inappropriate and ineffectual.

5. *The learning environment, particularly in the elementary schools, should be improved.* Movable furniture, storage space for instructional supplies, and more instructional materials, especially in the areas of audio-visual aids, science and health, and practical and fine arts are needed. Library services should be extended and improved. Community resources should be used more widely as tools for useful and effective learning.

6. *Opportunity for an adequate minimum foundation program of education should be guaranteed to all children throughout the state, regardless of race and regardless of place of residence.* Test results indicate that urban children are achieving at a higher level than rural children, and that white children are achieving at a higher level than Negro children. In so far as possible, factors responsible for these differences, such as differences in the education of teachers, degree of supervision, variations in attendance, and differences in buildings, equipment, and other facilities available for learning activities should be eliminated.

7. *The results of testing programs should be used for the purpose of diagnosing learning difficulties and developing needed programs of remedial teaching.* Tests are valuable when properly used. Results must always be interpreted in light of the general

background and educational opportunities available to the children and youth.

8. *The concept of the function of the school should be broadened.* The public schools should contribute to the growth and development of children and youth as individuals and as wholesome and helpful participants in group living, and should contribute to improving the quality of living in the community.

9. *The offerings and services of the schools should be extended to meet more adequately the needs of children, youth, and adults.* This would involve making plans and ultimately developing provisions for an adequate educational program from the kindergarten through the fourteenth grade as well as for exceptional children, out-of-school youth, and adults.

10. *The school program should be organically whole, not broken into segments, for the learning process is continuous and cumulative.* Elementary education, secondary education, vocational education, education for exceptional children, and adult education are each an integral part of one state educational program.

11. *The unified program of education should be the result of cooperative development by all persons and agencies concerned.* Teachers, principals, county health authorities, service clubs, patriotic groups, parents, and children should have an opportunity to participate in and contribute to planning the total educational enterprise.

12. *Schools should be active participants in the life and activities of communities.* While in North Carolina the community school concept is being accepted in certain communities, community schools are not general over the state. Learning experiences are more vital and real for children and youth, and teachers learn individual needs of children and youth better when the degree of participation in community life is high.

13. *Schools should be organized and administered so that democratic attitudes and behavior result from the educational process.* Democratic behavior is learned behavior which is based essentially on three factors: (a) respect for personality; (b) the ability and willingness to use coöperative means in solving problems; and (c) the ability and willingness to rely on the use of intelligence in the solution of problems. Daily school living can be planned and administered so that democratic behavior and good democratic citizenship may result.

14. *Schools should provide teachers who are competent and who exert a wholesome influence upon children and youth.* A

thoroughly competent teaching staff should be secured and maintained for all schools—urban-rural, white-Indian-Negro, elementary-secondary.

15. *Longer periods of service for school employees are desirable.* A longer period of service each year will provide opportunities for remedial work, community work, arts and crafts, music, improved planning, and study.

16. *Adequate methods and means for continuous evaluation of the instructional program should be employed.* Good evaluation is essential as a basis for determining strengths and weaknesses and planning needed improvements.

ELEMENTARY EDUCATION

Elementary schools in North Carolina afford the basic foundation for all public education. The people of North Carolina have recognized the importance of elementary schools through establishment of high certification standards for elementary teachers, provision of a single salary schedule for all teachers, and provision of a school term of nine months for all children. Availability of instructional materials has also been reasonably assured through state financial support for purchase of such materials.

Elementary schools generally include grades one through eight. No public kindergartens are provided for five-year old children. The holding power of the elementary schools has improved within the past few years, but as a result of retardation and drop outs, enrollment in the eighth grade is still not much more than half the enrollment of the first grade.

Several problems and difficulties confront elementary schools in their attempts to become outstanding schools. At least half the elementary classrooms of North Carolina are inadequate in size and facilities. Although a fair supply of materials of instruction is available for an enriched program, films, phonograph records, radios, and slides are not used to a great extent in any schools. Community resources are quite generally neglected. Another curriculum area which needs strengthening is the arts. More opportunities are needed for creative expression by children in art, music, dramatics, and the practical arts.

Good elementary schools can be developed only if teachers have reasonable teaching loads. Great progress has been made in the past few years toward a reduction of the load of elementary teachers. More reduction is essential, however, if much individual attention to pupils is to be assured. Far too many elementary teachers in North Carolina still must teach forty to fifty children.

One of the greatest needs of elementary schools is strong edu-

cational leadership. General instructional supervision is provided for only a few schools, and too often principals are full time teachers who must also assume numerous clerical duties. The presence of strong democratic leadership by principals and supervisors would contribute greatly to an improved elementary school program.

Many excellent elementary schools are now serving the needs of North Carolina children adequately. The people of the state desire to make all elementary schools as outstanding as the best schools.

Recommendations

1. *More emphasis should be placed, in most elementary schools, on the balanced, well rounded, and continuous development of all pupils.* This should include not only the development of competency in the basic skills but provision for proper development in many other areas, such as health, emotional balance, maturity, good citizenship, and creative activity.

2. *Greater attention should be given to the development in each child of competence in the skill subjects of reading, writing, arithmetic, spelling, and English through the use of these skills in the solution of practical problems rather than through excessive emphasis on routine memory work.* The evidence shows that the amount of time now devoted to skill subjects in most elementary schools is sufficient to assure reasonable proficiency, but there is not enough emphasis on the application of these skills.

3. *The allotment of teachers for elementary schools should be made on the basis of 27 to 30 pupils in average daily attendance in the larger schools.* The teacher unit allotment plan should also provide a smaller average daily attendance in schools which must be maintained with a relatively small enrollment.

4. *Provision should be made for allotting administrative and special instructional personnel for elementary schools on the basis of one for every eight teachers.* Such personnel should be principals, librarians, music assistants, art assistants, guidance counselors, health coordinators, and others needed in local schools and administrative units. Specific determination of kinds of personnel should be the responsibility of local administrative units.

5. *At least three-fourths of the administrative and special instructional personnel allotted to local administrative units on the basis of the number of elementary teachers should be assigned to elementary schools.* The remaining one-fourth of such personnel should then be assigned to all schools or to whichever schools most need their services.

6. *Elementary schools should have the services of a competent principal.* In general, it is desirable to have a full-time principal for each school of eight or more teachers. In many cases, however, a principal may serve as leader of a twelve grade school or as principal of a high school and the small "feeder" schools. Regardless of the organization, all elementary teachers should have available a high quality of instructional leadership.

7. *Elementary principals and principals of twelve grade schools should possess training in elementary school work.* Such training is essential to strong educational leadership in North Carolina elementary schools.

8. *The services of a general supervisor or coördinator of instruction should be available in each administrative unit.* This supervisor or coördinator should be responsible for assistance in the development of a continuous twelve grade instructional program.

9. *The State Department of Public Instruction should set up study committees for the purpose of assisting communities which wish to establish public kindergartens.* These committees should provide advisory service to school systems regarding programs, teachers, and facilities necessary for development of kindergartens.

10. *Standards for teacher education, buildings, equipment, and programs established by the state for publicly supported kindergartens and elementary schools should also apply to non-public kindergartens and elementary schools.*

11. *The present plan of dual adoption and the method of distributing basal readers for the first three grades should be extended to include all grades in the elementary school.* This plan would make possible a greater enrichment of the program of the upper elementary grades, as well as more satisfactory adaptation of the program to individual needs of children. North Carolina citizens thus far have checked *insufficient attention to individual pupils* as an *undesirable practice* more often than any other practice.

12. *The curriculum of the seventh and eighth grades should be strengthened through occupational studies, industrial arts, shop experiences, homemaking, and more personal guidance.* In broadening the program, each seventh and eighth grade pupil should be under the guidance of one teacher for most of the school day.

13. *Library services should be available to all elementary schools.* A well organized central library should be provided in each elementary school. If building facilities are inadequate, well

chosen collections of books should be available in all elementary classrooms. Whatever plans for library service are adopted, provision should be made for a wide variety of books chosen to meet individual and group needs.

14. *Special attention should be given to the development of a balanced day's program for children.* Teachers, principals, supervisors, and parents should cooperate in developing a program which gives proper emphasis to the basic physical, emotional, and mental needs of children. Hence, a balanced program will provide for fundamental skills, art, music, science, health, recreation, and rest. In addition, it is desirable to provide time for development of large units of work or projects which include excursions, field trips, and other means of studying community resources.

15. *Special attention should be given in elementary schools to the health needs of children.* Many schools need to provide more sanitary facilities and better lighting since health cannot be taught if the school itself is an unhealthful place to live. In addition, all school systems should develop adequate programs for giving children medical examinations and for more satisfactory follow-up of such examinations.

16. *Greater concern should be exhibited for developing experiences and activities designed to challenge exceptionally capable children.* Such children should generally remain in regular classroom groups, but special efforts should be made to present challenging experiences for these children. Probably the most desirable approach may be found in provision of an enriched curriculum for exceptionally capable children. They will master the skill subjects in less time than most children and therefore need the challenge of new skills and opportunities. Consequently, there should be provided a greater variety of experiences in science, social studies, art, music, and reading. Independent work in all of these areas should be encouraged.

17. *Methods of reporting pupil progress to parents should be reconsidered.* The traditional letter form of grades really gives little information to parents and in many cases provides little guidance for other teachers. Elementary teachers in North Carolina have signified an interest in experimentation with other approaches, and such interest should be encouraged by the entire school faculty and administration.

18. *The public schools, the lay public, lay organizations, and teacher education institutions should join in a concerted attack upon the teacher shortage in elementary schools.* Education in North Carolina elementary schools will most certainly face a

serious crisis within a few years unless coöperative efforts are exerted to guide young people into teaching at the elementary level.

SECONDARY EDUCATION

The purposes of secondary education as thought of by North Carolina parents, teachers, and pupils are very broad rather than limited. Each of the three named groups strongly desires that the high schools assume responsibility to fit youth for those common functions and responsibilities which, as citizens of a common heritage, they will share with others; and to help youth fulfill the unique particular functions in life which they can best fulfill.

They desire that the high schools assume responsibility to help youth to (a) develop the skills, understandings, and attitudes essential to making a living; (b) maintain good health and physical fitness; (c) understand the rights and duties of citizens; (d) learn the skills, abilities, and attitudes necessary to good home and family life; (e) learn how to purchase and use goods and services intelligently; (f) understand the methods of science and the place of science in modern living; (g) develop their capacities to appreciate beauty in literature, music, art, and nature; (h) use their leisure time wisely; (i) develop respect for other persons, and for moral and spiritual life; think rationally, express thoughts clearly, and read and listen with understanding.

There is a wide gap between what the high schools of the state are doing to meet the needs of youth, and what parents, teachers, and youth would like to have them do. The difference is greater for small high schools than for large high schools.

The holding power of large high schools of the state is considerably greater than that of small high schools; that is, a much larger percentage of the students in the large high schools complete their work and graduate.

The per cent of seniors who have no definite plans beyond graduation is tragically high in both large and small high schools, but is much higher in small high schools than in large high schools.

The youth of North Carolina are of the opinion that the great majority of their teachers are competent and the kind of persons that teachers should be.

The curriculum of the great majority of high schools of the state is not sufficiently varied to meet the needs found among youth. The curriculum of small high schools is more limited than that of large high schools.

The key to the building of better programs of secondary education is coöperative thinking and effort on the part of all groups concerned.

These findings provide a contrast between what exists in North Carolina and what citizens, teachers, and, in particular, pupils desire. They also provide the challenge and direction for what should be done.

Recommendations

1. *School superintendents and principals should begin at once to secure the participation of parents and of teachers in broad policy making, and in devising ways and means of achieving agreed upon goals.* At appropriate points the participation of young persons should be sought both in policy making and implementing the results of thinking.

2. *High schools should be sufficiently large to include in their respective programs all necessary services of a good secondary school.* It is believed that a minimum enrollment for a four year secondary school should be 300. State and local authorities should begin to make long-range plans for the elimination of all small high schools except those which are definitely isolated. In instances where the elimination of a small high school is administratively impracticable because of isolation or road conditions, comparable services for youth must be provided at the increased cost required.

In line with the continuing national trend, the Commission favors the reorganized secondary school wherever feasible. In North Carolina, however, only seventy-three of the 971 high schools employ twelve or more teachers. This situation implies that school districts which do reorganize in order to provide larger schools should determine the type of secondary school organization in the light of local needs. In other words, schools could be organized to include grades 9 through 12 and 10 through 12, as at present, while others could include grades 7 through 12.

3. *In the state's allotment of teachers for the larger and non-isolated high schools, there should be a reduction in the immediate future to 27-30 pupils per teacher in average daily attendance.*

4. *In addition to the regular allotment of teachers in the state foundation program, provision should be made for special services such as principals, guidance counselors, librarians, curriculum coordinators, and others.* This provision could be met by means of a formula which would authorize such additions for a given number of teachers.

5. *In the basic support program provision should be made for clerical services in the schools.* The time of principal and teachers could thereby be freed for the improvement of the instructional program, a step which is highly desirable.

6. *The teaching load should be established at a maximum of 150 pupil periods per day or 750 pupil periods per week. An effort should be made to hold the teaching load considerably below this maximum to make possible more attention to individual pupils.*

7. *The high schools should assume responsibility for the further education of out-of-school youth.*

8. *More adequate provision should be made for offering vocational courses such as business education, agriculture, trades and industries, homemaking, distributive education, and diversified occupations in high schools in which there is a manifest need for such training.*

9. *Schools should organize a program for studying pupils by means of observational techniques and measurement, including tests of ability, aptitude, interests, and achievement. They should record these data on cumulative records which are kept up to date. Specialized counseling services and curriculum experiences suggested by these data should be provided.*

10. *More attention should be given to occupational guidance by making definite provision for teaching about occupations and for assisting pupils in making wise vocational choices.*

11. *High schools should develop programs designed to help adults identify and solve some of their individual and group problems, thereby improving the quality of living in the communities which they serve. Schools that serve the community in a realistic sense will need to help develop community service facilities to meet community needs.*

12. *The ten imperative needs of youth should be given more realistic consideration in planning and carrying forward curriculum practices and conditions. These are:*

(a) All youth need to develop salable skills and those understandings and attitudes that make the worker an intelligent and productive participant in economic life. To this end, most youth need supervised work experience as well as education in the skills and knowledge of their occupations.

(b) All youth need to develop and maintain good health and physical fitness.

(c) All youth need to understand the rights and duties of the citizen of a democratic society, and to be diligent and competent in the performance of their obligations as members of the community and citizens of the state and nation.

(d) All youth need to understand the significance of the family for the individual and society and the conditions conducive to successful family life.

(e) All youth need to know how to purchase and use goods and services intelligently, understanding both the values received by the consumer and the economic consequences of their acts.

(f) All youth need to understand the methods of science, the influence of science on human life, and the main scientific facts concerning the nature of the world and of man.

(g) All youth need opportunities to develop their capacities to appreciate beauty in literature, art, music, and nature.

(h) All youth need to be able to use their leisure time well and to budget it wisely, balancing activities that yield satisfactions to the individual with those that are socially useful.

(i) All youth need to develop respect for other persons, to grow in their insight into ethical values and principles, and to be able to live and work coöperatively with others.

(j) All youth need to grow in their ability to think rationally, to express their thoughts clearly, and to read and listen with understanding.⁵

13. *Full use should be made of the resources of the community and the state in curriculum planning and development. Fortunately in the discharge of this function North Carolina schools have the advantage of the materials of its Resource-Use Commission.*

14. *Faculties of high schools should study every possible means of alleviating the evils of over-departmentalization and over-specialization which have come to characterize some secondary schools. Specific suggestions to aid in such a study are included in the section on curriculum.*

15. *Salaries, living conditions, and community regard for education should be such as to attract and hold teachers of high quality. The successful achievement of educational goals depends on the quality of the teacher and teaching, as was impressively revealed through interviews with seniors.*

16. *When community colleges are established, programs should be provided for all five of the groups identified by the Educational*

⁵ *The Imperative Needs of Youth of Secondary School Age.* (The Bulletin of the National Association of Secondary School Principals. Vol. 31, No. 145, March, 1947).

*Policies Commission.*⁶ A state plan is needed to assure that such colleges will be established only at centers where they can be justified in terms of the pupils to be served and to the needs to be met. Provision should be made, therefore, to authorize the establishment of community colleges to be supported by local funds in communities where they can be established without handicapping the regular program, where the enrollment (a minimum of 300 students) is large enough to assure that the work can be offered at an economical cost, and at centers which are logically located to serve the particular area with a long time program.

In favoring the development of community colleges, the Commission emphasizes that they must be soundly established with respect to financial support, student attendance, and without prejudice to the total program of public school education. In this connection attention is called to recommendations 8, 9, and 10 in the section on local school organization and administration. The Commission warns against the creation of small inadequately financed institutions which would, in all probability, retard the development of a sound program of post high school education.

VOCATIONAL EDUCATION

The need for including vocational education in the high school curriculum has become much more obvious and urgent as a result of the greatly increased high school enrollments. In North Carolina less than 13 per cent of the 1940 high school graduates entered college. A large proportion of the remaining 87 per cent entered the labor market on leaving the secondary schools. Thus, thousands of young workers attempt to find employment each year without having acquired the educational or technical skills needed to deal with the problems of choosing, entering on, and succeeding in an occupation. They must secure employment with little knowledge of their own aptitudes or of the occupations available to them. This latter factor is particularly important, since a study shows that students' preferences for occupations in North Carolina differ widely from the occupational structure of the state.

The present program of vocational education includes six divisions: vocational agriculture, home economics education, trade and industrial education, distributive education, occupational information and guidance, and business education. A serious difficulty is encountered in providing vocational education for high school pupils and adults because of the small high schools in the state. Many of these schools have fewer than five teachers making it difficult to offer any choice of vocational courses to students

⁶ See the full report of the Committee on Secondary Education in the combined reports of the Commission and Study and Advisory Committees.

enrolled. No vocational course is offered in 150 high schools; 361 rural high schools have no provision for vocational agriculture; 175 high schools have no provision for home economics; industrial education, limited largely to urban schools, is not offered in 25 of the high schools with ten or more teachers; and distributive education is not offered in 75 high schools with ten or more teachers.

The present state-wide program of vocational guidance is inadequate. Only about 20 per cent of the present school enrollment is reached by counselors. Physical facilities and equipment are likewise inadequate. Provisions for adults, for out-of-school youth of high school age, and high school graduates who desire further training are meager.

Although no completely reliable data on the number of vocational education teachers needed in the future can be obtained without a thorough study of each community in the state, two estimates are made. One is based on the assumption that if the desired courses were offered, high school enrollment in vocational courses would approach 100 per cent of all youth; the second is based on the number and kinds of teachers required for students now enrolled in existing schools. The first estimate is 4,102 teachers; the second is 2,938 teachers. These estimates include the counselors which would be needed. When unnecessary small high schools are eliminated, these estimates can be considerably reduced.

Relationships between school personnel and outside agencies should be strengthened. School people must know the requirements of business, and work experience must be recognized by business agencies as an educational experience and not as an opportunity for cheap labor.

Recommendations

1. *Vocational education should be recognized and included in the comprehensive program of public education which is planned to satisfy the needs of youth and adults striving to equip themselves for service in modern society.* Vocational education, in terms of the nation's needs, is a vital area of education. It is an integral part of the total education of all American youth.

2. *The state should begin immediately to consolidate small high schools into units enrolling at least 300 pupils.* Exceptions to this rule should be made only where geographical conditions make consolidation impracticable. Only schools as large or larger than the size recommended can afford to offer an enriched program of education, including the several phases of vocational education.

With the present organization of high schools it is not economically practicable to offer vocational courses to all youth who need them.

3. *During the transition period of consolidation the state should develop a program for extending vocational services to all high schools which qualify for and need these services.* Every effort should be made to meet the vocational needs of as many pupils as possible, but special provisions should be made for schools which are to be continued temporarily in order to avoid excessive and uneconomical school plant costs.

(a) Agriculture and home economics teachers should be available to all schools which qualify. Wherever feasible, instructors should be provided to serve one or more of the smaller schools. This practice, however, should be followed only when the schools can qualify by showing actual need and by making the necessary equipment available.

(b) Trade and industrial education teachers should be provided for all large high schools where surveys indicate that this type of program is needed. This service should be limited to those schools which have twenty teachers or more. Exception to this rule could be made for highly industrialized centers.

(c) The diversified occupations program should be extended to all schools which have ten or more state allotted teachers, if the local community can provide suitable training facilities and can offer adequate employment opportunities.

(d) The distributive education service should be extended to include all schools with ten or more state allotted teachers if the local community can provide suitable training facilities and can offer adequate employment opportunities.

4. *Local school officials, in planning their programs and selecting their personnel, should recognize the need for a more adequate program of vocational guidance in the public schools.* At present only a small percentage of high school students have adequate counseling.

5. *Present farm shop facilities should be used to provide shop training to boys not enrolled in agricultural education.* A recent survey by H. P. Cooper of Clemson College reveals that only about 50 per cent of the teen-age farm boys will be needed on the farms. This means that half of the boys will seek employment elsewhere, which indicates that courses other than agriculture are needed

in rural sections. Special training of the diversified nature would contribute to the development of salable skills for a high percentage of these boys.

6. *More emphasis should be given to the building of an adequate program of industrial arts in the public high schools of the state.* An industrial arts program serves as an excellent foundation for vocational education courses.

7. *The public school system should discharge its responsibility for out-of-school youth by providing courses designed to meet their vocational needs.* Special efforts should be made to provide part time courses that will help high school age boys and girls who are not in school to receive the training they need for various occupations.

8. *A comprehensive vocational education program should be conducted for adults.* This program should include instruction in agriculture, industrial education, homemaking, and distributive and business education.

9. *Vocational teachers should be employed on an eleven or twelve months basis.* Additional time is required in all vocational fields if the needs of in-school youth and adults and out-of-school youth and adults are to be met. The additional time is needed for community surveys, occupational studies and analyses, and for the development of specific instructional materials required to make vocational education effective.

10. *Staff members of the State Department of Public Instruction should be provided to assist local administrators in planning their vocational programs.* It is largely the responsibility of local school administrators to plan programs suitable for local needs; it is a responsibility of the State Department of Public Instruction to furnish planning assistance to local school administrators.

11. *Allotment of vocational teachers should be made to schools on the basis of minimum standards prescribed by the State Board of Education.* Allotment of vocational teachers should be recommended when the need is established; when adequate facilities are provided, including space and equipment; and when assurance is given that established minimum vocational standards will be maintained. The Division of Vocational Education should study each high school service area as a basis for recommendations.

12. *The Division of Vocational Education and the Resource-Use Commission should cooperate in promoting a program to conserve and use more advantageously our natural resources.* Vocational education personnel have an important responsibility in this

greater utilization of natural resources. They should help with such problems as conservation of forests; saving the soil; providing better housing; starting new industries; providing trained personnel for new industries; and providing the skills necessary for the productive processes in North Carolina. There is a direct relationship between increased earnings derived from better utilization of resources and living standards; better standards of living is one of the indirect objectives of vocational education.

13. *The appropriation of state funds for vocational education should include the amount of state and federal funds required to provide salaries of vocational teachers on the same percentage basis as other state allotted teachers.*

14. *School officials and the state department staff should recognize the need for better understanding and closer relationships between personnel of vocational education and other school personnel and agencies closely allied with the vocational program. Supervisory staffs of the Division of Vocational Education should assume leadership and should plan necessary procedures that will lead to better understanding.*

THE EDUCATION OF EXCEPTIONAL CHILDREN

Through the years North Carolina has continued to neglect her "exceptional" children, defined in this report as those who suffer from physical, mental, or emotional handicaps. From comparable figures secured from other states and from data gathered from random samplings made in typical North Carolina communities, it may be safely asserted that from 7 to 10 per cent of the 850,000 school children in the state may be classed as exceptional, and, therefore, in need of special attention.

In 1947, the General Assembly enacted legislation, (Chapter 818 of the Public laws), to provide in part for the education of these children. This legislation provided for a Division of Special Education and stipulated that it should (a) assist local communities in organizing and administering training for handicapped children, (b) develop a program for training capable teachers in this field, (c) promote a program for teaching home-bound and hospital-bound children, and (d) cooperate with other similar agencies. The State Board of Education was directed to adopt plans to reimburse local districts for the cost of carrying on educational programs for the handicapped.

This program, however, has not yet been put into operation. Latest available data indicate that the public institutions for deaf, blind, crippled, and delinquent children of both races in North Carolina are caring for the needs of only about 2,000 children. It

is probable that another 3,000 handicapped children are provided for in day schools and other places. Some progress has been made recently by the child guidance clinic program, administered through boards of health and public welfare, as well as by other agencies.

Some of the most pressing needs are (a) the provision of adequate leadership through the employment of a state director of the Division of Special Education; (b) the strengthening of residential schools which train deaf, blind, orthopedically handicapped, delinquent, and mentally defective; (c) the inauguration of complete programs in cooperation with local school units; and (d) the establishment of proper relationships between this type of special education, vocational rehabilitation, and other public services of the state.

It is apparent that great care and caution should be exercised in the selection, certification, and training of those persons who are to be the teachers of handicapped children, both in the special schools and in the special classes in regular school systems. A highly specialized type of teacher education should be provided and a rigid schedule of selection followed to insure adequate classroom leadership.

Recommendations

1. *The State of North Carolina should fully discharge its responsibility in providing appropriate educational opportunities for all educable children and youth.*

2. *A continuing school census which shall include adequate procedures for identifying handicapped children and for determining their general educational needs should be inaugurated.*

3. *The special education law enacted in 1947 should be put into effect. This would mean the appointment of a qualified director of the Division of Special Education in the State Department of Public Instruction as authorized by law. This director should be given an adequate supporting staff in the various areas of special education, and adequate financial provisions should be made to pay for special educational programs in local administrative units.*

4. *The state program of special education should include on both elementary and secondary levels (a) a modified program in regular classrooms for those whose needs can be met in this way; (b) special classes or centers for those whose condition requires such arrangements; (c) transportation facilities; (d) instruction of home-bound and hospitalized children; (e) clinical services for*

behavior problems; and (f) progressive improvements in existing residential school programs for white, Indian, and Negro children.

5. In allotting teachers an average of one teacher to ten pupils should be provided. The size of classes should be governed by the type and severity of the handicap and the number of grades included in the group.

6. Suitable building facilities and equipment should be provided. In day schools, these would include ground floor entrances, elevators or ramps, special desks, special lighting, mechanical testing, and training materials for particular groups of handicapped children. Improvements should be made of classroom facilities at the North Carolina Orthopedic Hospital, and attention given to the building needs of other state residential schools.

7. Certification requirements comparable to those for other specialized fields should be established and required by the State Board of Education. A minimum of twenty-four semester hours in a specific area of special education is proposed as one requirement.

8. Selected teacher education institutions of the state should provide adequate preparation for the education of teachers of handicapped children. This would include (a) orientation for all teachers to help them identify and give first aid to handicapped children in their classrooms, and (b) specific courses for teachers interested in specializing in one or more areas of special education.

9. Residential schools for handicapped children should be recognized as an integral part of the state's educational system. In so far as their function is educational, they should be responsible to and have the benefits of the same educational authority as other schools of the state.

10. Consideration should be given to the early establishment of educational services of a residential nature for those handicapped groups for which the state now maintains no educational program. These include the cerebral palsied, epileptics needing residential care, mentally deficient Negroes, defective delinquents, and young offenders now committed to prison camps.

11. All public and private services related to handicapped children should be properly coordinated and the functions of each agency should be clearly defined. Voluntary agencies interested in handicapped children have much to contribute, within their proper spheres of action, to those programs which are the administrative responsibility of state and local public school agencies. In order to achieve the greatest effectiveness of action, appropriate

lines of authority should be specified and clearly recognized by all concerned, and mutual understanding and cooperation should be promoted.

ADULT EDUCATION

The Commission is not unmindful of the need for wiping out any illiteracy that now remains in the state but it considers the aim of adult education to be much broader than that of making all of our people literate. Adult education is *continuing* education for *all* the people, regardless of their former education and their social and economic status. Consequently, adult education should be as varied, yet as specific and concrete, as the interest of man. The purpose, then, is more than to make up for deficiencies of early education. It is to enable the citizens of the state to get new facts so that they may meet new problems intelligently and continue to grow intellectually and culturally.

Furthermore, adult education is an essential ingredient of a democratic society. It is a new service for disseminating information among all the people. It is noteworthy that dictatorial forms of government devote their earliest effort to the destruction of adult education, and to the establishment of a program of propaganda through rigid control of press, radio, and similar media. From this point of view alone, those concerned with the democratic way of life can do nothing better than to establish and adequately support a system of adult education.

Life expectancy today is twenty years longer than it was in the days of our grandparents, and ten years longer than it was in the days of our parents. Adult education can help people make better use of these added years. In addition, Americans are more an adult population today than ever before. Statistics reveal that in 1790 for every 1,000 white children under 16 years of age in the United States, there were 1,782 adults. In 1940 for every 1,000 white children under the age of 16, there were 2,445 adults. In 1940 over 63 per cent of our people were 30 years of age or over. Further, the average work week in industry has been continually shrinking. In 1914 the average work week was 51.5 hours but in 1947 it was 40 hours. Reduced hours of work provide more time for other activities.

This study indicates a growing faith in adult education on the part of the citizens of the state and a general desire for an extension of adult opportunities in North Carolina. The people want a more comprehensive program that provides for the interests and needs of all; more responsibility on the part of the public school in continuing education; a close relationship between whole-

some recreation and adult education; and the need for consolidating adult education resources, programs, and activities.

Results of investigations reveal that 52 organizations and agencies in the state are providing adult education opportunities for more than 500,000 citizens in at least 75 different kinds of educational activity. This means that approximately 13 per cent of the total population of the state and almost 18 per cent of the adult population are receiving some type of adult education. Even so adult education in North Carolina is now largely a voluntary enterprise and is seldom thought of as being an integral part of the organized system of public education.

It is estimated that 5,386 administrators, organizers, teachers, and discussion and community leaders are connected with adult educational activities. Only 108 of this number are full time, paid leaders or directors. Only three or four of the 52 organizations reporting indicated that they had an adequate number of teachers and only a few stated that the teachers were properly trained for the work.

In the majority of cases, meeting places are provided by the organizations conducting the programs. In general, however, they are inadequate. The facilities of the public schools are used by only about half of the organizations reporting, and in most cases these facilities are considered unsuitable. Comparatively few of the programs are conducted coöperatively with the schools.

Approximately two-thirds of the organizations conducting programs of adult education do not charge for the services rendered. Those which make a charge usually do so to cover the cost of instruction.

Essential teaching materials are available to about nine-tenths of adult students. Projectors, victrolas, blackboards, and a library are either owned by, or are accessible to, a majority of the adult education agencies.

Of the 52 organizations reporting, 14 coördinate their programs with other adult education enterprises in the community. A great majority of the organizations are aware of the existence of "gaps" in their programs, and, among other things, would like to be able to provide or secure (a) consultant services for business and industry; (b) speech and reading clinics; (c) coöperative education classes and groups for urban women who are not now reached by clubs and similar organizations; (d) safety education; (e) social hygiene; (f) education for parenthood; (g) increased use of libraries; and (h) improved opportunities for young adults.

There is urgent need for continuing education for all people. This continuing education should be so broad and varied as to make available to each individual the facts he needs or the help

he wants to come to grips with personal or social problems that he faces. It should recognize also the need and opportunity for group study of and group action on social, civic, and cultural problems. A program to meet these individual and group needs must be broad and of many types. Such a program will require more interest, leadership, and support on the part of the state. It will need also the continuing and increasing help of any and every individual and organization, public and private, that has a contribution to make to this important part of our educational program.

Recommendations

1. *A broader program of adult education should be undertaken in North Carolina immediately.* This program should be developed under the sponsorship and authority of the local administrative units under rules and regulations prescribed by the State Board of Education, and the local schools should be used as centers for the program.

2. *The State Department of Public Instruction should recognize more fully the need for and the interest in continuing educational opportunities in North Carolina by carrying out the intent of the law regarding adult education.*

3. *A state advisory committee on adult education should be created to assist in developing adult education opportunities in North Carolina and in giving general direction and significance to the movement throughout the state.* Private and public organizations as well as individuals contributing to adult education should be represented on this advisory committee.

4. *A well trained and experienced specialist in adult education, employed by the State Department of Public Instruction, should be made available as a consultant to public and private agencies and organizations active or interested in adult education and as a general coördinator of all adult education interests and activities in North Carolina.*

5. *In existing school plants and in plans for future school buildings and facilities, suitable provisions should be made for the educational interests and activities of adults.* Provisions should be made for the use by adults of school buildings and equipment after regular school hours and during holidays and summer recesses.

6. *The State Department of Education should make further studies to determine more definitely the scope, needs, and policies for an adequate program of adult education.*

INSTRUCTIONAL MATERIALS

The term instructional materials is considered to include all the means used by the school to provide experiences which pupils and teachers jointly and individually employ for profitable learning activities, whether these activities are for the purpose of discovering new facts, developing appreciation, engaging in creative work, improving basic skills, promoting language abilities, acquiring desirable health and recreational habits, or enabling pupils to become socially competent participants in community life.

Sound administrative and supervisory policies relating to selection, organization, and use of materials of instruction are basic to an effective program of education. Sound administrative and supervisory policies should (a) develop an awareness of the need for suitable instructional materials; (b) promote the development of responsibility and competence in the selection and organization of instructional materials; (c) promote efficiency and economy in the procurement and distribution of instructional materials; (d) provide ample funds for an adequate supply of instructional materials; and (e) stimulate more effective use of instructional materials.

The data collected reveal that the procedures followed and the guides used to aid in the selection of materials vary considerably. There is little evidence that practices tend to promote competence in the selection of materials. In numerous instances the selection is made by the central administrative staff without the cooperation of the teaching staff, with little or no consideration for the needs as determined by definitely planned instructional programs. Provisions for group participation in the examination, demonstration, and selection of materials apparently is all too rare.

The survey discloses a comparatively high proportion of purchases made at retail prices without substantial discount, and frequent spending of funds by principals and teachers. Such practices are not consistent with sound principles of administration. It is assumed that most of the funds expended by principals and teachers are derived from fees paid by pupils. The payment of fees by pupils is a general practice, and in some instances fees are too high.

Convenient administrative policies appear to influence distribution procedures to such an extent that suitable materials may not be available for the needs of the specific classroom situation. Any standard for distribution must be flexible if program needs are to be met adequately.

The study indicates a serious lack of most of the main classifications of materials for use in elementary and high schools. The

condition is extreme in the areas of audio-visual facilities, science and health materials, and materials for experiences in practical and fine arts. Although printed materials are among the most important tools of the teacher, the inadequacies in this classification of materials present significant problems for the school program. The supply of basal textbooks, supplementary textbooks, library books, periodicals, and other printed materials is inadequate in more than half the schools. In every school community an abundance of environmental materials is available at little or no cost, but use of these materials is very limited.

Organized programs for promoting more effective use of the materials available are needed. The administrative staffs of all units in the state should initiate programs for this purpose. Work conferences, study courses, demonstrations, experimental opportunities, exhibits, and other devices designed to give teachers opportunities to examine and to use materials and to achieve greater competence in all phases of materials management are suggested.

Recommendations

1. *An adequate supply of essential materials and apparatus should be made available to all schools.* These materials include (a) textbooks, both basal and supplementary; (b) library facilities such as books, processing and mending supplies, housing facilities; (c) other printed materials, such as periodicals, pamphlets, bulletins, manuals; (d) audio-visual materials such as, recordings, transcriptions, maps, globes, pictures, films; and (e) science and health materials, such as demonstration apparatus, play equipment, community resource materials. These should also include (a) such fine arts materials as music, paint, crayon, paper, easels; (b) such graphic arts materials as paper, pencils, pens, ink; (c) such practical arts materials as tools, cooking and sewing facilities, weaving supplies, construction materials; and (d) such general school equipment as duplicating devices, pianos, radios, scales, bulletin boards, chalkboards, projectors.

2. *Ample public funds should be provided to make available the adequate supply of instructional materials outlined in Recommendation 1.*

3. *The legal machinery for selection and adoption of basal textbooks should be revised to permit the adoption of a wider variety of textbooks for elementary and high schools.* The present machinery provides for the adoption of only two basal series or readers for grades one through three, and one basal book or series of books on all other subjects required to be taught in grades one

through eight, and two basal books for all subjects taught in high school, thereby limiting the variety of these teaching materials.

4. *The basis for distribution of textbooks fixed by the Division of Textbooks should be revised to provide for a more adequate number of books for elementary schools.* The present basis for distribution, fixing the maximum number of books to be allotted to schools, provide for insufficient quantity in many instances and without due regard to whether all allotted books are used.

5. *The State Board of Education should study the educational value and methods of using audio-visual materials to determine whether it is advisable or feasible to produce and distribute any of these materials.* This recommendation has particular reference to suggested plans for constructing frequency modulation radio stations for broadcasting state planned and state produced educational programs.

6. *The State Board of Education should initiate plans for making resource bulletins and other publications of state institutions and agencies available as educational materials for schools.* The preparation and distribution of these materials for school use is the joint responsibility of the State Department of Education, the State Health Department, the Extension Service of the North Carolina State College, the Extension Division of the University of North Carolina, the State Department of Conservation and Development, and any and all institutions and agencies producing materials of an educational nature.

7. *The Division of Purchase and Contract should be provided with adequate facilities, personnel, and authority for preparing specifications and for evaluating the quality of materials of all kinds offered for sale under the price certifications of that division.* Schools should make use of the services of this division.

PUPIL PERSONNEL AND PERSONNEL SERVICES

If society is to reap full benefit from its investment in education, regular attendance at school of all children is necessary. A continuing school census is essential to an effective attendance program. While the school law of North Carolina requires that a census be taken and kept up to date, there is no provision on a state wide basis for carrying out the provisions and purposes of the law. That the census in many local units is inaccurate and out of date is revealed by the fact that the school census for 1940 was 61,115 short of the federal census for the same year. Furthermore, superintendents indicated that 30 per cent of the school systems in the state do not keep an accurate census.

Many children who should be in school are not enrolled or do not attend school regularly. Not all children who drop out of school re-enroll the following year, since the entire loss from grade to grade is not accounted for by non-promotions. Approximately 5 per cent of the children six, seven, and eight years old do not enroll in school.

Seventy per cent of the principals and 77 per cent of the superintendents reported unsatisfactory attendance enforcement.

The number of children who drop out of school is particularly serious from the sixth through the tenth grades. In schools for white children there were fewer losses in 1947 than in 1943. In schools for Negroes there were more losses in 1947 than in 1943.

Non-promotion in North Carolina is serious. Each year one out of eleven white children and one out of six Negro children are not promoted. While non-promotions in the first grade have been cut in half since 1933, the problem is still more serious in that grade than in any other in the school system. One out of seven white children and one out of four Negro children repeat the first grade.

Another evidence of poor pupil progress is overage. In 1944-45, one out of five white children and two out of five Negro children were at least two years overage for their grades.

Although the provisions for guidance services in North Carolina schools are still not adequate, there has been a steady increase in the number of schools providing one or more of the guidance services. The greatest weakness is in the area of counseling. Follow up of pupils who graduate or drop out of school is also unsatisfactory.

Medical and nursing services for the schools are provided largely by local health departments. There is, however, only one nurse for every 9,800 people when there should be one for every 5,000, and there are only half enough doctors. The result is that the medical services as a part of the school program in many communities have been almost non-existent. Principals report that the pre-school clinic is the health service most adequately provided. Even this service, however, is considered good by only one-half the principals. The health services or facilities which principals consider most in need of improvement are (a) follow up to see that defects are corrected, (b) janitorial services to keep buildings sanitary, (c) construction or alteration of buildings so that they can be kept sanitary, and (d) physical examinations for all children.

While state laws fully cover safety provisions in buildings, with authority to condemn and close buildings where hazards exist, there is no provision for a field staff to enforce these provisions.

Accumulations of trash and rubbish and other actual or potential fire and safety hazards are found too frequently.

In 1947-48 only 63.8 per cent of the children in average daily attendance in North Carolina schools were in schools which have lunchroom facilities. The facilities in many of these schools are not adequate. Only 41 per cent of the Negro children are in schools with lunch facilities, while 86.6 per cent of the white children are in schools with lunch facilities.

Recommendations

1. *Provision should be made for maintaining an effective continuous school census in every school system in the state.* This will require a definite program, adequate financial provision, and a periodic check to assure that all children are accounted for.
2. *The school census should be used as a basis for assuring that all children of school age are attending school regularly.* There will be little value in maintaining a school census unless it is used constantly to improve attendance and other phases of the school program.
3. *The compulsory school attendance laws of the state should be better observed and enforced.* An adequate census, a system of transfer notices for children who move to other communities, strict enforcement of child labor laws, more attention to attendance on the part of every teacher and administrator, appointment of trained personnel to give specific attention to special problems, broadening of the curriculum, and improved teaching in many schools are all important factors in improving the attendance program.
4. *In order to provide personnel services essential for all children in the public schools, the foundation program should include provision for the following personnel for each local school system:*
A competent (certificated) attendance director to be responsible for (a) taking and keeping up to date a continuous school census, (b) seeing that the school attendance law is observed, (c) reporting to other school units children moving from the local school attendance area, and (d) working with teachers, pupils, and parents to improve the enrollment, attendance, holding power, and pupil progress in the local school unit.
Qualified guidance counselors to be responsible for (a) helping to interpret to teachers test results, physical and psychological examinations, information about the home, and other pertinent facts recorded on cumulative records; (b) seeing that teachers and pupils have access to adequate occupational and education

information; (c) counseling with individual pupils; (d) assisting students in getting placed in the "next step," whether this is in further training or on the job; and (e) following up graduates and drop-outs to see that they are properly adjusted.

Lunchroom supervisors who are qualified to make the lunchroom a place where children will be provided with nutritious meals and will learn desirable social and health habits.

5. *On the state level, proper certification standards should be established and adequate supervision provided for attendance directors, guidance counselors, and lunchroom supervisors.* The state department should have on its staff specialists in all of these areas to assist local schools and school systems to improve their programs.

6. *The State Department of Public Instruction and the colleges responsible for the preparation of teachers should cooperate in providing adequate in-service and pre-service training opportunities for attendance directors, guidance counselors, and lunchroom supervisors.* More adequate preparation for all teachers in guidance and health services must also be provided.

7. *Local school health services should be expanded and strengthened to a level of minimum adequacy.* In order to meet the health needs of children, the state should expand the cooperative school-health department program so that adequate personnel and facilities are provided to enable each child to have a thorough physical examination at least every other year and to have his physical defects followed up and corrected. As soon as possible a health room should be established in every school to provide facilities for isolation of sick children, first aid, and conferences and examinations by the physician or nurse. Establishment of clinical psychological services, available to all school systems, is also essential.

8. *School plant sanitation should be improved through better school housekeeping, modernization of obsolete buildings, and strict observance of essential sanitary standards in constructing all new buildings.* Better salaries and definite training qualifications for janitors are essential.

9. *More adequate supervision of all safety provisions and practices in the schools should be provided.* More strict attention to fire drills and to the elimination of fire hazards is essential in many schools.

10. *The school lunch program should be extended to all schools as rapidly as possible.* The only cost to the pupils should be the cost of food. No profits should be expected from the operation of lunch rooms. At no time should profits be permitted to be used

to pay other school expenses not connected with the lunch program.

11. *The preparation of well rounded citizens with proper appreciation and respect for the fundamental spiritual and moral values of life should receive more definite and continuous attention in all school systems and individual classrooms in the state.*

INSTRUCTIONAL PERSONNEL

In 1941-42 there were 15,144 white teachers teaching in North Carolina with standard certificates (college graduates with training for teaching). In 1947-48 there were only 13,002—a decrease of 2,142. In 1941-42 there were 1,022 substandard certificates whereas in 1947-48 there were 2,909—an increase of 1,887. The white schools of the state are now confronted with a serious situation because of a shortage of properly qualified teachers, especially in the elementary grades.

In the Negro schools the situation is reversed. The number of Negro teachers holding "A" certificates has steadily increased and the number holding substandard certificates has steadily decreased.

Competent professional opinion holds that 25 to 30 pupils is about as many as the average teacher can properly teach. Of 3,684 primary teachers from whom information was obtained, 816 had between 40 and 49 pupils, and 219 had between 50 and 60 pupils. Of 3,979 grammar grade teachers, 1,016 had between 40 and 49 pupils and 195 had between 50 and 60. A questionnaire addressed to teachers, principals, and citizens shows that 2,097 teachers out of 3,973, and 409 principals out of 472, and 4,939 citizens out of 7,433 believe that primary classes should contain a maximum of about 29 pupils and that grammar and high school grades should have about the same maximum. Several states now consider from 25 to 27 pupils a desirable class size.

There is now an acute shortage of qualified teachers. In view of the high average age of present teachers in the state, the appeal of higher salaries elsewhere, the small enrollment of young people in teacher education curricula, the need for reducing the size of classes, and the increased birth rate, the prospects are for an even more critical situation unless some drastic steps are taken in the near future.

To care for the greatly increased number of pupils because of the recent steep rise in the birth rate, to provide the additional services needed in the schools, to reduce class size to the recommended number of pupils, to care for normal replacements, and to replace substandard teachers with standard teachers, it will

be necessary to train about 3,500 young white teachers annually for the next six years.

An inquiry addressed to about half of the college sophomores brought out the fact that only 900 of all white sophomores are planning to prepare for teaching—only about one-fourth enough to meet the needs.

What should be done to solve this problem?

When the citizens of the state were asked about this, nearly two-thirds of those who responded thought salaries would have to be raised. Most of the others thought providing scholarships for persons preparing to teach would help.

Those who have studied the problem carefully agree that not just one step but several must be taken, namely, increasing salaries, providing scholarships to encourage more capable persons to prepare to teach, reducing the class load especially for teachers in the larger schools, providing a reasonable number of days of sick leave without loss of pay, and improving living and working conditions generally.

Nine different procedures were used in an effort to determine a beginning salary that would help to interest competent young people in preparing to teach. The evidence indicates that under present conditions this starting salary for persons who have graduated from college and are properly qualified to teach should not be less than \$2,400 for the ten months of service which is considered necessary for a satisfactory school program. Better qualified and more experienced teachers must of course be paid considerably more.

Recommendations

1. *Every step possible should be taken to raise the quality of instruction throughout the state so that North Carolina's children will have educational opportunities comparable to those of the leading states.*

2. *As soon as possible the State Board of Education should fix a date after which no permit to teach will be issued to any applicant who does not possess a baccalaureate degree from a properly accredited institution of higher education with adequate professional education for the work to be undertaken.*

3. *The State Board of Education should continue to take steps to encourage holders of certificates below the "A" level to qualify for the "A" certificate as rapidly as possible.*

4. *The General Assembly should provide funds for the establishment of a system of substantial scholarships for competent high school graduates as a means of encouraging them to prepare*

for and enter the teaching profession, such system to be administered by the State Board of Education.

5. No teacher without a baccalaureate degree and professional preparation should be elected to or retained in a teaching position when properly qualified teachers are available for service.

6. Teachers should be allotted to larger schools on the basis of 30 pupils in average daily attendance. This number should be reduced as soon as possible to 27.

7. A minimum salary of \$2,400 should be assured for all beginning teachers who are graduates of accredited colleges with professional education for the work to be undertaken. To this minimum should be added \$100 for each year of experience up to twelve years pending the development of a better plan. Local administrative units may supplement these proposed salaries.

8. In order to encourage good teachers to continue their education and to recognize their larger worth, each teacher earning a master's degree, with appropriate emphasis on the work to be undertaken, should be paid \$300 additional annually. Local administrative units may supplement this salary.

9. To qualify to serve as a principal of a school, a candidate should be required to hold a master's degree from an accredited college with specific training for work as a principal and to have had three years of experience as a teacher.

10. A principal should be assured a minimum salary on the same scale and increment plan as a teacher holding the master's degree plus \$300 annually for the first five teachers under his supervision with a decreasing allowance for every five additional teachers up to \$6,000. This schedule will make possible a starting salary of \$3,300 for a principal in the smallest authorized school and at least \$4,200 if he continues in this size school, and \$6,000 if he moves into the largest class of school. This salary may be supplemented by local administrative units.

11. To qualify to serve as a superintendent of schools a candidate should be required to hold a master's degree from an accredited college with specific training for work as a superintendent and to have had three years experience as a teacher and two years of work as a supervisor or principal.

12. The minimum salary for a superintendent of schools should range from \$4,200 to \$7,600, intermediate salaries to be determined by his years of experience and the number of teachers under his supervision. Any administrative unit may increase this salary by local supplement.

13. Teachers should be employed for ten months to enable them to give more adequate educational service to the children under their supervision. They should be paid in equal installments on or before the tenth day of each calendar month for which they are employed. Any members of the instructional personnel employed for a longer time should be paid at the same proportionate rate.

14. Schools should be closed during district meetings of the North Carolina Education Association and the North Carolina Teachers Association in order that all teachers may have an opportunity to attend.

15. The present regulations of the State Board of Education regarding absence of instructional personnel from classes for causes other than illness should be retained.

16. To protect the health of both teachers and pupils sick leave with pay should be authorized for teachers for a period of ten days annually, such leave to be cumulative to 30 days.

17. Legitimate expenses including travel incurred in the performance of the duties of teacher, principal, supervisor, and superintendent should be considered as legal school expenditures and should be provided for regularly in the school budget.

18. Persons employed for twelve months should be granted two weeks of vacation with pay each year. Provision should also be made for limited leave for professional improvement.

19. The merit study with its very important possible by-products should be continued.

TEACHER EDUCATION

There is no problem more fundamental to the welfare of the people in North Carolina than that of providing good schools for all of the children. If all of the teachers in all of the schools in the state were as good as the best teachers now employed in some of the schools, North Carolina's prominence in education and hence in government, economics, and culture would be assured. If all beginning teachers were of the type of the best young people who are being professionally trained each year in some of the college programs, the future would be bright. If during the next decade the schools could be staffed by such capable and well qualified teachers as the state's educational leaders are now envisioning, North Carolina's citizens would be assured that a great majority of their social and economic hopes would be realized.

The most critical problems in teacher education in the state are the acute shortage of teachers for white elementary schools and

the small enrollments in programs which prepare for teaching on the elementary level in these schools. Only 199 persons will be graduated this year (1948) from the colleges that offer teacher education for white elementary teachers. The state needs at least 1,500 white elementary teachers annually for replacement and expansion purposes. If there is added to this number the more than 2,000 persons who are now teaching on emergency credentials, it is evident that North Carolina will be faced with the necessity of procuring from some source more than 3,500 qualified white elementary teachers while only 199 will be available from the state's institutions this year.

A great need in teacher education in the state is a positive program of selection and recruitment to provide the schools with an adequate supply of superior teachers. This indicates an emphasis upon quality both in recruitment and in guidance while the prospective teacher is in training. Measures must be taken at once to increase the output of white elementary teachers lest there be a generation of children who will be denied the quality of teaching in the elementary grades to which they are entitled.

The evidence gathered convinces the Commission that salaries will have to be improved and working conditions made better if enough good high school graduates are to be drawn into teacher education programs. But the state will not get good teachers after recruiting able and desirable young people into the colleges unless the institutions offer effective teacher education programs. The Commission believes North Carolina has the resources and the vision necessary to develop and put into operation programs for teachers that will make possible desirable education for the children of the state.

Another great need in the state is to have the colleges, especially the units of the University system, accept responsibility for an in-service education program that will insure the continued growth of teachers in all areas. The colleges cannot do this job alone but with their help much can be accomplished that is now being neglected.

Even a casual study of the personnel of the institutions which educate teachers for the state shows evidence of a real need for younger more vigorous teachers and for increased personnel. There is not one institution in North Carolina with adequate personnel to follow its graduates in their first year of teaching to discover their strengths and weaknesses and to help them get adjusted in their new positions. The problem of recruiting good personnel for teacher education institutions is difficult and will remain so until salaries and teaching conditions for these professional workers have been improved.

North Carolina occupies a place of prominence among the states of the union in its quantitative requirements for the certification of teaching personnel. Requirements for persons in administrative and supervisory work need to be strengthened to insure good leadership in these areas.

It is clear that long term skillful planning will be required to meet most of the problems that face teacher education. It is equally clear that there will be needless duplication with a consequent waste of money and effort unless means are found to coordinate the program more effectively. The Commission believes that the creation of a State Advisory Council on Teacher Education will be the best means of bringing the forces of teacher education together on a good working basis and of assuring the continuous improvement of the program in the state.

Recommendations

1. *Definite and exacting criteria for accrediting colleges to be professional schools for the education of teachers should be established and vigorously enforced.*
2. *The standards for teacher education which are to become effective in 1949-50 should be promptly and strictly enforced.*
3. *In each teacher education institution one agency should be given responsibility for developing the program for the education of teachers, recommending for certification, placement, and follow-up.*
4. *A vigorous program of recruitment of teachers for elementary schools should be inaugurated and carried on as outlined in this report. Salaries of teachers should be increased and the teaching load reduced as a means of making teaching more attractive and effective.*
5. *A system of competitive scholarships for persons preparing to teach should be established by the General Assembly as a means of attracting additional and more capable persons into teaching.*
6. *Physical plants and facilities for teacher education should be made more adequate at all institutions.*
7. *Travel funds and travel equipment should be provided for all teacher education institutions.*
8. *Health, counseling, and guidance services should be provided in all institutions.*
9. *Follow-up services should be made a part of every teacher education program in the state.*

10. *Certification of instructional personnel should be studied democratically and continuously to insure a constantly improving program of education in North Carolina. The State Board of Education should immediately set up rules and regulations under which revocation of certificates would be mandatory. The Superintendent of Public Instruction should carry out these rules in the same way he carries out rules and regulations for the issuance of licenses. The State Board of Education should grant hearings upon request to persons whose certificates have been revoked. Recourse to the courts should always be open.*

11. *As a means of assuring the continuous improvement of teacher education in North Carolina there should be created a State Advisory Council on Teacher Education whose responsibility will be to (a) bring about coöperation, (b) serve as a state wide planning agency, and (c) advise the State Department of Public Instruction on teacher education problems.*

12. *More adequate facilities for observation, participation, and student teaching should be made available.*

13. *A minimum of eight weeks of all day supervised student teaching should be provided for each student teacher.*

14. *Each college should provide one consultant for each 20 student teachers—the consultant to serve as a liaison agent between the college and the schools where student teaching is in progress—in an effort to insure to each student the experiences necessary to become a good teacher.*

15. *A special post graduate teaching certificate for supervising or critic teachers should be established. Additional salary should be paid for the supervision of student teachers.*

16. *Each college which educates teachers should accept as its responsibility a part of the in-service program for the education of teachers, such part to be determined by the college and the State Department of Public Instruction.*

17. *Graduate programs that will be of largest worth to the teacher and to the community in which he will teach should be worked out.*

18. *The staff of the Division of Professional Service in the State Department of Public Instruction should be enlarged and strengthened to administer and supervise the expanded services of the division.*

19. *The state department should be provided with at least one additional highly trained consultant in teacher education to work*

with the colleges in the development of their professional programs for teachers.

20. *Division heads in the State Department of Public Instruction should have education equivalent to the doctoral degree and other professional personnel should have qualifications equivalent to or beyond those possessed by persons with whom they will work in a consultant or supervisory capacity.*

21. *Adequate salaries, to be determined by the State Board of Education, should be paid heads of divisions and other professional personnel in the State Department of Public Instruction.*

22. *Opportunities for professional growth should be made possible for professional personnel in the State Department of Public Instruction.*

23. *The three teachers colleges for whites, the three teachers colleges for Negroes, and the State College for Indians should be placed under the administration of a single board, preferably the State Board of Education if this board is set up according to the recommendations in the section on organization.*

24. *The following improvements should be made at the various state institutions offering programs of teacher education:*

(a) *The work in teacher education at the Agricultural and Technical College at Greensboro should be reorganized to insure better coördination and a more thorough teacher education program.*

(b) *The staff at North Carolina College should be strengthened to make possible a stronger graduate program.*

(c) *Approximately one-third or eight semester hours of the graduate work for Negro elementary teachers should be done at the three Negro teacher education institutions; the other two-thirds should be given at North Carolina College. All of it should be done however under a coöperative agreement of the institutions participating.*

(d) *The University of North Carolina at Chapel Hill should, at an early date, begin to offer a program of education for elementary teachers.*

(e) *The State College at Raleigh should offer curricula for the education of teachers in science and mathematics.*

(f) *The Woman's College at Greensboro should offer graduate work in such supporting academic fields as is considered necessary.*

(g) *Schools or colleges of education should be re-*

established at the University and at the Woman's College and a school or college of education should be established at the State College at Raleigh.

25. *The State Superintendent of Public Instruction should be charged by law with the general responsibility for encouragement and leadership in teacher education.*

26. *A sound salary schedule should be established for all of the state supported teacher education institutions in North Carolina.*

PUPIL TRANSPORTATION

The State of North Carolina daily transports to and from school approximately 347,000 pupils, or about 42 per cent of the total enrolled in the public elementary and secondary schools of the state, in more than 5,500 vehicles and at a total annual cost of approximately \$5,000,000 or a per pupil cost of approximately \$14.00. The state operated system of school transportation has resulted in remarkable economies. The cost per pupil transported in North Carolina in 1947 was less than half the national average of \$29.00 and the lowest of any state. At the same time the percentage of pupils transported was the highest of any state.

The state has assumed almost all the responsibility for financing the program of pupil transportation, much of the responsibility for setting standards and determining policies, and some of the responsibility for administration of the program. The major part of the responsibility for administration, however, rests with the county administrative unit.

Almost all of the cost of operating the school busses and all of the cost of replacing them is borne by the state. All of the cost of additional new busses, school bus garages, and garage equipment is borne by the counties. Many counties have been unable to obtain sufficient funds to add new busses to the fleet or to provide adequate buildings or equipment for school bus garages.

It is estimated that 3 per cent of the transported pupils must leave home more than 2 hours before school begins, 7 per cent more than 1½ hours, and 20 per cent more than 1 hour. This is the result of using more than one-half of the busses for 2 or more trips. Many of the busses are over-crowded.

The standards for school busses in North Carolina are adequate. The present fleet is in excellent condition despite the fact that more than 1,500 of the busses are more than 8 years old.

The program of school bus maintenance is, in general, excellent. Many counties, however, need more adequate buildings and equip-

ment for maintenance garages and there is need for a few area garages where the more difficult maintenance work may be done.

North Carolina has received considerable publicity as a result of extensive use of student drivers for school busses. Over the last 5 years 83 per cent of the school bus drivers in North Carolina have been high school boys and girls. This has been a very great factor in achieving the state's record for economy in pupil transportation. These students have an excellent record in safe driving and quite a satisfactory record otherwise. The standards for school bus drivers seem to be adequate except for the lack of a requirement that they pass a physical examination.

The State Board of Education carries fire insurance on school busses. Over the last five years only about 25 per cent of the premiums paid out have been collected on claims. It would appear that the State Board of Education has sufficient financial resources and that it would be good business for it to act as self insurer for these busses. There is no provision for paying for property damage caused by school busses and at present the only recourse in recovering damages is through a special act of the legislature.

The State Board of Education may pay from funds available to it the cost, not to exceed \$600, of medical or funeral expenses of pupils who are injured by or on school busses. That this provision is inadequate to meet the needs is indicated by the fact that at least 20 counties are now carrying accident insurance on transported pupils and that every session of the legislature has before it special bills providing for the cost of medical or funeral expenses above the \$600 limit.

The state staff is too small to provide all the supervision which counties could profitably use. Furthermore, the staff in the typical county is not large enough to permit all needed local supervision of the transportation program.

Recommendations

1. *The cost of buildings to be used as school bus garages and of the original equipment of the buildings should be financed in the same manner as other school buildings.*

2. *The State Board of Education should be given sufficient funds and be authorized to replace or add to the equipment of any garage when it is deemed advisable.*

3. *The State Board of Education should be given sufficient funds and be authorized to purchase new busses needed for the expansion of present bus fleets.*

4. Except for these changes the present plan of financing transportation in the state should be continued but a more objective formula should be developed to serve as a basis for the allocations to be made for each county.

5. The State Board of Education should work toward the objective of providing sufficient busses so that every child legally entitled to transportation will have a seat on a school bus, and no child will be required to leave home more than one hour before the school session opens, except in very unusual cases.

6. Sufficient staff should be provided to enable the State Director of Transportation to make an annual study of the school bus routes in each county.

7. The State Highway Department should be provided with information concerning changes in bus routes as soon as these changes are made or planned.

8. The State Board of Education should be authorized and granted sufficient funds to set up from two to four area garages to take care of those maintenance jobs which require rather expensive equipment and special skills but which are needed so infrequently in the average county that the investment in the needed plant and equipment could not be justified.

9. The staff of the State Director of Transportation should be sufficiently increased to enable him to give counties adequate assistance in the operation of bus maintenance programs and to operate directly those area garages which are set up.

10. A medical examination should be made one of the requirements for school bus drivers.

11. Materials should be prepared to aid school administrators in training bus drivers to keep accurate records and make necessary reports.

12. The responsibility of the principal for supervision of bus drivers should be recognized more universally in the time schedules of school principals.

13. The State Board of Education should investigate the possibility of acting as self insurer with respect to fire insurance on school busses.

14. The limitation on the amount the state board may pay for medical or funeral expenses should be removed from the law, thus allowing the state to assume all reasonable costs connected with such expenses up to the amounts authorized under the Workman's Compensation Act.

15. The State Board of Education should be authorized to include in such payments the costs of special appliances, such as artificial limbs, made necessary by these accidents, and also the costs of any special training which may be necessary as a result of such accidents.

16. The coverage of the present provision should be broadened to protect children in the act of boarding or leaving busses even though not injured by the bus.

17. The State Board of Education should be given authority to settle, in its discretion, claims resulting from property damage caused by school busses.

SCHOOL PLANTS

North Carolina has some excellent school plants which are well maintained. Most of the school buildings of the state, however, were erected prior to the development of modern ideas concerning an adequate educational program. Many of them are lacking in space for libraries, lunchrooms, health clinics, recreational facilities, rooms for music and dramatic arts, and facilities for science and vocational education. There are many schools in which toilets are obsolete and insanitary. In many schools there are no provisions for washing hands.

Long range school plant programs cannot be developed intelligently except in terms of school district organization, grade grouping, and needed educational programs and community services. The modern school plant should be a learning and experience laboratory for the growth and development of children, youth, and adults.

In many of the less fortunate counties, the schoolhousing situation is extremely deplorable. Many school plants were poorly planned and cheaply constructed, and are now obsolete, lacking in essential features for modern education and community needs. They are in a poor state of repair, dark, dirty, unsafe, and with little or no recreational space. Inspection of representative school buildings revealed a glaring neglect of maintenance programs. It is also evident that many of the schools have very inadequate custodial or janitorial service.

During the period of 1923 to 1930 many consolidated schools were erected. They were fairly satisfactory for the educational programs current at that time. Many good school plants were erected during the 1930's with the assistance programs of the Public Works Administration and Works Progress Administration. There has been very little school construction, however, since 1940.

Even with the use of obsolete and inferior buildings and classrooms, there is not sufficient space to accommodate the present enrollment. Many classes are being held in such improvised areas as auditorium balconies, gymnasiums, libraries, dark basement rooms, storage rooms, temporary shacks, and old rented residences. All of the counties, even those in the upper economic brackets, are greatly in need of additional facilities to accommodate present enrollments, and it may be expected that the enrollments will continue to increase for several years due to high birth rates during the 1940's.

The Division of Schoolhouse Planning has been of inestimable value to the schools of North Carolina, but this understaffed and overworked division will have to be materially expanded to keep pace with contemplated building programs and modern school plant trends.

It will require approximately \$150,000,000 to bring the public elementary and secondary school plants of the state up to an acceptable standard. At least \$100,000,000 of the total need is *urgent* and *immediate*. Many of the counties cannot finance their urgently needed plant programs from local sources. State financial assistance is essential if all the North Carolina school children are to have adequate, decent, and safe school facilities.

Studies show that 72 out of the 100 counties do not have sufficient borrowing capacity for schools, based upon a limit of five per cent of the assessed valuation for school bonds, to provide for even their immediate and urgent building needs. Under certain conditions counties can issue school bonds up to eight per cent of their assessed valuation for schools. However, the estimate of immediate building needs will have to be increased at least fifty per cent to take care of increased enrollments in the next few years as a result of recent high birth rates. Therefore, even if all counties were permitted to issue school bonds up to eight per cent of the assessed valuation, at least 72 counties will still not have sufficient borrowing capacity to provide for their immediate building needs and their increasing enrollment.

Recommendations

1. To replace at least 400 white and 1,000 Negro school plants which should be abandoned, there should be erected 3,500 elementary classrooms, 2,500 high school classrooms, 2,500 special instruction rooms, and 1,500 large general rooms for white schools; and 3,500 elementary classrooms, 1,500 high school classrooms, 1,500 special instruction rooms, and 1,000 large general rooms for Negro schools. This makes a total of 17,500 needed rooms plus the accessory administrative and service facilities.

2. The state should undertake a school construction program for the erection of the foregoing and other needed facilities, during the next 10 years, at an estimated cost of \$150,000,000 as follows: sites \$1,500,000, new buildings \$78,500,000, additions \$48,000,000, renovation \$12,000,000, and equipment \$10,000,000.

3. A school plant financing plan should be developed to provide at least \$100,000,000 during the next six years for the most urgently needed facilities. The finance plan should provide for annual state allotments for capital outlay based upon state allotted teachers and taxpaying ability. Furthermore, as much as practicable and needed for this urgent six year program should be provided from state surplus funds.

4. The plant financing plan should be based on a need-and-ability formula which allocates need according to the number of state allotted teachers in the counties and local effort according to the taxpaying abilities of the counties.

5. State school plant aid should be made available only for projects the locations and plans for which have been approved by the Division of Schoolhouse Planning of the State Department of Public Instruction, under regulations of the State Board of Education.

6. The Division of Schoolhouse Planning should (a) prepare, in cooperation with the State Board of Health and the State Fire Marshal, school plant regulations, and be given the authority to enforce these regulations when they are adopted by the State Board of Education; (b) prepare and issue guide manuals beyond regulatory authority; and (c) provide extensive consultative service on county school plant surveys, functional planning, and plant management.

7. The Division of Schoolhouse Planning, with cooperation from the institutions of higher learning, should expand and improve the program for training the personnel for school plant operation and maintenance.

8. The Division of Schoolhouse Planning should be provided with the following in addition to the Director: two field supervisors for surveys and functional planning, one supervisor of landscaping, one supervisor of plant operation and maintenance, one draftsman, and the necessary statistical and clerical services. Adequate travel allowance should be made.

9. The state should develop some form of state wide school plant insurance program such as state self insurance, state under-

writing, or purchase of long term contracts from approved insurance companies.

10. The location of school centers and the size, type, and location of school plants should be determined on the basis of careful studies or surveys. The organization of administrative units and attendance areas, selection of sites, development of building plans, and selection of equipment should be determined on the basis of educational programs and community services to be accommodated in each plant.

11. School plant planning should be a coöperative undertaking involving the State Division of Schoolhouse Planning, county and local school administrators and supervisors, teachers, custodians, pupils, non-school public agencies, interested lay groups, architects, and engineers.

12. Each school administrative unit, or two or more units in co-operation, should provide a school plant maintenance staff and warehouse and service shops for a continuous and scheduled program of plant repairs and renovation. Adequate budgets should be provided for this purpose.

13. Trained custodians should be provided in the ratio of one full time custodian for approximately every ten teachers.

14. In planning new school plants and additions, and in remodeling existing ones, special attention should be given to the following features:

(a) Large well planned school sites with ample space for buildings, drives, plantings, and areas for school and community recreations.

(b) Special provisions for community use of school buildings.

(c) Window design, artificial illumination, and color schemes as they affect visual comfort and efficiency.

(d) One story buildings wherever feasible.

(e) Large classrooms with adequate supply cabinets, and with work counters and sinks in the elementary schools.

(f) Adequate and suitably equipped special instruction rooms for science, art, homemaking, business education, music and band, general and vocational shops, and libraries.

(g) Special rooms and facilities for children who are handicapped to the extent that they need such facilities.

(h) Auditoriums with stages adequate for dramatics,

physical recreation facilities with dressing and shower suites, and suitable lunchrooms with food service facilities.

(i) Special wiring and installations for audio-visual aids.

(j) Adequate and suitable office space for the principal and his central staff, counseling and guidance officers, conference rooms, teachers' work rooms, parents' rooms, and student activity rooms.

(k) Health suites and rest rooms.

(l) Efficient installations for heating, ventilating, and custodial service; and adequate and properly located sanitary provisions.

(m) Ample storage space to meet all needs.

(n) Garages, with suitable equipment, for the storage and maintenance of school busses.

(o) Adequate and convenient facilities for the administrative offices of the local school administrative unit.

STATE EDUCATIONAL ORGANIZATION AND ADMINISTRATION

The Constitution of North Carolina provides for a *State Board of Education* of 3 ex-officio members and 10 lay members appointed by the Governor and confirmed by the General Assembly, with two appointed from the state at large and one each from the 8 educational districts determined by the General Assembly, and a *State Superintendent of Public Instruction*, who is elected by popular vote for a term of four years.

The constitutional provisions also state that the state board is charged with "the general supervision and administration of the free public school system and of the educational funds provided for the support thereof" and that the state superintendent "shall be the Administrative Head of the public school system and shall be Secretary of the Board." As an elected official the state superintendent is "to direct the operations of the public schools and enforce the rules and regulations thereto" and to perform a number of other closely related general and specific duties.

In implementing the constitution provisions, the General Assembly by its act (Chapter 530) in 1945 provided, in effect, for two executive officers of the state board, with the state superintendent responsible for executing its "instructional" policies and the Controller for managing its "fiscal affairs."

The constitutional amendment of 1945 recognized the need for having the responsibility, with accompanying authority, for functions relating to and involving several phases of the public school

program placed in a single state educational authority, with the state board replacing five state agencies existing in 1943. In contrast, the law (Chapter 530) calls for a procedure and a course of action based on a division of authority, resulting, in practice, in a continuous overlapping in the several duties assigned by law to the superintendent and to the Controller.

This attempt to separate functions is based on a false and untenable premise; it makes for confusion, duplication, and uncertainty of duties; it is responsible for a lack of coordination not only in administering the public schools but in promoting a program of school improvement; it fails to recognize the practical impossibility of considering instructional activities apart from financial activities; and it practically prohibits the organization of a state department of education as a state service agency in the field of education to provide essential professional leadership and guidance and to coordinate educational services.

To have two coordinate executive officials of the state board seems to be not only inconsistent but in conflict with the intent of the constitution to provide *one* officer, the state superintendent, "as Administrative Head of the public school system."

Specialists in school organization are agreed that there should be one state board of education, responsible for policy-making functions, and a state superintendent, as its executive officer, responsible for all executive functions.

There is agreement that North Carolina took the right step when it provided for a single state board of education to take the place of the five state educational agencies existing in 1943. There is also agreement that *other steps need to be taken now if there is to be a unified state approach and effort*. It should be possible to achieve this goal if the state will put into effect the proposals submitted below.

Recommendations

1. *The State Board of Education should be established as the policy making body of the state for public school education, including education in residential schools for handicapped and delinquents, and teacher education as represented by those institutions whose major or primary function is training of teachers for the public school system.*

The educational program of North Carolina can be considered adequate only as provision is made for meeting satisfactorily the needs of *all* individuals and groups who can and should benefit from participation in the educational program. All phases of the public school program should, as they are developed, become integral parts of the total program of the public school system.

The laws of the state should charge the state board with responsibility for establishing policies for every phase of public school education, including teacher education, and should delegate to it the authority needed to carry out that responsibility through the chief state school officer and his staff. Certainly there can be no question about the close relationships that must be maintained in the state between the program of education for public school teachers, the program for the education of children in residential schools, and the educational program for children in schools administered by county and city boards. Exercising leadership in the provision of an adequate supply of competent and ever improving teachers for the state's system of schools should be a primary responsibility of a state department of education.

2. *The State Board of Education should be composed of 10 lay members, not ex-officio, to be appointed from the state at large for 10 year over-lapping terms by the Governor, and to be confirmed by the General Assembly in joint session.*

A board of 10 members is small enough to permit action by the board *as a committee of the whole* and large enough to be representative of the people of the state. The number of members must be large enough and the term of office sufficiently long to eliminate the likelihood of one governor appointing a majority of the membership. With 10 members appointed for 10 year overlapping terms (two each biennium) only 4 members will be appointed during each four year period, except in case of death or resignation. This should assure reasonable continuity and consistency in policies. The terms of office of the members of the first board, however, should be as follows: two for two years, two for four years, two for six years, two for eight years, and two for ten years.

Selection from the state at large is preferable to selection by districts or regions because selection at large does not carry with it the idea of "area" representation. Frequently, selection from a designated or defined "area" of a state carries with it, even at the time the selection is made, the idea that the individual chosen is primarily responsible to the "area" rather than to the state. Resulting "area" influences and pressures may sometimes affect procedures and practices of the board with the result that, as certain local matters or problems arise, the board members representing the local "area" involved is expected to, and by general understanding or official assignment, does handle and settle such matters. *Official action on all matters should be by the board acting as a committee of the whole.*

A member, after having served a 10 year term, should not be appointed to succeed himself.

This recommendation cannot become effective until required constitutional amendments have been adopted.

3. *Representation from the Negro population should be included on the State Board of Education.*

The Commission is gratified at the growth of fine race relations which has resulted in the presence of Negroes on some local governing boards. It recommends the extension of the practice of wider representation of all segments of our population on boards, as conditions warrant. Negro school committees for Negro schools is also a wise recognition of citizenship responsibility of the minority race, and should be in general practice.

4. *When the reorganized State Board of Education has been established, it should be authorized to appoint the State Superintendent of Public Instruction, who should be designated as the State Superintendent of Education.*

Since this proposal can be effected only after necessary constitutional changes have been authorized, it is recommended that this authorization be made effective by 1953.

The tenure of the chief state educational officer should depend entirely upon professional ability and success in the office and the remuneration should at least equal that of any other educational officer in the state.

5. *The State Board of Education should have as its executive officer the State Superintendent of Education who should be responsible for carrying out the policies of the board.*

Action should be taken at the earliest possible date to eliminate the existing division of authority. Necessary changes in the present law to effect this proposal should be made at the next session of the General Assembly.

6. *The State Superintendent of Education, as executive officer of the state board, should be the head of the State Department of Education with responsibility, and consequent authority, for the administration and supervision of all phases of the public school program.*

The name of the State Department of Public Instruction should be changed to State Department of Education. This department is not now sufficiently staffed to provide all needed services it should provide, even in terms of the present educational program. As the scope of the public school program of the state is enlarged, the State Department of Education must be expected to occupy an increasingly important role. The needs for additional personnel

are clearly set forth in the findings and recommendations in the various chapters of this report.

The state superintendent should be responsible for organizing and directing the state department and, in turn, should be expected to authorize, approve, and assume responsibility for all of its acts. The divisional organization of the department should not be fixed by law. Instead the responsibility for effecting this organization should be delegated to the state superintendent with the approval of the State Board of Education.¹ The personnel of the department should be selected "on the basis of merit and fitness by the State Board of Education upon recommendation of the Chief State School Officer."²

7. *To help improve and coördinate the textbook and curriculum programs of the state, provisions should be made for the appointment of a continuing curriculum committee which would be responsible for making studies and submitting an annual report to the State Board of Education, giving its recommendations for improvements in the curriculum and for changes in textbooks.*

This report should serve as a basis for evaluating textbooks proposed for adoption as well as for further improvements in the curriculum of the schools.

8. *There should be a definite plan for the coördination of functions and activities of the State Board of Education and the Board of Trustees of the Greater University of North Carolina.*

North Carolina's program of public education, from the kindergarten through the Graduate School of the University should be planned and administered as a coördinated system. Experience during the past several years has shown the necessity for having in a state one coördinated educational authority to represent the state educational system in educational matters affecting the entire state. Examples are the programs dealing with the distribution of surplus war properties to the schools and colleges, and the education of veterans.

9. *There should be provision for the continued coöperation of state educational agencies with other state and federal agencies whose educational activities affect or involve the public school system.*

A number of state and federal agencies and departments are actively promoting various types of educational programs, many of which provide constructive services to the state and communities. In most instances, such programs should be closely related

¹ *State Responsibility for the Organization and Administration of Education*, Southern States Work Conference, 1942, Bulletin No. 1.

² *Report*, National Council of Chief State School Officers, Buffalo, 1946.

to regularly organized educational activities. There should be co-ordination of educational services regardless of the auspices under which they may be developed. Lack of coördination often means duplication of effort and service and consequent unnecessary expense. The State Department of Education should have a leading role in planning such an integrated program.

10. *A comprehensive study of the school laws of the state should be made at an early date as a basis for preparing a revised school code which will eliminate all conflicting and obsolete provisions and provide for a more satisfactory organization of all school laws.* The State Board of Education has already initiated studies along these lines. These studies should be sufficiently comprehensive to provide the basis for a thorough reorganization and recodification of all school laws.

LOCAL SCHOOL ORGANIZATION AND ADMINISTRATION

The public schools of North Carolina are administered through 100 county and 72 city administrative units. Except in those counties in which city units are located, the county unit corresponds to the political government unit.

Seventy-five county and sixty-five city administrative units each have a school population of 10,000 or less; of these, 14 county and 35 city units have school populations ranging from about 1,000 to 3,000.

The number of local school districts per county ranges from one to twenty-one for white schools and from one to fourteen for Negro schools for the 97 county administrative units reporting such districts.

The county boards of education are composed of from 3 to 7 members; the city boards of trustees, of from 3 to 12 members. These boards by law have the duty "to provide an adequate school system for the benefit of all of the children of the county as directed by law."

Members of county boards are nominated biennially in party primaries and appointed by the General Assembly for terms of 2, 4, or 6 years.

Members of city boards are selected either by election by popular vote, by appointment, or by a combination of these two methods, with the exception of a few boards reported as being self-perpetuating.

County and city superintendents are appointed for a two year term by their respective boards subject to the approval of the state board and the state superintendent. They serve as executive officers of their boards.

County boards depend upon county commissioners for approval of their respective school budgets and for the levying and collecting of such local taxes for school purposes as may be necessary to provide required local funds called for in their respective budget requests. City boards are similarly dependent upon city commissioners and/or county commissioners for local school funds. Both county and city boards depend upon the state board for approval of their school budgets.

Local superintendents of schools report a general shortage of, or a limited provision for, professional assistance such as assistant superintendents, supervisors, directors of transportation, care takers of buildings and grounds (including maintenance), school business officials, attendance supervisors, and lunchroom assistants.

School principals are responsible for administrative, supervisory, teaching, and clerical duties, and for school-community relations. In many instances teaching assignments and routine clerical duties take up too large a part of the principal's official day. Thus, the principal is deprived of the opportunity to give proper attention during the day to problems of school management.

There are more than 950 high schools in operation in North Carolina. Of the more than 700 high schools for whites, more than 550 have enrollment of less than 200, and about 275 have an enrollment of less than 100. Of about 230 high schools for Negroes, more than 175 have an enrollment of less than 200 and 90 have an enrollment of less than 100. *Too large a proportion of the high schools of the state are too small to provide a sound program of education.*

One of the major problems in school administration is that of providing a local educational organization adequate in size and scope, yet flexible enough so that it can be adjusted to changing economic and social conditions and to changing requirements in the educational programs.

Careful study and analysis of the local educational machinery in the light of improvements in the educational program proposed throughout the several chapters of this report reveal the need for improving local school organization and administration in North Carolina. Many important recommendations proposing ways and means of improving educational opportunities are feasible only if recommendations set forth below are put into effect.

Recommendations

1. *There should be established a more uniform system of local boards of education, as the policy-determining and rule-making authorities in local administrative units.*

Local boards of education should be charged with the responsi-

bility for establishing the general educational policies in their respective local units. Such policies should, of course, fit into the framework of the general educational policies of the state. The board should have full responsibility for all essential services of the local school system.

2. *The local board of education should be composed of 5 or 7 lay members to be selected at large in terms of their fitness for the position, preferably in an independent election, and for overlapping terms of 6 years.*

One means of safeguarding local initiative is to keep the administration of schools close to the people. A local board of education should definitely be the policy determining body for the schools but its members should serve in that capacity only so long as their actions are satisfactory to the electorate. A separate election is not only desirable but necessary if educational interest rather than partisan politics is to dominate. The terms of office must be long enough to assure some consistent continuity in policy. When an entirely new board is elected or appointed *at one time*, there is always the possibility, if not the likelihood, that there will be an interruption in the program. Such interruption usually results in much lost motion. Overlapping terms for board members tend to eliminate this problem.

A local board of 5 or 7 members is large enough to be representative of the people in the unit and small enough to expect it to function as *a committee of the whole*. With 6 year overlapping terms, the board membership would be selected in a 2-2-1 or a 2-2-3 order in elections scheduled biennially.

3. *Provision should be made by the General Assembly for requiring the local tax levying body of a county to raise the local revenue necessary to meet that county's share of the cost of the minimum foundation program of education as defined by the legislature.* Local boards are expected to carry out their mandates for efficient operation of the schools in their units and to provide at least the minimum foundation program of education required by the legislature. Elsewhere in this report it is recommended that a plan of financing be adopted under which each county will be required to make a minimum local tax effort to support the minimum foundation program in proportion to its relative tax paying ability. Since boards of education are not tax levying bodies in North Carolina, their requirement should be directed to the local tax levying body. This principle is already incorporated in the statutes of North Carolina with respect to certain elements of school costs.

4. *The local superintendent of schools should be appointed by the board for a term of 4 years, and should serve as the executive official with responsibility for administering the educational program in accordance with the policies and rules of the board.*

One of the principal duties of the local board should be the selection of a well trained superintendent of schools. The board should be free to consider for appointment for its executive officer *qualified professional leadership without being restricted by residence limitation*. The sole consideration of the board in selecting the superintendent should be professional qualifications. Progressively higher standards for professional qualifications should be established during coming years.

The superintendent should have the responsibility for selecting and recommending for appointment by the board the administrative, supervisory, teaching, and other personnel needed for the efficient operation of the school system. Professional ability should be the sole basis of his recommendations for appointment and continuance of service of this personnel.

The relationship between the board and the superintendent must be clearly defined. When so defined and adopted by the board as rules of procedure, misunderstanding and confusion are less likely to result.

5. *There should be a definite plan for providing professional assistance in the office of the superintendent of schools.*

The state budget law makes little if any provision for such assistance with the result that, except as a local unit exercises the option through the use of local funds, the superintendent is forced to give so much of his time to details and routine work that he has little time to devote to the professional management and direction of the educational program. Efficiency in local operation and administration can, without question, be improved as soon as provision is made for properly trained professional assistants so urgently needed in the offices of the local superintendents of schools.

6. *School principals, as defined elsewhere in this report, must be relieved in so far as practicable from general clerical and routine duties so as to be free to devote their time to the skilled technical services for which they are employed.*

It is economy to provide clerical assistance for principals. A decision should be made as to the nature of services a principal is expected to render, namely, whether he is to be primarily an administrator, a supervisor of instruction, an attendance officer, a supervisor of transportation, a teacher, or a clerk. A principal

of a large school in particular cannot be expected to serve effectively in all of these capacities.

Good administration places large responsibility in the hands of the school principal. The individual school is the unit of a school system which means most to children and to their parents and to the area served by this school. A properly trained and well qualified person selected to serve as principal of a properly organized school is entitled to sufficient time, free from clerical and routine duties, for the major responsibilities of the position.

7. *Provision should be made for the designation by the reorganized county boards of education of an advisory committee of 3 or 5 members for each school.*

This provision makes it possible for the people of the area served by a given school to have designated representatives who understand local problems and can officially present school needs of the area to their principal and, when considered necessary, to their board of education. There are numerous occasions when the advice of these committees will be most helpful. The duties and responsibilities of these advisory committees should be clearly defined. An advisory committee should have the right to reject by unanimous agreement any teacher recommended for its school. The responsibility for making recommendations for appointment of instructional and other personnel should rest with the superintendent and principals.

8. *Legislation should be enacted placing on the State Board of Education responsibility, with the assistance of county committees on reorganization, for making and carrying out a plan for determining, on a state wide basis, the number of local school administrative units and the number of school attendance areas that can satisfactorily provide the educational program of the future.*

A satisfactory administrative unit can and should provide specialists in such areas and fields as school library, vocational education, guidance, music, art, health and physical education, special education, pupil transportation, and attendance, as well as a competent staff of administrative, supervisory, and clerical personnel. It should also provide, in cooperation with other agencies, such services and aids as health clinics, school lunches, community libraries, recreation, and audio-visual aids. A satisfactorily organized school should have enough pupils to justify at least one teacher per elementary grade and twelve teachers for the high school grades.

The State Board of Education should (a) develop standards of local unit organization to be used by county committees; (b)

work out procedures for making essential studies of existing situations; (c) provide professional assistance to county committees; (d) review proposed plans of county committees as the basis for recommending improvements; and (e) disapprove unsound proposals.

The County Committee should (a) make local studies with assistance from the state to determine the need for reorganization in accordance with standards and procedures of the state board. It should (b) prepare, on the basis of studies, a tentative plan of local unit reorganization for the area involved, setting forth proposed unit boundaries, arrangements on bonded indebtedness, disposition of school buildings, and need for an approximate location of permanent school centers. It should (c) secure active cooperation of the lay public through public hearings on the proposed plan, and should (d) submit this proposed plan of reorganization to the state board for review.

9. *Since a local administrative unit should be sufficiently large to warrant the provision of all essential and desirable administrative and supervisory services, except those provided by the state, local units of school administration, established in the future, should be organized so as to assure in the unit an absolute minimum of 3,500 to 4,000 school population and a desirable minimum of 9,000 to 10,000 school population.*

One of the functions of the administrative unit is to furnish, either at local or state expense or both, at a cost that bears a reasonable relationship to the total current cost of the educational program, those administrative and supervisory services necessary to facilitate the operation of the whole educational program. Such services are concerned with educational and business administration, supervision of instruction, health supervision, and census and attendance supervision.

If an administrative unit has a much smaller number of pupils it can offer a good program only at an increased cost per pupil. The more pupils it has up to 9,000 or 10,000, the broader the program it can offer at a reasonable cost.

10. *Except as it is found to be administratively impractical, secondary schools should be established so as to assure an absolute minimum enrollment of 300 pupils and a desirable minimum of 500 to 600 pupils. Junior-senior or 6 year high schools should have an absolute minimum of 450 to 500 pupils and a desirable minimum of 600 to 700 pupils. A four year secondary school, including the 13th and 14th years, should have an absolute minimum of 600 to 700 students and a desirable minimum of 900 to 1,000 students.*

If secondary schools are organized with much smaller number

of pupils than those recommended here, their several programs of offerings will have to be restricted or else will have to be provided at increased cost per pupil. *When secondary schools of smaller sizes have to be authorized because of isolation, comparable services should be provided at the necessary cost.*

THE FINANCIAL PROGRAM FOR PUBLIC EDUCATION

Contrary to general and popular belief, the state school system does not provide or claim to provide a complete foundation program for every child. Instead, some essentials are dependent entirely upon local initiative and ability which vary widely. The combined state and local finance plan should be designed so that the North Carolina program will be a complete foundation program of public education at the level of the state's financial ability. The plan should include all items of current expense. Capital outlay is an essential part of the basic program.

The local community, too, should help to support all elements of a foundation program, and should do so in proportion to its tax-paying ability. For a time the state required the local application of a uniform tax rate for school support. Uniformity still exists in so far as state tax rates are concerned. However, some local school support is now compulsory without any measure of uniformity. For example, the maintenance of school property is assigned to local units. Likewise, the capital investment in school buildings must be made locally without any consideration being given to the financial capacity of the local unit to make this investment.

State school funds are now improperly allocated to certain specific items of school expense. State money will supply coal to heat a school building, but even if the furnace grates are broken or a window pane is out so that more fuel is wasted than the repair would cost, state funds cannot be used for the repair, since maintenance is financed, if it is financed at all, by the local unit. Whatever justification there is for the earmarking of state appropriations, it cannot be extended to cover the favoring of one essential element of school expense to the complete exclusion of an equally essential element. The state should use state support to reinforce and strengthen every element that is recognized as essential to a complete foundation program.

Fiscal policy should promote efficiency and economy and should discourage waste in the operation of public education. Present practices in the allocation of teachers subsidize the maintenance of small weak high schools, and discourage further progress in the reorganization of school centers. Furthermore, a charge

against the regular teacher allotment for the services of a non-teaching principal is not only an impediment to more efficient administration but it actually deprives the school of the special services of guidance, leadership, and the like, if the principal is not provided. If the principal is provided, the pupil load of teachers is increased or the expenditure of local funds for an extra teacher is required. The state should use the mechanics of distributing state funds in such a way as to encourage efficiency and economy in the school enterprise.

WHAT IS THE MINIMUM FOUNDATION PROGRAM OF EDUCATION?

The minimum foundation program of education is comprised of the "educational decencies" which every child in the American democracy has a right to expect. Stated simply, the foundation program is a well educated, inspirational teacher competent to bring out of a child the best that is in him; a well lighted, well heated, sanitary, attractive school building well equipped with good books and other instructional materials; safe, hygienic transportation if he lives too far from school to walk; and, finally, an efficient plan for operating and maintaining the school plant and administering the school system. It is made up of those basic essentials of education which should be made equal for every child in the state regardless of his race or where he lives. The state *can* and *should* provide equal opportunity for all children in so far as the minimum foundation program of education is concerned.

The state should also equalize the total tax effort from both state and local sources for financing the minimum foundation program. The present North Carolina plan of financing equalizes the tax effort for teachers' salaries and transportation but it does not equalize the tax effort for the foundation program of buildings and building maintenance. It may be necessary to continue to use state funds for small weak schools where it is not feasible to reorganize them, but the use of state funds should not perpetuate them beyond the point of necessity.

The state cannot and should not attempt to make the total educational program exactly identical for all children. For instance, it would be impossible to teach all children in school buildings of exactly the same size. Differences in density of population alone will prevent that. But regardless of whether a child lives in a mountain cove or a modern city, the state can provide that child with the basic essentials of an adequate minimum foundation program of education.

The foundation program should consist of the educational op-

portunities—those “educational decencies”—which ought to be maintained equitably throughout the state. Communities able and willing to operate a higher level of educational program than the foundation provides should be permitted and encouraged to do so. The more fortunate areas having greater concentrations of wealth, not only have a proportional part of the total cost of schools and other governmental services to bear but they generally provide opportunities for experimentation, developing improved practices, and exercising leadership that eventually effects improvements in the state system. The privilege of units at the local level to supplement the foundation program should be preserved.

Recommendations

1. *The state finance plan should have as its objective the guaranteeing of equality of educational opportunities in the minimum foundation program for all children in North Carolina, whether white, Indian, or Negro; rural or urban; rich or poor. In order to achieve this objective, the state finance plan must have at least the following characteristics:*

(a) The state finance plan should encourage efficiency and economy in organization and administration.

(b) The finance plan should provide adequate support both at the state and local level for all essential elements of school cost included in the minimum foundation program.

(c) State funds should be applicable toward the support of every essential element in the minimum foundation program.

(d) The state finance plan should provide as comprehensive a foundation program as the total resources of the state will permit.

(e) Each local school administrative unit should be required to make a uniform minimum local effort in proportion to its ability in order to participate fully in the foundation program.

(f) Local units should be allowed to supplement the uniform minimum local effort.

2. *The foundation program should include adequate financial provision for such major items as instructional salaries, transportation, other current expenses, capital outlay, and debt service. Due to the fact that North Carolina has demonstrated that a state operated system of transportation has many inherent advantages over locally operated systems of school transportation, it is recom-*

mended that the state continue this system and pay the entire cost of the foundation program of school transportation including the purchase of original busses for additional routes. It is recommended that the state define the cost of an adequate foundation program for instructional salaries, other current expenses, capital outlay, and debt service, and that from 70 to 90 per cent of the cost of the foundation program for these items be provided from state funds and from 10 to 30 per cent from local taxes levied by the local units in proportion to taxpaying ability.

3. *The cost of the foundation program, to be financed jointly from state and local sources, should be based upon instruction units determined from average daily attendance. Instruction units should be allowed for at least the following instructional services:*

(a) Basic teaching units or state allotted teachers determined by a scale which provides the same basic pupil load per teacher in elementary and high schools of the same size. Such a scale should provide for a smaller pupil load per teacher in small schools in sparsely settled areas which cannot reasonably be consolidated with larger schools. The state should determine by survey how many small schools are necessary, and no adjustment in the pupil load per teacher should be made for unnecessary small centers. The maximum load per teacher provided by this scale should not exceed 27 to 30 pupils in average daily attendance.

(b) Additional units for vocational education determined by the vocational needs of the secondary schools. Such needs should be evaluated by surveys made by the state, and vocational units should be provided where the demands for any type of authorized vocational training are such that a minimum teacher pupil load for the vocational unit will be at least half the load of the basic instruction unit for that school. The nature of vocational instruction is such that it is not practicable to require as heavy an attendance per vocational unit as the basic instruction unit.

(c) Additional units for teachers of adults determined upon the basis of the number of pupil hours taught in adult classes. One adult instruction unit should be provided for approximately 13,500 adult pupil hours taught per school year.

(d) Additional units for teachers of handicapped children who cannot be properly taught in regular classes determined by the number of such children at a school

center as certified to by a qualified physician, psychologist, or psychiatrist. One teacher should be allotted for a minimum of ten such children at a school center.

(e) Additional units for the administration of instruction and special instructional services determined upon the basis of approximately one-eighth of the total instruction units included in (a) to (d) above.

4. *The total cost of the foundation program to be jointly financed by state and local funds should be determined as follows:*

(a) *Instructional salaries*—multiply the different types of instruction units or state allotted teachers indicated above by the state salary schedule or schedules. The present state salary schedule will have to be greatly increased if North Carolina attracts to and holds in the profession a sufficient number of trained teachers to staff the schools.

(b) *Other current expenses*—multiply the total number of state-allotted teachers by at least \$300 and preferably \$400.

(c) *Capital outlay*—multiply the total number of state-allotted teachers by \$340 in order to amortize plant costs over a thirty year period. (If the state continues to require counties to make initial purchases of busses, this amount should be increased to \$400 per teacher in county school systems.)

(d) *Total cost*—the sum of items (a) to (c) above.

5. *The amount of state funds to provide for the foundation program should be determined by multiplying the total cost of the jointly supported foundation program by 70 to 90 per cent, and the total local effort should be determined by multiplying the total cost by 10 to 30 per cent.*

6. *The local effort required of each county should be determined by an objective index of taxpaying ability.* This index should be composed of factors not subject to manipulation or discretionary interpretation, such as (a) volume of retail sales, (b) value of farm products, (c) state income tax returns, (d) number gainfully employed in industry, and (e) utility valuations. Data should be secured from the most recent state and federal reports. The index for each county would show the proportion of wealth in the county to the total wealth in the state. The proportionate part of the total required local effort which is to be made by each county should be determined by multiplying its index by the total local effort required of all counties. The General Assembly should require the tax levying body of each county to raise the revenue necessary to meet that county's part of the total required local effort as defined by the General Assembly.

7. *The tremendous accumulation of need for plant facilities and the pending sharp increases in need resulting from increased enrollment should largely be financed by extraordinary appropriations.* Any allocation from surplus funds should be in addition to the foundation program and should be earmarked for emergency use. Allocation of special support for plant needs should follow the basic finance principles of teacher unit bases and consideration for local ability and effort. These principles will guarantee that all counties share equitably in the funds.

8. *The excessive fees being charged to students for essential instructional supplies should be eliminated since such supplies are a part of an adequate foundation program.*

9. *Local school administrative units should be required to maintain, safeguard, report, and audit internal fund accounts for all monies handled or sponsored in each school.*

10. *A substantial direct appropriation for state and regional supervision should be made for the State Department of Education.* Recommended personnel are needed immediately for the survey and identification of permanent school centers before capital outlay funds are expended.

11. *The legal debt limit should be increased in inverse proportion to the rate of interest paid.*

12. *Legislation should be provided to transfer to county boards of education the bonded debts and title to physical properties now held by "local districts" in order to administer efficiently and equitably the recommended capital outlay program.* Power to levy taxes and issue bonds should be taken away from "local districts."

SPECIAL RECOMMENDATION

PROPOSAL FOR CONTINUANCE OF THIS STUDY

Because of the urgency of certain matters and the limitations of time the Commission has not been able to complete investigations, some now underway, in important areas of education. Therefore it recommends that the General Assembly of 1949 provide for a commission or other group to continue studies in the areas of merit rating, curriculum, guidance, local organization and administration, and any others designated by the General Assembly or adopted by the proposed commission.

ALTERNATE RECOMMENDATIONS ON FINANCE PLAN
OF THE STATE EDUCATION COMMISSION

FOREWORD

Money for the support of the public schools in all the states is divided into three main classifications as follows: (a) current expense, (b) capital outlay, and (c) debt service.

Current Expense: Current expense includes the salaries of superintendents and their office expense; the salaries of all teachers and principals; the cost of heating the school buildings including water, light, and power; transportation including the purchase of replacement busses; other lesser items of expense.

In North Carolina, the state pays about 80 per cent of the total current expense cost of the schools each year from its general fund tax receipts. The counties and cities pay the remaining 20 per cent from supplementary taxes and from constitutional non-tax funds such as fines, forfeitures, poll taxes, dog taxes, and penalties.

Capital Outlay: Capital outlay is for the construction of new buildings and equipment. Naturally renovations and additions are included. This is a countywide obligation. There is no responsibility on a city to provide public school buildings.

The counties usually issue long term bonds for capital outlay purposes, and, since new buildings are not required each year, the bonds are usually paid off long before the building is outmoded or unfit for use, and thus the counties can keep pace with the building needs.

Debt Service: Debt service is a fixed charge which must be paid on the principal and interest due each year until the bonds are retired. This is a county obligation. It is simply repaying the money which was borrowed to erect and equip the school buildings.

Background: It is well established by the North Carolina Constitution and the supporting decisions of the Supreme Court, that the county commissioners of each county, as the tax levying authorities of the county, are required to provide the school buildings in each district in the county necessary for the constitutional school term. This requirement would seem to include both capital outlay and debt service.

Originally the counties also provided the current expense costs. However, as the term of school lengthened and the number of children attending school increased, it became necessary for the

state to levy taxes, other than property taxes, to assist the counties in providing current expense money for six, eight, and finally nine months of school for grades one through twelve. Also it became necessary for the state to assume most of the current expense cost, leaving only capital outlay, debt service, and maintenance as county obligations.

In order to assure the teachers and children that all the schools would be open for the same length term, it became necessary for the General Assembly of 1933 to increase state tax rates higher than similar rates in adjoining states and to add thereto a retail sales tax. These rates have remained in effect until today. These tax schedules which produced \$16,000,000 for schools in 1934 have provided \$65,000,000 for the current school year. Also considerable further increase in school appropriations will be added by the 1949 General Assembly.

During the past fifteen years the counties have been providing \$3,000,000 to \$4,000,000 per year for capital outlay, and from \$4,000,000 to \$5,000,000 per year on debt service. They are now in a position to accelerate their capital outlay program in the postwar period.

During the past fifteen years the State of North Carolina has placed the current expense needs of the public schools as its first objective, and has appropriated annually from 66 to 70 per cent of its total general fund appropriation to public school support. No other state assumes so high a percentage of the current expense support of the schools as does North Carolina, with the possible exception of New Mexico and Delaware. These are relatively small states.

Likewise, no other state in this area is making the same tax effort to support schools as does North Carolina. In fact, most of the school support in the neighboring states comes from local property taxes.

Briefly stated, North Carolina provides for 80 per cent of the total current cost of the schools while the county and city units provide the remaining 20 per cent, together with capital outlay and debt service requirements.

This system has worked well for the past fifteen years. It replaced the old equalization system, with all its bickerings, which was in force prior to 1933.

Since 1933 each General Assembly has decided how much money will be available for the public schools. This amount is usually two-thirds of the total money appropriated for all purposes. All the other agencies, such as colleges and mental institutions, must get along on one-third of the appropriations.

The present system makes it possible for a maximum of each

school dollar to go into the salary of teachers—thus 82 to 84 per cent of each school dollar provided by the state goes into salaries. No other state is able to place so high a percentage of its school dollar in salaries.

Because this system has worked so well during the past fifteen years—during which time all vouchers have been paid in full and on time; salaries between the races have been equalized; a sound retirement system for all school personnel established; free textbooks provided for all children in the elementary grades; free transportation for 350,000 children to and from school each day; a reduced teacher load; and many other advantages which are the envy of the other southern states—we the undersigned do not wish to jeopardize the future success and further progress of the schools by throwing overboard the present method of financing the schools in order to readopt the old equalizing scheme which we discarded many years ago.

We differ from the viewpoint expressed in the majority report which seeks to impress on North Carolina the little tried system of Florida, which proposes to place *capital outlay and debt service* in the *same basket with current expense*.

We feel that so much of the total fund would be required for capital outlay and debt service, that current expense (teachers salaries) would suffer. Buildings would be erected at the expense of the teachers.

For the reasons hereinafter set out in more detail, we believe that the state should continue to support the current expense program only, and with every possible dollar; that the buildings and their maintenance should remain the obligation of the counties.

INTRODUCTION

The undersigned members of the State Education Commission believe this part of the report could be more properly labeled an alternate finance plan to carry out the long range objectives and recommendations of the committees. With most of these we are in agreement. Acknowledgment of our indebtedness is made to the volunteer committees composed of laymen and members of the teaching profession who, without remuneration, made basic investigations on which the conclusions of the Commission are in large part based.

Specifically all members of the Commission agree that:

- a. Teacher and other school personnel salaries should be increased; and to the extent possible, teaching loads should be reduced.
- b. The state is in need of new school buildings and additional

classrooms. The state government should take the initiative in stimulating a school building program, using state funds for this purpose, if necessary.

- c. State funds for school buildings should be allocated to counties on a basis which takes into consideration both their needs and their ability. Such funds, moreover, should be made available on terms which will insure that buildings conform to acceptable standards as to location, size and plan, and which will provide equitable distribution of funds within each county.

- d. Steps should be taken for the recruitment of candidates for teaching degrees and to improve teacher training.

- e. The state government should increase its support of vocational education.

- f. The state government should increase its support of other items of current expense, and should eliminate any features of the present plan which promote uneconomical practices. This can be done through the proper administration of the permanent loan fund outlined in other sections of this report.

- g. The study of the merit rating plan for teacher compensation above the minimum salaries should be continued for a full school year in an effort to discover techniques that will objectively and impersonally measure teaching ability.

- h. Further study should be given to the curriculum, and to evaluating how effectively the elementary function of instructing children is being done at the present time. Some members of the Commission felt that this phase of the study should have been given priority during the past year.

MAJOR POINTS OF DISAGREEMENT

With respect to the financial plan prepared by the finance committee and by the consultants retained by the Commission, the undersigned members of the Commission are unwilling to endorse for the following major reasons:

- a. The proposed plan will shift to local property taxes a part of the current cost of its standard state-supported school term, which at the present time, is financed entirely from non-property tax sources. The undersigned believe that this shift will have undesirable consequences for many counties, and for the economic development of the state.

- b. The proposed method of financing represents an *unnecessary* departure from the plan of school support which the state deliberately adopted in 1933 for reasons which in the opinion of the

undersigned are still valid. The state abandoned the equalization plan because it failed the schools in a period of economic crisis.

The improvements which the committees propose can be achieved within the framework of the state's present financial plan by the appropriation of more money for school operations.

c. The proposed plan gives insufficient consideration to the question of what proportion of the recommended school improvements the state will be in a position prudently to finance within the next biennium.

d. The proposal to tie the teachers' salary schedule to the cost of living index is unwise because it could result in salaries being reduced at a time when the state had sufficient funds to pay salaries in full. Were this policy in effect now, teachers salaries would be less than present pay, as the table in the full report shows. Should living costs drop rapidly, as it did between 1920 and 1933, this tie-up would call for an automatic cut of $66 \frac{2}{3}$ per cent in base salaries, instead of the 32 per cent cut imposed in base salaries in 1933.

EFFECT OF SHIFT TO PROPERTY TAX

The final version of the finance committee report tentatively suggests a uniform state wide minimum foundation program, jointly supported by the state and the counties. This program would cover all essential elements of school expenditure, including an allowance for capital outlay. The proposed foundation program would cost \$111,000,000 the first year. Local units are allowed, as at present, to supplement this minimum foundation program. The state would pay the full transportation cost, estimated at \$7,000,000. Of the remaining \$104,000,000, the state would supply 90 per cent or \$93,600,000, and the counties 10 per cent or \$10,400,000. Total cost for the state would, therefore, be \$100,600,000. This is about \$35,000,000 more than the state will provide from its general fund this school year.

Unless counties and city school districts make corresponding reductions in their local supplements for instructional service and other current expense costs, the proposed plan would require an aggregate increase of about \$2,600,000 in local revenue for schools, which would come primarily from property taxes.

Aggregate property tax levies in the state have already increased by more than \$15,000,000 during the past four years. For the year 1947-48 local property taxes reached a total of \$61,079,000 for the state as a whole. This compares with a total of \$40,330,000 in 1939-40, and a total of \$62,715,000 in 1929, before the present plan of school support was adopted. Local property taxes for

schools have risen from \$10,142,000 in 1941-42 to \$18,091,556 in 1947-48, and further increases have taken place this year.

The proposed plan will affect the school property tax levies in the various counties in a very unequal manner. Some counties will have extremely high increases; other counties may experience reductions. A table showing the effect of the plan on three groups of counties—the rich, the medium, and the poor—is in the full report of the undersigned. A few random samples will illustrate. If last year's standards are maintained in Alamance County, the proposed plan will increase local school costs \$70,000, in Buncombe \$192,000, in Durham \$217,000, in Guilford \$437,000, in Mecklenburg \$565,000, in Gaston \$327,000, and in Nash \$54,000. There may be small reductions in some counties.

Counties could avoid these cost increases only by abolishing or drastically reducing their present local supplements, confined largely to city schools. Few counties could avoid an increase in taxes on farm property because only a few rural systems supplement the instructional program. The undersigned do not believe it desirable to abolish or reduce these supplements, because they think local school systems should have some leeway for enriching the state program, if they so desire, and for adapting their school services to local conditions.

By increasing local property taxes, the proposed plan will unbalance the present state tax structure which was adopted on the assumption that local property taxes would be kept low.

In general the most highly industrialized counties of the state would experience the highest property tax increases under the proposed plan. Thus the plan discriminates unduly against laboring people who work in industry. They would have to pay higher property taxes or higher rents. Industry itself would also feel the effect of increased property taxes, on top of state income and franchise taxes that are already high in comparison with competitive states.

A large part of the present local tax levies for schools are raised by city administrative units. The proposed plan calls for local tax contributions on a county wide basis. This will tend to cause a disproportionate increase in the taxes on farm property in counties having large cities.

North Carolina's experience with the state fifteen cent levy for schools in 1932 and 1933 indicates that the property tax is an unreliable source on which to rely for school operation in times of depression. There is no difference between a state property tax levy and a legislative requirement that counties make a levy before they get their part of the state provided money for schools. The same people pay from the same income.

The proposed index of financial ability is based on components such as the value of farm production, retail sales, taxable income, and the number of industrial employees, all of which fluctuate from year to year. These data are always a year or more behind the tax year for which they will be used. Changes in the index of any county will change the relative tax contribution of all counties. This fluctuation in required county contributions will be of negligible importance where required contributions are small, but will be a disturbing influence in counties in which the required contributions are relatively large.

THE PROPOSED PLAN IS NOT NECESSARY

It is possible to achieve the objectives of the proposed plan, namely a uniform and complete foundation program throughout the state with a uniform local tax effort, within the framework of the state's present financial plan, and with no increase in local property taxes.

The state now provides for a standard state wide educational offering involving state wide equality of tax effort with respect to all elements of a complete foundation program except maintenance of plant, fixed charges, capital outlay, first cost of busses, debt service, and a few other items of small amount.

With respect to those elements of the foundation program which the state now fully supports, expansions and improvements can continue to be financed as they have been for the past fifteen years, from tax sources other than general property taxes. In this connection, it is pertinent to observe that, under the present plan, state expenditures for schools have increased from \$16,840,561 in 1933-34 to \$62,655,102 last year and approximately \$65,000,000 for the school year which began this September.

Average annual salaries for teachers have increased from \$560 to \$2,066 annually; base salaries for A certificates on maximum experience from \$90 monthly for 8 months to \$241 monthly for 9 months.

The foundation program proposed by the consultants and the committees includes an allowance of \$340 per teacher per year for capital outlay. This allowance, however, is tied with a financial plan which, as has been indicated, will increase local property taxes. The total amount suggested is \$9,588,000 which is the product of \$340 times 28,200 teachers it is recommended be employed next year. The state's part would be 90 per cent of the total—\$8,629,000—or the amount of state money needed to raise teachers' salaries 16 per cent. This amount of money is so small in comparison with the building needs that the counties will find it more

advantageous to borrow money and use this fund to service debts. Apparently there is no prohibition of this use in the proposed plan. Should this occur on any extensive scale and increase in the future, this would seriously affect the ability of the state to hold salaries at a desired level, because debt service is a prior obligation on the state. Debt service is met in full and on time, no matter what other cuts have to be made.

The committee proposal also recommends that those items of current expense or operating costs, not now supported by the state, such as plant maintenance and others, be included in the foundation program. The \$4,000,000,000 worth of tangible and intangible property now carry this part of the costs, aided by the non-tax revenues such as fines, forfeitures, dog taxes, and poll taxes. Property also pays for debt service and capital outlay.

As to those elements of a complete foundation program which the state does not now support, it can, without increasing local taxes, guarantee a state wide minimum of facilities and services on the basis of state wide equality of local taxing effort by the device of a state fund to aid counties and property carry this load. Likewise through the use of a state equalizing fund, it would be possible to guarantee the same minimum per teacher for maintenance, capital outlay, and debt service without increasing local property taxes. The total cost of \$340 allowance for 28,200 teachers would be \$9,588,000. The state might undertake to underwrite 55 per cent or \$5,273,400 of this amount, leaving the remaining \$4,314,600 to be raised by the counties. The sum to be raised by the counties would be apportioned among them on the basis of the index of ability proposed by the finance committee. Each county would receive from the state the excess, if any, of the product of the number of its teachers multiplied by \$340 over the amount of its required local contribution as determined by the ability index. Amounts which counties are already spending for maintenance, capital outlay, and debt services would be counted toward their contributions. In practically all instances the counties are already spending for maintenance, capital outlay, and debt service as much or more than the amount of their required contributions. Thus, no increase in local taxes would be involved except in a few isolated cases where expenditures for the above purposes relative to ability are now unusually low.

Under the method outlined, using the index proposed, Guilford County would receive a net grant of \$54,500 from the state. Its required local contribution would be \$313,400 but, since it is already spending \$883,000 for the purposes specified, no further local funds would have to be raised. Nash County would receive a net grant of \$116,700 from the state. Its required local contri-

bution would be \$53,950, but it is already spending twice this amount for maintenance, capital outlay, and debt service. Similarly Alexander County would receive a net grant of \$32,550. Its required local contribution would be \$9,950. This would involve no additional local expense, since the county is now spending about \$24,000 per annum for the purposes specified.

An index of economic ability should be devised, however, which does not unduly discriminate against the laboring man, the farmer, or against industry, and that is not subject to the fluctuations inherent in the proposed index.

BUILDING PROGRAM

To meet the school building needs, the school plant and the finance committees suggest that the state distribute \$50,000,000 of its unappropriated accumulated surplus to the counties on the basis of need and ability as an outright grant. The committee plan requires that the counties add \$12,500,000 to this amount making a total of \$62,500,000, or \$2,193 per teacher, immediately available for new school construction.

The \$12,500,000 to be raised locally will be apportioned among the respective counties on the basis of the proposed ability index. Each county would receive from the state an amount equal to the excess of the product of its number of teachers, multiplied by \$2,193, less its share of the \$12,500,000 to be raised locally as determined by its ability index.

Under the proposed plan Mecklenburg County, which is estimated to have 1,009 teachers, and which according to the ability index, has 7.817 per cent of the taxable resources of the state, will receive \$1,236,000 from the state on condition that it raises \$997,000 (7.817 per cent of \$12,500,000) through its own efforts. Orange County with 177 teachers and .445 per cent of the taxable resources of the state will receive \$331,000 from the State on condition that it puts up \$57,000 of its own.

To the opinion of the undersigned members of the Commission, there are two major objections to the committee plan as outlined above:

a. It gives considerable sums of money to wealthy counties which are well able to borrow on reasonable terms, and which have already authorized by the people's vote large bond issues for school buildings. As a result, the amount available for counties in which the need is greater, the ability smaller, and which are not able to borrow on as favorable terms, is reduced by that much.

b. The plan is short sighted; it does not look to the future. The

state may never have a surplus of the present dimensions again. Fifty million dollars will satisfy only a part of the present building needs, and after this sum has been distributed and spent, the state will not have resources left with which to assist counties which are unable to borrow on favorable terms to meet their remaining building needs, or take care of future needs.

To obviate the above objections, the undersigned members of the Commission propose as a substitute that the state appropriate \$50,000,000 of its unappropriated surplus, or so much thereof as may be available, to establish a permanent loan fund for school construction. The amount which each county would be entitled to borrow from the fund would be based on its needs in proportion to the needs of other counties. Interest rates should be from ½ of 1 per cent to 3 per cent. The ability of the county to meet its needs would determine the interest rate charges. The loans should be long term—30 years. Repayments should be made annually.

The undersigned members of the Commission believe the finance plan they propose, coupled with the permanent school building loan fund, will provide more money for the school system than would the committee recommended plan. Adequacy of support is important for the operation of schools, but stability of support is imperative. The flow of revenue under the present plan will be steadier in good times and in bad times than under the proposed plan.

People will vote bonds and increase taxes for school buildings when they refuse to increase taxes for current expenses. Buildings are tangible assets. They are easier to sell the people. Additional money for operating costs can more easily be secured from indirect sources of taxation. Evidence of this is found in the fact that during the past eighteen months, North Carolina communities have voted nearly \$42,000,000 in school building bonds. Interest charges alone on these bonds will amount to more than \$1,000,000 annually.

During that same period not one penny has been voted to increase or supplement the state provided minimum program for rural schools.

The school debt on June 30, 1948, amounted to \$49,890,553, much of which was voted during the last year and several millions of which have been added since June 30, 1948. Even this addition to the outstanding debt does not put most counties near the legislative debt limitation of 5 per cent for counties or 8 per cent for the combined limit of a city and a county.

RECOMMENDATIONS FOR 1949 LEGISLATION

The undersigned members of the Commission recommend that the 1949 session of the General Assembly:

1. *Continue the \$30,000,000 reserve fund, but earmark this fund for use only as a cushion against the necessity for cutting salaries of state employees, whose pay come from general fund revenues, should revenue during the next biennium not come up to estimates.* The Governor and Advisory Budget Commission should be authorized by law to use this fund for this purpose without calling a special session of the legislature. Assuming that \$30,000,000, plus accrued earnings, was sufficient to cushion a fall in revenues in the past, the fund should be increased by at least the same percentage as salaries are increased.

Tables in the full report of the undersigned members show that North Carolina spends a larger percentage of its income on schools than any other southern state, and stands eighth in the nation in this respect. Our larger percentage of children per adult income earner requires that this state make considerably more than the average effort to provide schools for our children. Another table in this report shows that though the salary increases since 1940 have more than kept pace with the rise in the cost of living, the increases have not been as high in percentage as have the earnings of factory workers and others employed in private business for which statistics are available.

2. *Teachers salaries should be increased.*

If brought up only to the same percentage above 1940 as factory workers, the cost would be about \$8,750,000. A 20 per cent increase would require about \$10,400,000; a 30 per cent increase, which was about that given two years ago, would require adding \$16,200,000 to the school budget.

The desirable schedule ranging from \$2,400 for the beginning teacher to \$3,900 for the teacher with maximum experience holding a graduate certificate, would necessitate increasing the appropriation about \$31,500,000.

The committee reports recommend a number of additions to the administrative staff on the state level, as well as instructional help on the state and local level. Instructional service, school house planning, and the like are among those especially mentioned, which are needed.

3. In addition to these the undersigned members of the Commission believe that, if the state is to make any lasting contribution to the solution of the building program both now and in the future,

it should not only establish a permanent school building loan fund from such surpluses as have accrued, or may accrue in the future, but *the 1949 General Assembly should provide for the establishment, as a part of the administrative functions of the State Board of Education, a Division of Surveys and Loans, with competent director and assistants.* The duties of the division would be:

a. Aid the administrative units in making surveys of long range school needs.

b. Coöperate with the Division of School House Planning in advice on plant planning and location.

c. When surveys are completed, to follow through with local school officials and interested lay people in launching and conducting campaigns for new plans and plant consolidation.

d. To work with school officials and local tax levying authorities in a long range capital outlay program, encouraging the levying of taxes to create a capital outlay fund in anticipation of needs, thereby saving interest charges.

e. Administer the Permanent School Building Loan Fund. Definite provision should be made that no loans will be granted any county in which plans and location of building are not approved by the State Board of Education on the recommendation of the Division of School House Planning, and the Division of Surveys and Loans.

4. *The teacher load should be reduced, but any change in the allotment of teachers should not discriminate against smaller city schools or rural schools in which ideal consolidation has not been accomplished.* Abandonment of an initial basal allotment by districts would increase the teacher load in many small city schools and in rural schools unless the allotment basis were considerably lower than one teacher for every 30 pupils in average daily attendance. The teacher load can be reduced by the State Board of Education at any time more money is provided for instructional service.

HOW MUCH CAN BE DONE NOW?

How much of the recommended improvements and expansions for the schools can be accomplished on the present tax structure of the state and the local units of government?

The state is spending \$65,000,000 on its schools this year. The proposed program calls for a \$100,600,000 state contribution—\$35,600,000 increase. Total general fund expenditures for this year will be about \$96,000,000, which is a rough division of two-

thirds for schools and one-third for hospitals, colleges, and all other general fund supported agencies.

Assuming the continuance of the same price and income levels for the next two fiscal years, the general fund tax schedules will produce \$126,000,000, about the same as last year. If appropriations are made up to this limit, there would be \$30,000,000 more general fund money than is being spent this fiscal year, beginning last July. Appropriating to the limit of estimated income is not recommended. Should the same division between schools and other agencies continue to be the appropriation policy of the General Assembly, the schools would get \$20,000,000 of the increase. That is \$15,000,000 less than the recommended program will cost.

As individuals, the undersigned believe that the school improvements included in the recommended program are well worth the cost, including the additional \$15,000,000. The question of whether or not taxes should be increased at the present time, however, to provide this additional money, is eminently a matter for the people of the state to decide.

In making the decision on higher taxes the citizens of North Carolina will doubtless wish to know whether they are now taxing themselves as heavily as citizens of other states. There is, of course, no perfect way to measure how much effort in relation to their ability, the people of a state are putting into school support. The best available measure of tax effort, however, is the percentage of the total personal income of a people being currently used for school purposes.

The latest figures on total state and local taxes and spending for schools, compiled by the United States Office of Education on a comparable basis for all states, are for the school year 1945-46. In that year North Carolina raised \$61,000,000 for its schools from combined state and local sources. This represented 2.32 per cent of the personal income of the people of the state for the calendar year 1945 as estimated by the United States Department of Commerce. The comparable percentage for the United States was 1.88 per cent. In other words North Carolina's tax effort was 23 per cent greater than the national average in 1945-46.

North Carolina's rating in this respect not only exceeded the national average, but was higher than those of all the southeastern states. Its ratio of 2.32 per cent compared with its sister states in this region is as follows: Alabama, 1.89; Arkansas, 1.87; Florida, 1.66; Georgia, 1.45; Kentucky, 1.79; Louisiana, 1.96; Mississippi, 1.74; South Carolina, 2.24; and Tennessee, 1.58 per cent.

In 1945-46 seven of the forty-eight states had higher ratios of school expenditures to income than did North Carolina. These states were Iowa, 2.38; Montana, 2.78; New Mexico, 2.61; North

Dakota, 2.42; South Dakota, 2.44; Utah, 2.63; and West Virginia, 2.65 per cent.

For the school year 1947-48, North Carolina's ratio of school taxes and appropriations was approximately 2.59 per cent. The ratio of other states have, of course, also changed, but no interstate comparisons are as yet available. Assuming the continuance of North Carolina's 1947 level of personal income, an increase of \$20,000,000 of the state's appropriation for schools would raise the ratio of school support to income to 3.2. The full \$35,000,000 increase would run the ratio to about 3.7 per cent.

North Carolina could raise the \$15,000,000 of new state taxes required to finance the proposed school improvements provided the people of the state were willing to accept the additional tax burdens. As a matter of fact, in the last pre-war school year, 1940-41, the state raised the equivalent of 3.9 per cent of its total personal income for schools, and in 1929 the comparable ratio was 4.1. Federal taxes in those years, of course, was considerably less than now.

North Carolina has for many years taxed itself more severely than the average state to finance its schools. A state in this position, however, must exercise caution in its selection of new tax sources, lest it retard the economic development upon which, in the last analysis, the future of the schools depend. In view of this feature of the state's present tax structure, and in view of the rates at which present taxes are levied, the type of taxes to which the state could safely resort to raise this additional \$15,000,000 without the possibility of harmful economic consequences are, in the opinion of the undersigned, definitely limited.

What kind of taxes would probably have to be levied?

A large part of North Carolina tax revenues, both state and local, are paid, not by individual residents, but by industrial enterprises. The state corporation and franchise and the local property tax are the chief channels through which industry makes its contribution. The available evidence indicates that North Carolina industries are already bearing a heavy burden of taxation in comparison with competing industries in other states. According to a recent study, North Carolina ranked fourth from the top in a ranking of nineteen states with respect to the total state and local tax bill of a representative hosiery manufacturing concern successively located in the city having the median property tax rate in each of these states.

Unless North Carolina is to educate a large proportion of its children for the benefit of the rest of the country, it must expand and improve its employment opportunities along with the improvement of its schools. It is only through the economic growth

of the state that the future improvement of the schools will be assured. In view of the relatively onerous load which North Carolina industries are already bearing, the undersigned believe it would be unwise to increase their taxes further. This means that the additional revenue will have to be raised through taxes which do not hit industry.

One expedient might be to raise the present rates of the personal income tax. To produce any sizeable amount of new revenue from this source, however, would require substantial increases not only in the upper income brackets, but in the middle and lower brackets as well. In this connection it should be pointed out that North Carolina now shares the distinction with Oregon of having the highest initial bracket income tax rate of any state in the nation. To raise the full amount of the additional needed revenue, it is probable that the state would have to resort more extensively than it does now to the so-called consumers excise taxes, such as taxes on cigarettes, movie admissions, soft drinks, and local utility bills.

It has been suggested that local governments are not bearing an adequate share of school costs in North Carolina, and that more revenue might be obtained through the local property tax. This suggestion is often based on the erroneous premise that state and local taxpayers constitute two separate and distinct groups. Actually, of course, the payers of local taxes are also the payers of state taxes. The farmer pays the county the property tax on his farm, and he pays the retail sales tax and other indirect taxes to the state. Corporations pay local property taxes as well as the state income and franchise tax. When the state assumed the major share of schools and county roads in the early thirties property taxes were lowered, but new state taxes were introduced and the rates of existing state taxes were raised. The combined burden of state and local taxes, far from being reduced, were in fact increased in North Carolina's effort to more adequately serve its citizens through its schools, hospitals, and other service agencies.

North Carolina is like a man of medium, or a little below middle income, with a large family to educate. In the past it has spent, and must continue in the future to spend a larger part of its income on educating its children than does the state with a larger income and a smaller number of children.

The improvements suggested by the committees working voluntarily for the State Education Commission, are worth what they will cost. They should be brought about as rapidly as possible. These improvements, in the opinion of the undersigned, can be accomplished better and more quickly by building on the founda-

tion of the present finance system, rather than returning to the equalization plan as a means of doing this important job.

Respectfully submitted

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CHAPTER I

REPORTS OF STUDY AND ADVISORY COMMITTEES

EDUCATION AND NORTH CAROLINA'S RESOURCES

WHAT are the prospects for a higher standard of living and a better life generally in North Carolina? To answer this question four other questions must be answered.

First, how rich is North Carolina in natural resources? The sun, land, minerals, water, plant, and animal life provide the physical medium in which the food is grown, metals and fuels are mined, building materials and clothing are procured, and from which our many machines and gadgets are fashioned. These are the community's natural resources.

North Carolina is a state of highly varied resources. From the ocean front, inland seas, and broad estuaries of the Tidewater to the highest and most extensive mountain system in eastern America we find a variety of natural resources scarcely excelled in the whole United States.

In geologic and geographic areas and soil types, resulting from the wide range of geography and geology, North Carolina is unsurpassed by any other state. The state has a wide range of geologic eras, from the most ancient to the most recent. It has four major geographic areas: tidewater, flat lands, the upper coastal plain, the wide expansive piedmont, and thousands of square miles of the highest and most picturesque mountains in eastern America. There are many sections in North Carolina with more soil types than whole states have.

Second, do the scientists know how to convert these raw natural resources into usable and salable products? Scientists and trained technicians are daily probing into the materials and forces which nature provides. Much of the basic research has been done. Already scientists know the types of resource-use practices which will release the productive powers of land, minerals, forests, waters, and wildlife. If a third of what they know were put to work, there would be a marked increase in the income and level of living of the people of North Carolina.

Third, has North Carolina developed the social organizations and economic mechanisms required for the effective utilization of its natural resources? Thanks to the social scientists and centuries of growth North Carolina has the requisite government, laws, banks, methods of incorporation, purchasing and marketing facilities, and transportation, as well as the motivating and labor-

supply institution, the family. So the state is nearly as well supplied with social resources as natural resources.

Fourth, have the mass of citizens of North Carolina been taught the requisite knowledges and skills? The ready wealth of nature and the growing knowledge of scientists—these mean little until they are wedded to the skilled effort of the masses of North Carolinians. Only in such a union is there prospect for a better society in our commonwealth.

The great number of people in the state represent a vast reservoir of spiritual, intellectual, and physical energy. However, for the present, only a small fraction of this human potential is being tapped. The people have not been adequately stimulated or assisted to attain the vision, the scientific knowledge, and the skill they need and of which they are capable. There is great latent wealth stored in the people of North Carolina.

A richer life for the people of North Carolina can come, then, only through the release of our tremendous human capacity so it may release in turn the pent-up gifts of nature. Nothing less than a new spiritual and scientific awakening of the people of the state can achieve this full promise, and nothing less than a continuous educational crusade can bring the awakening.

There is a tendency to place too much stress on the richness of natural resources in comparison with the human factor. Some seem to think that bountiful natural resources are a guarantee of high living standards. As a matter of fact, the opposite is often true. Some of the nations with the highest standards of living are those with the most meager resources. On the other hand the inhabitants of some of the countries with the most bountiful resources live in the direst poverty. Even with relatively poor natural resources a country or area can enjoy the highest prosperity, if the people are sufficiently skilled to utilize those resources effectively. Switzerland and Sweden are examples of nations with limited resources which have a high standard of living because of the notable skill of their people.

To repeat for emphasis, the promise of North Carolina's future lies in the full development of the human and natural resources of the state. The key to this promise rests in the means employed by the people of the state to release the human potential into productive union with nature's gifts. This is education's challenge.

Fifth, have the people of North Carolina accumulated sufficient capital to purchase efficient machines and other tools needed to transform natural resources into wealth? Deposits in the banks of North Carolina are sufficient to finance many more enterprises than the skill of the people can manage.

So there is no shortage of natural resources, scientific knowl-

edge, and bank resources. The shortage is in an educated citizenry. That alone is the weak link in the chain. The economy of North Carolina is unbalanced. More of the money in the banks should be going into the right kind of education—to providing the people with technical skills.

There follows a more detailed account of the natural and human resources of North Carolina, and of the sort of education the schools should provide. The latter, especially, is treated briefly since all the other chapters in this report deal with what North Carolina should do about its schools and, yes, its other educational agencies, for the school, being the institution with major responsibility for education, must build its efforts into an effective union with all other forces of the community.

PRESENT STATUS OF RESOURCES

Mineral Resources

North Carolina contains a wide variety of mineral resources, both metallic and non-metallic, with more than 300 kinds of minerals and rocks known to occur in the state. The state's chief source of mineral wealth, however, lies in the field of non-metallic minerals.

Metal mining has never been an important industry in North Carolina. Most of the known metallic mineral deposits in the state are small and more or less marginal in character; but, with the rapid depletion of large high grade deposits in other areas, they are becoming more important. Improved mining and concentrating methods should make many of these deposits important in the economy of the state.

For more than 60 years, North Carolina has been recognized as an important state for the production of non-metallic minerals of importance in the nation's industry. The wide range of such minerals in the state indicates that this status can be maintained indefinitely.

The mineral industry has made important advances in North Carolina during recent years, but the progress to date is only a fraction of what should be accomplished in the future. Three problems, all of which are being given serious consideration, confront future developments. These are, first, *more accurate information on mineral deposits of the state*, second, *more information on the uses of minerals and their proper preparation for market*, and, third, *more use of the minerals in manufacturing plants located in the state*.

Forest Resources

Perhaps few people in the state realize that North Carolina ranks among the first seven states in lumber production and that its volume of lumber produced during several recent years has placed it fifth among all of the states, being surpassed only by the Pacific Coast states and one other southern state. When to the great volume of timber that becomes lumber is added the great volume which goes into other wood-using industries, the forest products industries of the state assume the proportions of "big business."

A change in the attitude of the forest products industries toward the source of their raw materials and of land owners toward their forests is under way. Within the last decade forest management has come to the fore, tending toward stable forest industries in place of migratory mills and plants, developing a permanent interest in forest lands and the growing of new timber crops on a permanent basis instead of looking for additional virgin forests to cut. This evolution has really just gotten off to a good start and some years will be required to bring all forest lands under adequate protection and wise use.

Nearly 60 per cent of the area of North Carolina is in forests. Of approximately 18,000,000 acres of forest land in North Carolina, less than 9,600,000 acres are in saw timber and nearly 2,000,000 acres are denuded or poorly stocked with seedlings and saplings of commercial species predominantly below pole-timber size and below minimum volume per acre for saw timber or pole timber.

The two main causes of nonstocking, especially of pine lands, are inadequate seed supply and the obstruction of these lands by cull trees and inferior hardwoods.

What constructive measures are needed? First of all, *adequate fire protection must be considered as a prerequisite to successful timber growing*, and the efforts of public and private fire control agencies must be strengthened and given wholehearted support. Forest fire control should be extended and expanded to a state wide basis.

Next to fire protection, the future of the forest economy depends on good cutting practices. Cutting methods that will assure perpetuation of well stocked stands of desirable timber species should be more widely practiced. More careful attention must be given to cutting practices on privately owned forest lands to guard against stripping them without regard to their future productivity. Measures such as these will go far toward making the forests of North Carolina a growing permanent natural resource, capable of supporting more forest products industries and a larger part of the state's population. The greater natural wealth thus

created will not only support enlarged permanent forest industries and supply more permanent jobs, but will also provide a wider tax base for equitable taxation.

The potential capacity of North Carolina to grow trees staggers the imagination. If it is assumed that an acre can be made to yield 500 board feet a year, the 18,000,000 acres of forest land can grow 9,000,000,000 board feet a year. Even on a 50 per cent basis of potential the people of the state can grow four times as much timber as is now being cut. North Carolina has nearly endless possibilities for the development of forest products industries.

Wildlife and Marine Resources

The fish and game found within the borders of the Old North State constitute one of its most valuable natural resources. It is a recognized fact that fishing and hunting serve more people than any other sport or outdoor form of recreation. North Carolina is fortunate in having a wide variety of natural environment, and in having large areas still remaining in a semi-natural state.

The state has many wonderful natural streams and a few natural lakes. The trout waters of the Great Smokies, the Nantahalas, and the Pisgahs are unexcelled in eastern United States for their quality and the extent of recreation which they afford. In the east, many streams are unpolluted and still support good fishing with little or no management.

Misuse of the soil and pollution are the greatest enemies of our aquatic resources. In many instances the natural waters of the Piedmont and some of the finest streams in the east have been rendered unsuitable for fish life through pollution and mismanagement.

No state has oyster resource potentials surpassing those of North Carolina. It is claimed that the state has 1,000,000 acres suitable for oyster culture. At the present time only 12,000 acres, largely depleted, are in oyster production. The decline in the importance of the oyster is largely paralleled by the decline in the yield of clams, scallops, crabs, shrimp, as well as many varieties of fish. If it is assumed that half of the suitable oyster bottoms could be properly utilized, an annual yield of 10,000,000 bushels of oysters should be expected.

What are some of the factors limiting the potentialities for development of North Carolina wildlife resources? The first and possibly the most important factor is the decrease in habitat suitable for many game species. As North Carolina's population grows, more living space is required, more land is brought under cultivation, thereby decreasing the area available for many wildlife species. A second barrier is the limit to which the state can go

in affording protection to the wildlife species. A third barrier lies in public apathy.

Excellent opportunities exist for bettering the status of the wildlife resources, particularly in the form of small fish ponds, increase of forest game species, and in public knowledge of and appreciation for wildlife resources. Such a program requires time, information, continuity of action, a constructive approach, and money. This state can become a leader in wildlife conservation, with the resources and potentialities found within its borders, if the people are willing to follow a constructive course of action.

In variety of wildlife North Carolina ranks high. It is the opinion of experts that if the wildlife resources were developed to their potential, North Carolina would rank at or near the top among the states in the United States.

Probably no resource can be made to catch the imagination of school children as can the wildlife resources of the state.

Water Resources

The water resources of North Carolina constitute one of the greatest elements of natural resources in a state which is rich in natural wealth. Every natural condition favorable to the intensive use of the water resources can be found in the state, and the rapid and varied development of the state has been due in no small degree to the use of these abundant water resources.

North Carolina as a state is very dependent on its rivers as a source of income. A survey of the state income would show a large figure derived from industries that are totally dependent on good water. These same industries furnish employment for a large number of the citizens of the state and thus provide a livelihood for them. Every drop of water in a stream has a certain amount of potential power or income to the state, and unless it is required to give up this potential the citizens of the state are losing.

Water is the life blood of civilization for without water even life cannot exist. Water, like soil, is a basic natural resource upon which the community, the state, and the nation must depend in part for economic stabilization. *The development of a community stops when its water supply ceases to meet the overall demand.*

Quality of water is as important for the wise use of the streams as is the quantity of water. Industries are constantly requesting information in regard to the quality of water before locating on a proposed site. Often some element in the water will prevent an industry from locating on a given site since this element will prevent the proper treatment of their raw material. Quality is also

vital to power development since some impure elements will attack the machinery and make it useless in a few years. Drinking water also depends on the chemical elements in water. Some elements, if present in small quantities, may be helpful to the health of a community, but an excess will be dangerous.

With the growth of civilization has come one of the largest problems in the use of the streams. Not only must the streams furnish the life blood of civilization, but under present conditions they must carry away the waste of civilization. Everyone is vitally interested in having good clean water for his own use but seems to care little about the water his neighbors have to use. So often a town will go to great expense to secure treatment for its drinking water but will not spend anything for the treatment of its waste. A great burden is commonly placed on towns downstream to secure a good water supply because some town upstream refuses to treat its water.

Another serious problem that is seldom mentioned from a pollution standpoint is the lack of soil conservation. Each year thousands of acres of the best soil are washed from the land to settle behind dams or be carried to the sea. For years the attention of the public has been called to this problem, but still, the rivers are muddy and the reservoirs are being filled.

North Carolina is fortunate in her water resources capable of producing power. It is even more fortunate in the abundance and quality of her streams and ground water resources for the sustenance of plant, animal, and human life, and as the indispensable basis of a wide range of industry that requires an abundance of water with a minimum of chemical impurities.

Human Resources

There is ample justification for suggesting that, of all the resources in the world, human resources, people themselves, are the most vital. Surely *the ultimate reason for husbanding social and natural resources is to assist in the development and conservation of human life and personality.*

One method of measuring human loss is to examine mortality rates in North Carolina. If that is done, one finds that in 1940 thirty-seven states had lower death rates than North Carolina. If the death rates for the best state, rural or urban, for each age group had applied to the population of North Carolina, there would have been about 50 per cent fewer deaths among our population than actually occurred in that year. This preventable personal, social, and economic loss is tragic waste.

Human health, happiness, and efficiency are dependent upon more than freedom from disease and physical disability. An in-

creasing amount of social organization and services is needed for the welfare of the healthy as well as for that of dependents, delinquents, and defectives. The needs in this field require a broad positive program, ranging from child welfare services to the care of the aged.

Large numbers of persons of all ages are receiving inadequate financial assistance through local welfare programs. Only six of the 100 counties are meeting minimum health and decency needs of dependent children. Approximately one-third of the counties fail to meet 70 per cent of what dependent children should have. No county meets more than 90 per cent of the minimum needs of the aged, and one-third of the counties meet less than 70 per cent of the need.

The inadequacy of health and welfare facilities and services is of serious importance to the educational program of the state. Only very rarely will the services available to children be of a higher standard than the services generally available to the entire community.

The health and welfare of children cannot be separated from the total health and welfare picture in the community. If we really value human life and personality, then it must be given the protection and conservation it requires. Protection of human resources requires the wealth resulting from the development of human resources, which in turn is the responsibility of education.

Agricultural Resources—Some Basic Facts

The 100 counties in North Carolina comprise 31,450,880 acres, of which 18,617,932 are in farms. Slightly over 40 per cent, or 7,601,290 acres, of the farm land is classified as cropland.

In 1945 the total population of the state was slightly more than 3,500,000, with 39 per cent, or 1,391,000, engaged in farming. Another 22 per cent, or 790,000, live in rural areas or villages of less than 2,500 population.

In 1946, North Carolina's rank among the forty-eight states was 2nd in farm population, 3rd in cash farm income from crops, 29th in cash farm income from livestock and livestock products, and 13th in total cash farm income. The per capita cash farm income was \$550 as compared with \$1,005 for the United States.

Income. Cash farm receipts per capita in 1946 were about three times as large as in 1941 (\$550 compared with \$181). Eighty-three per cent of this came from crops, with the three major crops, tobacco, cotton, and peanuts, accounting for 71 per cent of the total. Tobacco alone made up 57 per cent of the total. Major

enterprises ranked in order of cash receipts are tobacco, cotton, poultry, dairy cattle and dairy products, peanuts, and hogs.

Land Use. Only about 40 per cent of the total farm land in North Carolina is classified as cropland. In 1946 (North Carolina Agricultural Statistics), one-fourth of this cropland was devoted to the production of tobacco, cotton, and peanuts which accounted for 71 per cent of the total cash receipts. Hay crops led in acreage with 2,521,000, followed by corn with 2,160,000.

Capital. In modern farming, labor cannot become very efficient without adequate capital, that is, land, buildings, livestock, machinery, tools, and materials. The South has a lower ratio of capital per farm worker than any other region in the United States. In North Carolina, the total capital per farm worker in 1945 was \$3,091. The corresponding 1945 figure for the United States is \$7,167. The operating capital per farm worker in North Carolina in 1945 was only \$558. The corresponding 1945 figure for the United States was \$1,627.

Labor. Under present conditions, labor is the largest single item the farmer has to sell. For example, labor accounts for about 60 per cent of the cost of producing tobacco and cotton. Considering the amount of capital per farm worker, it is obvious that the farmer must depend mainly upon the sale of his labor through farm products for most of his income. The usual return upon the average investment per farm worker is only a trifle compared with the amount necessary for a desirable standard of living.

The nature of agriculture is such that it is difficult for the farmer to keep his labor employed at productive work throughout the year. The labor required for the crops and livestock produced in the state in 1945 amounted to 70,584,000 man days. The amount available during the same year, a year in which farmers complained about the labor shortage, was 113,230,000 man days. This shows a surplus of nearly 60 per cent, an indication of inefficiency somewhere along the line.

Size of Farms. Many farms in North Carolina are too small for efficient operation. The average acreage of cropland per farm is only 26.4, and in 1945 only 21.3 acres of this was used for crops which were harvested. The average for the United States is 76.9 acres with 60.2 acres used for harvested crops.

Ratio of People to Land. There are too many people on the land to afford them full-time employment and an adequate standard of living with a medium type of agriculture. In 1945, there were 395,909 (census data) farm workers in North Carolina. This means an average of less than 20 acres of cropland per farm worker,

while the average for the United States is 54. The productive labor required on North Carolina farms amounts to an average of only 245 days per farm or 178 days per farm worker. This is not sufficient employment to promote efficient production and a high standard of living for the rural people. The basic fact is that the farm labor is underemployed, partly because it is inefficient manual labor.

Ratio of Operating Capital to Workers. Farmers do not have enough equipment with which to work. Production is too dependent on hand labor. The \$558 worth of operating capital reported per farm worker in North Carolina for 1945 could mean little more than a work animal and a few horse-drawn tools. The average operating capital per farm worker in the United States is about three times this figure (\$1,627).

Soil Fertility. The soils, topography, and climate in North Carolina are such that many problems of erosion control and the maintenance of soil fertility arise in connection with the present land use pattern. The upward trend in crop yields during the last decade should not be construed as evidence of the absence of this problem, but rather as evidence of the productivity of modern technology and scientific management. The problem of maintaining and improving soil fertility is one of utmost importance and one which must not be overlooked in the development of a sound agricultural program.

Productive soils and forests from the mountains to the sea, water for the growth of plants and for the development of electrical power, sunshine as a source of life-giving energy in plant growth, and minerals beneath the surface of the land are North Carolina's natural resources. All wealth springs from them. The extent of the wealth that can be had from these resources will depend on the extent to which a combination of science and engineering, applied by people, can develop them.

One of the requirements of a great state is to make the maximum and most efficient use of its soils, forests, and water resources to meet the needs of its people. In this respect, North Carolina has problems as well as unusual opportunities for progress. Everyone knows that no industry can survive and be prosperous if it functions only on a 25 per cent efficiency basis. Yet that is what North Carolina agriculture is trying to do. One needs only to glance at the sources of North Carolina farm income to realize that this is essentially true. Today over 70 per cent of the total farm income comes from the sale of tobacco, cotton, and peanuts. But these crops are grown on only about one-fourth of the open land on farms in the state. In other words, three-fourths of the farm

land of the state, not in woodland, is only furnishing the farmers of the state less than 30 per cent of the total farm income. *This problem of putting all acres to their most efficient use is the basic problem that needs to be solved before a really permanent prosperity can be achieved.*

In the second place, no agriculture is permanently prosperous if it has the resources of soil and water to feed its people and then neglects to do so from the production of its farms. Yet North Carolina is importing milk to the extent of over 60,000,000 pounds a year. At the same time, its people are only consuming half as much milk as should be consumed for good nutrition. All this is happening with three-fourths of the farm lands of the state providing less than 30 per cent of the total farm income. Most other animal products are not produced in sufficient abundance to meet the demands of the consuming public.

In the third place, no agriculture is permanently prosperous if its system of farming does not take into account the conservation of its soil, its forests, and its people. Single crop farming, especially if that crop is planted in rows, is not a conserving type of farming. The soil is subject to washing and leaching which cause it to lose in value with time. On the other hand, a diversified type of farming, which calls for pastures, hays, small grains, and animals in addition to the cash crops, lends itself to conservation farming. Grass is not grown on a hill to make it look green. Grass is grown on that hillside to prevent erosion, and to feed a cow that will give milk that will help to rear a better boy or girl. That is conservation farming. It conserves people as well as soil.

Rural Electrification. One of the outstanding developments in the state and in the nation, for that matter, during the last decade or so has been rural electrification. In 1935 only 3.2 per cent of the farms of North Carolina had electricity, while at the present time approximately sixty per cent of all farms in the state are electrified. In 1935 there were 9,700 farms with electricity. At the present time there are at least 170,000 farms with electricity, and many thousand will be added before the end of the current year. In addition to the farms there are some 100,000 other rural electric consumers in North Carolina. Approximately 270,000 rural families, farm and nonfarm, now receive electricity, as compared with approximately 10,000 such families at the beginning of the rural electrification program thirteen years ago.

Rural Organization. Modern living in rural North Carolina is becoming increasingly dependent upon and interrelated with many forms of social and community organization, beginning with the

informally organized rural neighborhood and ending with the agricultural activities of nations working together on a world basis.

Agricultural functions, once considered the exclusive interests of the individual farm family, are now recognized as joint responsibilities of families, communities, organizations, and of local and state governments. Soil conservation, agricultural production and marketing, farm credit, home economics education, and related functions are now organized activities at local, state, and national levels.

The expansion of the farmers' social horizon and the growing complexity of their organizational activities places new responsibilities upon the system of public education. Farm men and women of tomorrow must be taught how to be more efficient in their group activities. They must be taught how to think in national and international terms. They must learn how to work together in local, state, national, and world movements. This means that more attention must be given to training rural youth to become effective leaders in both public and private types of organized activity. This by implication includes more emphasis upon personality development and character formation as well as upon teaching techniques of social leadership.

Our Urban Resources

Urban and rural North Carolina are partners in the social and economic life of the state. Town and country people so depend on one another for a variety of goods and services that they are joined inseparably in a common destiny. The cities of the state, nevertheless, discharge certain functions especially crucial to the state's future as the result of a continuing mechanization of agriculture, more large farms, fewer small farms, and the pressing need for a higher standard of living that requires greater urban employment and increasing industrialization. Obstacles to the efficient operation of cities, complex mechanisms that they are, are likewise of crucial importance. Unfortunately, the importance of urban resources and urban problems tends to go unrecognized in a state whose urbanization and growing industrialization is comparatively recent and whose rural traditions and thought-ways are persistent.

North Carolina's cities perform the same services, rest on the same economic and social bases, as cities everywhere. These services and facilities, and the human organizations which create and sustain them, are the "resources" of cities. They are indispensable in the life of the state. Serving country and city people alike are the general urban resources of (a) wholesale and retail distribu-

tion, (b) manufacturing, (c) specialized and higher education, (d) specialized medical care, (e) recreation, and (f) central organization of finance, transport, communication, and government. Thus, North Carolina people, even in the most remote mountain "hollow," come to participate in the world economy through markets and other specialized services of Carolina's cities.

For their residents, cities offer *local urban resources*. These consist of six general types plus certain resources primarily for city residents, namely: housing; neighborhood; a variety of groups based on common interests of work such as politics, religion, personal preferences and the like; civic identification; primary and secondary schooling; and varied "community facilities" ranging from grocery stores to garbage collection. These things children need to be taught.

Industrial Resources

According to the last census of manufactures in 1939, the total value of manufactured products was the largest for any of the southeastern states and was exceeded in this respect in the South only by the value in Texas, which has about five times the area of North Carolina. North Carolina leads the southeast in number of wage earners in industry, wages paid, and value added to raw materials by manufacturing processes.

In spite of this progress, North Carolina is still far behind in average income which measures the means of citizens and governs the standard of living. At the same time, the ability of the citizen to pay taxes limits the amount and quality of public services, such as education. Reports by the United States Department of Commerce for 1940 ranked North Carolina in 42nd place in per capita income—\$316 compared with the national average of \$575. Trends since that time indicate that the relative position of the state has improved to some extent.

One of the most logical means of increasing the earning capacity of the people is through the processing of more raw materials into finished manufactured products. Almost without exception, the most prosperous states are those where industrialization has progressed to the greatest degree. Greater industrialization means not only a higher and surer return for the producer of the raw material, but, in addition, provides more employment opportunities for workers and more profit for the investor.

North Carolina labor has in the past been drawn largely from the farm, and this source will continue for some time to be a reservoir for factory workers. As a matter of fact, leaders in public thought are showing concern over the problem of finding employment in the future for farm labor which is being steadily replaced

by machinery. It is estimated that approximately half of the boys now growing up on the farms will not be needed for the future operation of those farms. The modern trend is toward larger agricultural production with less labor, a situation brought about partly by better farm methods as well as by mechanization.

The wisest future course seems to be summed up in better utilization of the natural resources. This emphasizes the best possible preparation of human resources to solve the problems of life—education slanted toward greater appreciation of opportunities which surround us and toward the preservation of natural resources at the same time they are used.

A greater understanding of the natural resources and their potentialities will naturally suggest specific opportunities for their utilization for manufacturing purposes. This should lead toward a wider dispersion and greater diversification in industry, two features that are now being stressed.

Industry close to the farm will help to solve many social as well as economic problems. It will help to retain those benefits that are inherent in a people who live close to the land and helps avoid the disadvantages of congested urban areas.

Income Payments. Perhaps the best measure of economic progress is contained in yearly releases by the United States Department of Commerce which shows income payments to individuals by states. It was in 1936 that the total income payments to individuals in North Carolina first reached the billion dollar mark.

By 1942 income payments to individuals had increased to \$1,859,000,000 and by 1945 to \$2,575,000,000. Total income payments to individuals in 1946 amounted to \$3,031,000,000, and it is quite certain that there has been a considerable increase since the end of 1946. One generous estimate places the increase as high as thirty-five per cent.

The per capita income payments to individuals in North Carolina in 1946 amounted to \$817, which was sixty-eight per cent of the average for the United States. It is gratifying to know that while North Carolina still ranks low, forty-first, in per capita income payments to individuals, the state has made considerably faster increases in per capita income during recent years than has the nation as a whole. This is shown by the fact that while the per capita income for the United States increased almost exactly 100 per cent from 1940 to 1946, the per capita income for North Carolina increased from \$316 to \$817—a gain of approximately 160 per cent. In 1940 the per capita income was 55 per cent of the national average. *In 1946 it has risen to 68 per cent of the national average.*

Between 1940 and 1945 the average family income in the United States increased by 69 per cent, while the increase in North Carolina was 110 per cent. In 1940 the North Carolina average family income was \$1,386, and was 65 per cent of the national average of \$2,133; but in 1945 North Carolina showed an average of \$2,912, which was approximately 81 per cent of the national average of \$3,613. It is due to the large size family that North Carolina ranks better on a family basis than on a per capita basis.

Bank Resources. Another important item of economic progress is reflected by the unprecedented growth of bank resources in North Carolina during the last few years. North Carolina once ranked at or near the bottom in per capita bank resources and still ranks low, 42nd in 1946, but the bank resources have increased much faster than the national average. A decade ago the total bank resources of North Carolina amounted to approximately \$430,000,000. At the present time the bank resources total better than \$2,000,000,000, an increase of some 400 per cent in ten years. The nation's bank resources increased approximately 100 per cent from 1941 to 1946, while North Carolina bank resources increased approximately 200 per cent during that five year period. The increase in bank resources in North Carolina during the year 1944 alone was greater than all the bank resources that the state had accumulated up to thirty years ago. It is authoritatively claimed that the banks of North Carolina today could finance a duplicate of the entire industrial set-up of the state without calling on help from the outside.

Recreation

It is doubtful if any state surpasses the range of recreational resources from inland seas and ocean front to unsurpassed mountain scenery. No section of the state is without recreational resources. Almost the only recreational facilities not found in North Carolina are those associated with snow and ice, and the major income from recreation is derived from people seeking *escape* from areas blanketed with snow and ice.

The recreational facilities of the state have been developed largely on a haphazard and private basis. Public concern with the recreational potential in North Carolina is recent in its beginning and totally inadequate in its present status. There does not exist today a competent analysis of the recreational resources of the state. Certainly this is a subject that should have prominent place in the education of the children.

LIBRARY SERVICE

Another outstanding development during the last few years has been the growth of public library service, particularly rural service. State aid to public library service was voted by the General Assembly of 1941. At the present time the percentage of North Carolinians who have access to public libraries is greater than in any other southern state. Ninety of the 100 counties have county wide service and receive county and state funds. When the bookmobiles now on order are delivered, eighty-one counties will be served by seventy-one bookmobiles. In most measures of library service, North Carolina is still below the national average. However, the state does not rank anywhere near the bottom as was the case only a few years ago. The present state aid appropriation of \$275,000 a year authorized by the 1947 General Assembly is making it possible for tremendous strides to be made in library service for all people of the state.

RESOURCE ADMINISTRATION

North Carolina's high birth rate and relatively dense rural population have caused an unusually large number of people to be dependent on the primary industries for a living. It would have been surprising therefore if this pressure had not resulted in some wasteful exploitation, even serious depletion, of the state's resource base. Although land, forests, and wildlife are still squandered at a disturbing rate, much of the ruthless exploitation which marked the past has been halted.

Many well considered programs of resource utilization are proving effective demonstrations and have strong popular support. Nevertheless the greed and the mistakes of the past have produced an unbalance which it will take widespread understanding as well as considerable time to correct. To state that progress will require a concert of effort is but another way of saying that much of the program will have to be a public program.

Through the years state action to check the needlessly rapid repletion of natural resources has moved successively from mere legislative prohibition or restrictions to positive programs of research, education, regulation, subsidization, and public ownership. Of course, not all of these techniques are wholly applicable to each resource.

Principles to be Observed in Resource Administration

If North Carolina's natural resources are to be administered in a manner to insure their full potentialities, there are several fundamental principles that need to be observed.

The state, in the management of its public forests, parks, game refuges, and various resources needs to *apply those principles of administration which have proved sound in private enterprise*. They include such principles of organization as designation of clearly recognized levels of responsibility, and the use of boards only in advisory, reviewing, and rule-making capacities. The activity being regulated should be represented but should not be in position to dominate. The public interest should always be paramount. Interest representation on policymaking boards should not be carried to the point where the board becomes an aggregation of special pleaders.

There are also sound *principles of fiscal management which are essential to good administration*. These include budgetary control, a continuous check on collections, proper bonding of collectors and treasurers, centralized purchasing in so far as practicable, and an independent audit. All of these principles are pretty generally applied in both state and local government. In fact, it is in the realm of fiscal management where resource administration in North Carolina has reached its highest level of achievement.

There are also sound *principles of personnel administration*. The best available talent will not be attracted to the public service unless the pay is good, working conditions are pleasant, and there is security of tenure, recognition of superior performance, and opportunity for professional growth. These are the elements of a merit system. The states which have adopted such policies, generally speaking, have the best administered resource programs and the greatest degree of public confidence in these programs.

In administration of natural resources, another principle needs special emphasis, that is, *a recognition of the unity of nature*. *Soil and water, flora and fauna, are all interdependent, and any program which affects one resource has an effect on the other*. The draining of a swamp may bring rich land into cultivation and thereby promise to strengthen the economic base of a community. If, however, it has the effect of lowering the water table on surrounding farms, destroying a natural habitat for small fur bearing animals, and perhaps destroying the feeding grounds for migratory birds the apparent gain may really be a loss.

These other effects should be anticipated and given a proper weight in deciding a course of action. Or again, the establishment of an industry in a new location will bring employment, markets, and new business opportunities. But perhaps it will also ravage the forests and pollute the streams, thereby not only precluding a recreational development but possibly also the attraction of any further industry. These hypothetical illustrations reveal the danger

of single purpose agencies, and the absolute need for a coordinated program.

In addition to these principles of administration which need to be observed by the state in the performance of its functions, there are, of course, *principles which the individual landowner should observe*. There are principles of crop rotation, adapting land use to its use capabilities, and the application of capital and labor in proportion to productivity. There are principles of farm management and of forest management, of short run and long run advantages, and of direct and indirect benefits. But there is a strong tradition in America to achieve the application of these principles by voluntary action. Hence, reliance will be mainly on education, demonstration, and financial assistance, reserving the use of coercion to those situations where the public interest is in great jeopardy or where private interests initiate the request.

Importance of Competent Public Personnel

Although most state employees are conscientious public servants, employment practices have not generally been such as to attract and retain the most competent personnel, nor to produce a high degree of employee morale. Only scattered attempts have been made to interest qualified graduates of North Carolina high schools and colleges in working for the state.

There can be little doubt that the absence of a genuine merit system in all the resource administering agencies of the state has hampered the attraction and retention of the best obtainable talent and that progress has been less rapid as a result. There has been a lack of public confidence and, for that reason, less public support.

Steps to Overcome Barriers

Such things as custom, superstition, and incomplete knowledge cause the continuance of wasteful practices long after the wastefulness has been scientifically established. Woods burning, plowing up and down hill, cleaning out fence rows, and leaving fields naked in winter are practices that are slow to be abandoned but will yield eventually to education. Conservatism and individualism, strong in a rural state like North Carolina, are barriers to sound resource-use.

It is easier to cite the obstacles that stand in the way of the effective use of the state's natural resources than to suggest how they may be removed. There are a few broad generalizations, however, which can be advanced with complete assurance.

Research. First, there must be a well organized and continuing

program of research. This is necessary in order to secure the basic information for determining objectives, establishing programs, and evaluating methods. Such research is indispensable in the case of water and wildlife resources. Industrial wastes and municipal sewage which pollute the water not only kill the fish in many North Carolina streams but constitute the greatest single threat to further industrial development. The degree to which the streams are polluted, the source of that pollution, and the methods of profitable use of wastes now discharged into streams are all important subjects for research. Equally needful are studies of the habits of commercial and game wildlife. Many of the wildlife regulations of the past have been prompted by tradition, superstition, and political expediency rather than by scientifically observed facts. The new Institute for Fishery Research, organized under the auspices of the University of North Carolina, and largely supported by a grant from the Knapp Foundation of New York, will greatly strengthen the research already inaugurated by the Duke Marine Laboratory and the United States Biological Laboratory at Beaufort. A few years of research may well yield the knowledge necessary to revive the fish, shrimp, and oyster industry on the Carolina coast.

There is need for further research in the use of North Carolina minerals. The establishment of the Mineral Research Laboratory at Asheville augurs well for progress in this field. Research in forestry and agriculture is more advanced and also reasonably assured of continuing financial support.

Education. Accompanying increased research, there must be improved education. *The findings of research must be transmitted to the public promptly and in simple understandable terms.* Too often the research agencies have lacked the staff and the skill to do the educational work needed. The Agricultural Extension Service was created to transmit the findings of the experiment stations to the farmers, and it has performed this service exceedingly well through the use of the demonstration method. There have not been equally good facilities to carry to the people the facts about water, minerals, forests, and wildlife. When the demonstration method cannot be used, ingenuity must be employed to disseminate information in a form and in a manner to reach the audience to which it needs to be addressed. Camera, moving picture, radio, and written word can all be brought into use. Much of the material given publicity by public agencies has been of low quality when appraised for its educational value to the general public or to students whose interest should be awakened. The increased emphasis upon resource-use education in elementary and high schools

warrants serious consideration as to both the materials and the methods that may be effectively used.

Of the 1,600,000,000 board feet of lumber cut in 1943 from 17,000,000 acres of forest land, 300,000,000 feet or less were cut under the influence of educational work pertaining to protection and to wise use of forests through the application of good forestry practices.

A considerable portion of the cut over area which is not restocking satisfactorily should be planted to young forest trees. Education concerning forest planting, particularly its economic feasibility and probable financial returns, will have to be stressed before planting will actually be commensurate with the need for it.

The past and present widely prevailing practice of using high grade or potentially high grade material for a low class use should receive attention. For example, the use of sawlog size pine timber for flue and stove wood because it splits easily should be largely replaced by the use of low quality hardwoods, which would be just as well or better suited for that purpose. Education should stress the making of the best use of each class of timber in our forests.

A greatly enlarged and intensified campaign is urgently needed to impress the people of North Carolina with the importance of forests to their economic and social welfare. The success of forestry in North Carolina rests on a thorough understanding of the value of forests and forest products to individuals, communities, state, and nation. Without such awareness by all our citizens, desirable measures for forest management will be difficult to attain. Education to bring about this understanding should reach all segments and age groups in our population.

AN EVOLVING CURRICULUM FOR THE SCHOOLS

Our cities are growing. People are being forced off farms into other lines of work. New industries are needed and are being established in the state. Tourists need more things to challenge their interests. New markets are needed for our products. As the solutions to these and other problems are found, new problems will arise continually. Therefore, *the public school curriculum cannot be static if the schools are to continue to find ways of helping people and communities solve their problems.*

A survey was made of school practices in representative communities of the state to determine to what extent this challenge is being met. The evidence assembled in connection with this study shows that some of the elementary and high schools of the state are making outstanding contributions. Unfortunately, it is

apparent that many of the elementary and high schools are still carrying on school programs with little regard to the resources of their community, state, and region. Although progress is being made, there are still too few schools that make any provision for an adequate study of resources.

One of the tragedies in the state, as in other states, arises from the fact that in general the schools in the poorest sections of the state are giving least attention to this important problem. In general the program in those communities in which the need is greatest tends to be the most stereotyped and academic and to make the least constructive contribution to the improvement of community life and welfare. Generally speaking, only where teachers are far enough advanced and are strong enough to get away from almost complete reliance on the textbooks is much real progress to be found.

Some encouraging trends by the more experienced and capable teachers were brought to light. Many of these teachers are finding ways to include some of the major objectives in their present school curriculum. They are discovering, too, as has been shown in numerous researches, that when children can deal with real problems and have time for direct observation their learning is improved, they are more interested, and they retain the information longer. Teachers, likewise, find a greater challenge in their work.

From a composite of the many school experiences reported, an outline of how schools become an active force in building community welfare can be constructed. The educational purposes of such schools are welded into a force for social action.

School Action to Develop Community Resources

The principal of a consolidated twelve grade school in one community found that his school was "a world apart" from the life of the area. He knew that many of the teachers in this town of 15,000 persons had the same idea. He knew also that the idea of relating the school program to community life would be viewed with skepticism by many community leaders and a few of his teachers.

He talked with some of the teachers about the situation. They thought it would be a good idea to use certain community leaders as speakers or discussion leaders in several classes. This would begin to get the school and various community leaders better acquainted.

At a faculty meeting, in response to a teacher's suggestion, it was decided to draw more community leaders into the school program. But some of the teachers also wondered if they should not

make a list of leaders who would be most helpful for various instructional purposes. It was finally agreed that a first step would be for the teachers to work with their students in developing a survey to determine the people on whom they could draw for assistance.

The mayor talked to the ninth grade civics class on how their town government is operated. A doctor talked to pupils in eighth grade general science on how hookworm enters and affects the body and what precautions should be taken in their area. A soldier who had been in Africa and China talked to a fifth grade class about geography and people of those countries. A merchant met several times with third graders to show them how he used addition, subtraction, multiplication, and fractions in his grocery store.

As this process went on, the community began to take new interest in the school, and the school began to look more toward the community. After the doctor had worked with the eighth grade science class and they had taken a field trip to study sanitation problems in their community, several of their English class periods were used to write a letter and a memorandum to the Parent Teacher Association and Chamber of Commerce proposing a survey of health and sanitation in the community. After more study they also wrote an article on the subject which was published in the town's newspapers. These activities began to arouse considerable community interest in the problem.

The Chamber of Commerce, Parent Teacher Association, and the school called a meeting of representatives from business, city government, industry, the local newspapers, county health department, the State Planning Board, and the State Board of Health. A special committee of school students, with several teachers, attended.

After a long discussion, the group decided that the community should make a thorough study of health and sanitation conditions. A small committee drawn from the group was authorized to proceed with the study in such a manner as to use all community groups and agencies needed. Plans were made to use the neighborhood as a center for the survey.

The steering committee set up for each study subject a committee consisting of citizens, several high school students, at least one teacher, and several specialists from state agencies and nearby institutions of higher learning. This group worked together throughout the project.

For the school, this opportunity meant that *learning experiences for youth were oriented to real life situations*. The community itself became a source of instructional material. Children had

contact with situations and specialists which otherwise would have been impossible. Great care was taken to achieve a balance by comparing the local situations with situations in other communities and nations.

This study evolved into activities to remedy some of the most pressing needs identified. A city planning board was established to carry on continuous study with community leaders. A slum clearance project was undertaken. A recreational program for all age groups was initiated. The school continued its close union with the community providing an ever expanding and enriched education program for youth and adults. An active community council was started with broad participation by citizens and agencies.

Personnel Training Programs Needed

The kind of school needed can operate only with a highly qualified staff. The school assumes a leadership relationship to adults, it works with specialists from many different types of public agencies, and it interprets scientific principles from life situations rather than from textbooks alone. The three R's become tools for solving life problems and thereby become more meaningful. In a very real sense, teachers and administrators must become skilled observers and guides of human behavior.

Not enough colleges and universities are turning out the teachers and administrators needed for this type of school, and not enough community leaders are demanding the kind of school which is a community educational force.

The encouraging note is that schools, like people, can grow in power through experiences, through in-service training, and through self study and action. Communities can grow in their competence to overcome barriers preventing full development of their capacity for human service. Colleges and universities can also grow, if they wish, in their ability to turn out educators and lay citizens who see the power that is theirs for molding a better world.

NORTH CAROLINA RESOURCE-USE EDUCATION COMMISSION

North Carolina has already begun to develop a program designed to utilize to the fullest the natural, human, and social resources of the state in its educational program, through the North Carolina Resource-Use Education Commission.

This commission appointed by the Governor, was established in 1946. Fifty state agencies are represented on the commission. An executive board of eight members and a staff of three members

have developed the program in coöperation with the fifty agencies represented. The State Superintendent of Public Instruction serves as chairman of the executive board.

Eight area centers have been developed at eight teacher training institutions: The Woman's College, University of North Carolina, North Carolina College, East Carolina Teachers College, Elizabeth City State Teachers College, Appalachian State Teachers College, Western Carolina Teachers College, Shaw University, and Saint Augustine College. A faculty committee and an advisory committee composed of representatives of the non-school resource agencies in the area guide the program at each of the eight institutions.

Resource workshops for teachers in service, adapting resource information to present courses, preparation of printed and visual materials, and consultant help to schools in the service area are some of the means these institutions are using in developing their area programs.

Members of the Resource-Use Education Commission and staff members of the agencies they represent have assisted in the preparation of reports on the resources of the state for use in the colleges and public schools. A resource-use guide is in preparation which will help teachers adapt the information to various subjects and grade levels.

The University of North Carolina and several of the area centers have developed extension programs designed to facilitate coöperation among the educational and resource agencies, so that more information about the development of the natural, human, and social resources can be integrated into the school program. Numerous state and regional conferences have been held at college centers to facilitate the school and non-school agency coöperation.

Over a hundred schools in the state are now developing resource-use programs which will guide the development of the state-wide program.

The fifty agencies on the North Carolina Resource-Use Education Commission should continue to try to find more and more ways to incorporate new scientific discoveries about resources into the school program. This will help people to make new and ever-changing adjustments to an everchanging environment. Education must assist the people of North Carolina to meet the challenge of today and help them to look forward to a better future.

An education program geared to the needs of people and communities, using all its natural, human, and social resources to the fullest, will help North Carolina take its place among the leading states in the nation. North Carolina has the resources, the people,

and the institutions; the people need only the will and zeal to work together toward maximum development of all resources.

SUMMARY OF RECOMMENDATIONS

1. *Adequate and comprehensive plans should be carefully developed to assure much more effective utilization of the human and physical resources of the state than is found at the present time.* North Carolina has sufficient resources to support a much higher and much richer level of living than its citizens now enjoy. Many of these resources have either not been fully developed or are partially being wasted. It is of the utmost importance, therefore, that the state undertake, as one of its major projects, a program which will assure the proper development and utilization of all resources.

2. *The educational program of North Carolina should be organized and designed to help to prepare the people of the state to make major use of their resources.* The evidence which is available indicates clearly that a high level of education is necessary for proper development of resources. A poorly educated and unskilled people can provide for themselves only a low standard of living and cannot compete successfully in a modern industrialized civilization.

The schools and colleges of North Carolina should at once definitely and conscientiously undertake a program which is planned to improve the ability of all citizens to understand and use to best advantage the resources of their communities and state and thereby improve the level of living.

3. *As a means of attaining this objective, the educational structure of the state should be designed to place maximum emphasis on development of local leadership and initiative.* The extent to which North Carolina will succeed in improving its economic and cultural level will, in the final analysis, depend on the extent to which the people in each community are challenged to make their maximum contribution. That is basic to progress in a democracy. State controls that discourage or thwart local effort should be eliminated.

4. *Much greater financial effort to provide an adequate program of education should be made in the immediate future as a means of getting underway promptly the type of program which will be needed during coming years.* The greatest effort must be made during the next few years in order to assure needed progress and provide the required momentum. Thereafter, as growing skills produce greater wealth, it will be easier for people of the state to bear their tax burden.

5. *Much greater attention should be given to assuring educational opportunities in the most backward communities which are more nearly equal to those now provided in the most progressive communities in the state.* While North Carolina has made much progress toward providing equality of educational opportunity between rural and urban, white, Indian, and Negro, and the least wealthy and the most wealthy counties, the evidence indicates that there is urgent need for much further progress. No community in the state should be required by law, directly or indirectly, to make a financial effort greater than is required in any other community in order to provide an adequate minimum foundation program of education for its children.

6. *The curriculum of all schools and educational institutions should be designed to include and give greater emphasis to those factors and experiences which will help the citizens of the state to solve their urgent problems of health, housing, low income, and depletion of natural resources.* Merely teaching facts about the state will not meet the needs. The curriculum must be designed to provide experiences that will be meaningful to all students so they will be in better position to develop the necessary knowledges and skills, and to apply them more effectively.

Some additional specific steps which should be taken to improve the educational program as it relates to more effective utilization of the resources of the state are suggested below.

(a) More adequate policies and procedures should be developed so administrators, teachers, pupils, and parents can identify and study effectively resource-use problems involving pupil, school, and community needs. For example, the school day and class schedule should be flexible enough to permit field excursions, large blocks of working time for coöperative projects and instruction, and an interchange between such departments as home economics, vocational agriculture, science, and social studies. Instructional materials such as films, pictures, records, collections, demonstrations, state, and local publications should be used more effectively so as to lessen the dependence on the text as a means of teaching. Projects by the school or special classes to study the community with a view to aiding in its improvement should be encouraged and planned for as a part of the regular curriculum. Wide variety of instruction should be provided to meet the needs of all pupils, including those going to college, those not going to college, and those who are handicapped, in order to hold in school most of those now lost from the first grade to the twelfth.

(b) Teacher education institutions should become laboratories for training teachers in the art of studying resources, means of

improving resources, and the technique of working with all agencies able to contribute to the solution of resource-use problems. Extension classes, professional training for in-service teachers and off-campus work by all staff members should be made a part of the regular work of all teacher-training centers, so as to develop a consciousness of local and community problems, and help in their solution. College faculties should conduct field studies and resource-use training programs in the service areas of these institutions. Summer and year-'round workshops in resource-use should be a part of all teacher-training programs where teachers can work with non-school agencies and various subject-matter specialists on resource-use problems. Training schools and classes where practice teaching is done should be considered resource-use headquarters, and necessary demonstrations, materials, and equipment provided. Advisory groups of representatives of non-school agencies should be used by colleges to assist in orienting the instruction around local, area, and state resource problems.

(c) As many instructional materials as possible should be developed at the local level by classes, workshops, and community groups. Workshops and training institutes should be developed before school and throughout the year to stimulate interest in the study of community problems and to give teachers experiences in working on them. Vocational agriculture teachers, home economics teachers, and science and social studies teachers should be used as in local workshops to acquaint the other teachers with the best means of developing and using local resources.

(d) Means should be found to make available to schools more materials which have been prepared in coöperation with such agencies as health, agriculture, welfare, and conservation. These materials might well include additional films on North Carolina resources and methods of improving their use. The significant research findings already published and to be published should also be rewritten for school use, preferably by a staff trained in the resource field and in education. A guide on resource-use should be prepared for the whole state to assist schools in beginning a resource-use program.

(e) Schools should be considered as community centers and their facilities made available for adult education, special training, recreation, and youth groups. Schools, camps, playgrounds, parks, and similar facilities should be considered as potential classrooms for year-'round programs.

(f) More adequate assistance should be provided by the State Department of Public Instruction to help communities and schools with program planning and to aid the work of the North Carolina

Resource-Use Education Commission in its program of providing materials on resource-use, channeling the help of non-school agencies into the teacher training and public school programs, promoting an understanding of and desire for greater development and use of our resources by all groups, and promoting an adult program of resource-use education.

CHAPTER II

THE INSTRUCTIONAL PROGRAM

EVIDENCES of progress in education and of sincere efforts to improve the character and quality of instruction in North Carolina are widespread over the state. However, *the scope and quality of the instructional programs vary greatly from county to county, from city to city, among schools within counties and cities, and among classes within schools.* Some school programs are operating that provide very limited educational opportunities while other school programs in the state are contributing maximally to the growth and development of those who attend.

ESSENTIALS OF A COMPREHENSIVE INSTRUCTIONAL PROGRAM

A comprehensive instructional program should provide opportunities to acquire skills in the fundamental tool subjects. It should promote healthful living, creative activities, the use of resources, social understandings, and wholesome recreation. *The curriculum should be broad enough to meet the needs of all children and youth regardless of whether they will attend college or work in the home, on the farm, or in industrial plants.*

The concept of what the nature of the elementary instructional program should be has changed considerably during the past few decades. Once the chief, if not sole, function of the elementary school was considered to be the development of literacy. Today, the good elementary school provides for all children in attendance a healthful, attractive school environment; adequate instructional materials, supplies, and equipment; a curriculum planned to provide all round growth; realistic attention to health needs; progressive growth in command of the fundamental skills; opportunities for creative experiences; participation in and understanding of the democratic process; adaptation of the curriculum to individual needs and abilities; a program of instruction related to the community served; and teachers with professional training and opportunity to grow in service.

The tremendous increase in the proportion of youth who attend secondary school has changed the nature of the instructional program at this level also. At one time the secondary school existed primarily to prepare students for college. It now exists for all youth. The good secondary school has broadened its offerings and adapted its program to provide for the increased diversity in ability, interests, and purposes among secondary school youth. It seeks to provide an instructional program that will meet the

following needs which all youth have in common¹ namely the need to (a) develop salable skills, (b) develop and maintain good health and physical fitness, (c) understand the rights and duties of the citizen of a democratic society, (d) understand the significance of the family for society, (e) know how to purchase and use goods and services intelligently, (f) understand the influence of science on human life, (g) appreciate literature, art, music, and nature, (h) be able to use their leisure time well and to budget it wisely, (i) develop respect for other persons, and (j) grow in their ability to think rationally.

The Operation of an Adequate Instructional Program

In a real sense, an instructional program is only as good as the instructional personnel. For the successful operation of an adequate instructional program, therefore, teachers must be well educated, favorable working conditions must be provided, and supervisory services must be available to help teachers meet the needs of children and youth. When the teacher realizes the purpose of the school in the lives of children and youth, he gives thought to what he is doing and how he is doing it. He knows why he uses the time as he does, why he uses the textbooks as he does, why he uses materials as he does, and why children react as they do. These considerations mean that he regards the needs and interests of the children as basic to his organization of the learning activities.

How well the individual teacher does his job is dependent to a considerable extent upon the quality of instructional leadership. Supervisory instructional leadership should be competent and helpful in (a) stimulating the personal and professional growth of all teachers; (b) furnishing leadership for a long term program of curriculum development; (c) organizing study groups leading to curriculum improvement; (d) helping individual teachers to plan learning units; (e) arranging for conferences, inter-visitation among teachers, workshops, and other in-service education techniques; (f) coordinating the work of special consultants in such fields as music, art, crafts, and recreation; and (g) bringing about greater unity and balance in the total curriculum.

A good program of in-service education planned cooperatively by administrators, staff members, and teachers is given impetus by the consultative services of the supervisor. These services are most effective when they are rendered through the principals. This procedure does not limit the contact of the supervisor of instruction with the classroom teacher, but develops understand-

¹These are further explained in the chapter on Secondary Education. See also: *The Imperative Needs of Youth of Secondary School Age.* (The Bulletin of the National Assoc. of Secondary School Principals. Vol. 31, No. 145, March, 1947.)

ings which make possible more effective counseling with those teachers who seek it.

Within the individual school, much responsibility for the quality of the instructional program rests with the principal. In far too many schools, the principal's time is consumed with administrative and clerical duties which frequently should be delegated to someone else. Principals are expected to provide instructional supervision and guidance. One of the most valuable techniques for the improvement of instruction is a cooperative effort by teachers and principal in the individual school, working together as a unit, in seeking solutions to the school's major problems.

Inasmuch as the success of the supervisor is dependent upon his ability to stimulate improved practices and provide direction for the instructional program, integration and articulation must be well established. Special supervisors should not be expected to coordinate the instructional program within a given administrative unit. Only a person trained for general supervision, with a wide acquaintance with both elementary and high school areas, should be given this task. *With general supervision the twelve year program functions as a whole school development, insuring a proper balance in school activities.*

Instructional Program Desired by North Carolina Citizens

The citizens of North Carolina were given an opportunity through a check list to indicate the type of instruction they desire the schools to provide for their children. Answers reveal that *the citizens are not satisfied with a stereotyped instructional program.* Approximately 95 per cent of those replying would like for the schools to do the following:

- (a) Prepare children, youth, and adults for life in a democracy.
- (b) Provide health education and health services for children and youth.
- (c) Encourage children and youth to think clearly, logically, and independently.
- (d) Adapt the instructional program to meet more adequately the needs of children and youth.
- (e) Develop in children and youth a moral and ethical sense which will aid them to appreciate their personal worth and that of their fellowmen.
- (f) Assist children and youth to master the tools of learning and communication.
- (g) Develop in children and youth an understanding of and the ability to meet responsibilities as citizens.

(h) Develop in children and youth an understanding of the world in which they live and the ability to adapt themselves to their environment.

(i) Provide children and youth with opportunities for developing skills necessary to make a living.

(j) Provide opportunities whereby children and youth may develop an understanding of, appreciation for, and ability to contribute to the arts.

(k) Provide children and youth with opportunities to participate in wholesome forms of recreation and play.

(l) Provide adult and community services.

Citizens were asked to indicate for what groups tax supported schools should make provision. About one-half of citizens responding to the check list consider the present twelve grade program sufficient. At least half would like to have the schools provide kindergartens for children under six years of age, two years of vocational training and (or) junior college work above the twelfth grade, and educational programs on a part time basis for out-of-school youth and adults.

Approximately half the citizens would like to have tax supported schools provide buildings and services for community use during the entire school year. Approximately this same number want adequate school lunches for all pupils at a reasonable price, and adequate facilities for testing and advising children and youth regarding selection of and preparation for their life work.

Citizens are interested in the continued education of out-of-school youth and adults. They believe that public educational facilities should be made available for such training, and propose home-making and parent education, as well as job training. They suggest that science, fine arts, democracy, recreation, hobbies, dramatics, and crafts be taught out-of-school youth.

The question was asked, "Should public schools use part of the time now devoted to regular textbooks to study community problems?" Two-thirds of the parents replying to this question answered "yes."

Two-thirds of the citizens believe that all children should be required to take mathematics, science, history, English, home-making, reading, and vocational courses. Less than one-third suggest that foreign languages, art, and music be offered on the high school level. Nearly one-half of the parents believe that pupils should be taught about all economic theories, all political parties, and all religions.

Citizens want the schools to provide those services which help

the individual realize his potentialities as a well rounded citizen. A statement from a parent is significant. She says:

"Those of us who are educators and those of us who are parents want the same things for our children. We want them to have good homes, good schools, good nutrition, sound bodily and mental health, and the security that comes from shared affection. To do this the program of instruction must be the outgrowth of co-operative planning. In this way it will promote complete harmony and give life-like meaning to school procedure."

PRESENT INSTRUCTIONAL PROGRAM IN NORTH CAROLINA SCHOOLS

The suggested design for a twelve year program in North Carolina schools outlined by the State Department of Education (see Bulletin No. 235) provides adequately for the basic needs of children and youth. However, actual practices do not conform to the projected program. *Handicapped by inadequate personnel, buildings, equipment, materials, and supplies, action has not kept pace with vision.*

North Carolina lags behind most states in provisions for art, music, and shop work. No provision is made in the present foundation program of the state for music teachers, supervisors, or consultants. The lag is due largely to lack of money for facilities and staff. *Other factors accounting for limited offerings and services are tradition and the large number of small high schools.* When new subjects such as music, art, and health education are considered by the traditionalists as "fads and frills," these subjects have difficulty taking their place in the school program.

Some of the teachers are teaching the essentials well; others are doing a poor job of teaching even the "three R's." *While some instructors are teaching children how to study effectively or how to think through and solve their problems of everyday living, others are spending time on memorization and meaningless details.* There is an absence of definite planning for consumer education, and a lack of experiences in the schools which would aid pupils in making intelligent decisions as purchasers of goods and services. Many schools rely too heavily on textbooks and give too little attention to community needs, personal needs, vocational training, and practical problems of living.

The instructional program at all levels seriously needs to focus greater attention upon the individual pupil. Knowledge of the pupil as an individual is basic to the effective teaching and guidance of youth. In many elementary classrooms, especially in large elementary schools, teachers must teach from forty to fifty children, and consequently, are forced to neglect the needs of individual pupils. More attention should be given to the individual

pupil on both the elementary and secondary levels. The area of counseling and guidance is seriously neglected at the secondary level.

These deficiencies in the present instructional program of the schools of the state are to a large extent responsible for their poor holding power. The per cent of losses in 1947 in elementary schools for white children was 4.9; in schools for Negro children it was 5.8. The per cent of losses in 1947 in high schools for white youth was 9.9; in high schools for Negro youth it was 11.7. Almost half the pupils who entered high school in 1944 withdrew before graduation in 1947. Of the pupils entering the ninth grade in 1944, the following per cent graduated: white girls, 57.2; white boys, 51.5; Negro girls, 42.7; Negro boys, 42.3. The instructional program of the small high school in North Carolina, limited almost entirely to the five academic fields of English, mathematics, social studies, science, and foreign languages, is designed to meet the needs of pupils who plan to enter college. This probably accounts for the tremendous withdrawal of pupils for whom the offerings are inappropriate and ineffectual.

It is a definite responsibility of the public schools to provide the type of education and learning environment which will help each child to develop his abilities to maximum capacity for useful service. In approximately one-half the elementary schools the learning environment is unsatisfactory. Chairs and tables for group work are lacking in approximately two-thirds of the elementary schools. More than half of the classrooms are too small, and three-fourths of the schools have almost no space for storage of instructional supplies. Instructional materials, on the whole, are fairly satisfactory. Some materials other than textbooks are available in nearly every school. However, less than half of the schools use such materials as current events papers, children's magazines, and collections of classroom pictures.

Most unsatisfactory of all are the provisions for materials in the areas of audio-visual aids, science, health, and practical and fine arts. All schools indicate a need for the proper selection of materials, and especially for the development of plans to insure adequate selection, care, and use of materials of instruction. Provision should be made for teacher participation in the selection of these materials. Most schools are not taking advantage of community resources as tools for useful and effective learning.

Operation of the Instructional Program

On the state level, the personnel for the Division of Instructional Service includes a director, four elementary supervisors, a high school supervisor, a school library adviser, a physical and health

education adviser, and vocational supervisors. There are allied services of educational and occupational guidance, school lunch supervision, a consultant in mental health, school health coördinators, and a director of resource-use education. A supervisor of special education is to be provided.

The personnel of the Division of Negro Education includes a director, assistant director, a supervisor of Negro high schools, an elementary supervisor, and personnel for a few allied services.

Of the 100 counties in the state, only fifteen employ a white supervisor. One county has a supervisor each for elementary and high school. In the 100 counties there are 34 Jeanes supervisors employed, one in each of 34 units. Most of these supervisors do part-time teaching or act as both principal and teacher. Only nine are full-time supervisors.

Eight of the seventy-one city administrative units employ a white supervisor of general instruction. One of these units has both a primary and an upper elementary supervisor. Approximately fifteen county and city administrative units have the services of certain special supervisors such as music, art, library, physical education, and audio-visual education. The committee observed that where there is special supervision more effective work in these special areas is being done. However, special supervision would be greatly strengthened by the services of a general supervisor responsible for coördinating the entire instructional program.

There is much evidence that general supervision improves the effectiveness of instruction. The modern program of supervision makes possible the maintenance of a rich and varied curriculum in the school. The following outline, taken from the handbook of one of the counties having supervision, is an example of the type of instructional program developed coöperatively by supervisory personnel:

SUPERVISORY PROGRAM, 1946-47

Long term objectives:

1. Understanding growth and development in children
2. Intelligent selection and use of instructional materials
3. Providing a balanced daily program

Other objectives:

1. Efforts at more complete guidance
 - a. Wise use of cumulative records
 - b. Centers of interest and creative work

- c. Social living period
- d. Pupil participation in clubs and otherwise
- e. Art, music, dramatics, health and physical education
- f. Free reading with teacher direction
- g. Individualized instruction including diagnostic work
- 2. An enriched curriculum
 - a. Use of audio-visual aids
 - b. Use of community resources
 - c. Attention to exceptional children
 - d. Current affairs
 - e. Education for peace
 - f. Aviation education
 - g. Attention to standards
- 3. Meaningful library service
 - a. Standards
 - b. Complete organization
 - c. Book selection
 - d. Use of books

Methods of approach:

- 1. Stimulate vision for in-service education
- 2. Promote coöperation of principal, teacher, and supervisory staff
- 3. Friendly classroom visits
- 4. Individual teacher conferences
- 5. Group conferences within local buildings
- 6. Group conferences in educational conference room
 - a. Inexperienced teachers
 - b. Teachers new in system
 - c. Grade and departmental meetings
 - d. Divisional meetings of primary, grammar, high school
 - e. Special problem groups
- 7. Participation in staff meetings
- 8. Assistance in professional study
 - a. Selection of helpful materials
 - b. Suggest and help with research
- 9. Working with principals in individual buildings
- 10. Promoting the use of professional library
- 11. Planning for intervisitation
- 12. Planning for demonstrations

- 13. Distribute mimeographed bulletins and annotated bibliographies
- 14. Participation in principals' meetings
- 15. Follow-up visits
- 16. Keep records on developments
- 17. Encourage experimentation
 - a. Screening
 - b. Testing
 - c. Techniques
- 18. Opportunities for teacher sharing
 - a. County-wide teachers' meetings of local NCEA unit
 - b. Committee meetings of NCEA unit
 - c. Meetings of Association for Childhood Education
- 19. Attendance at P. T. A. meetings
- 20. Encourage non-professional experiences for teachers
- 21. Provide consultative services
- 22. Encourage use of county and state curriculum bulletins
- 23. Have informal contacts with teachers
- 24. Provide a handbook for teachers and principals
- 25. Supervisory staff meetings

In a North Carolina county which has had supervision in the elementary grades for several years, 95 per cent of the children were promoted for the school year 1946-47, while in a neighboring county which has had no supervision in recent years, only 88 per cent of the children were promoted. In a city unit which has had continuous supervision for about ten years, 95 per cent of the children were promoted, while in a nearby comparable city with no supervision only 92 per cent of the elementary children were promoted.

The achievement tests given to children in grades four and six this year show the following variations in results between those children in a unit with supervision and those in a unit with no supervision. The grade equivalents for fourth and sixth grade children in the unit with supervision were 4.60 and 6.48 respectively. In the unit with no supervision they were 4.09 and 6.30. *Not only did total achievement rank higher in the schools with a supervisory program, but the achievement in most individual subjects also was greater.*

These test results show achievement in only the mental aspects of the pupils' attainment. Such factors as health habits, person-

ality development, citizenship training, creative ability, and guidance, which may also be improved through supervision, are not so readily measured.

That parents are deeply concerned about improving the quality of teaching is shown in a recent resolution of the State Parent-Teacher Association: "We request positive action on an improvement in the quality of teaching through in-service training, summer workshops, and an adequate supervisory program at the local level."

Supervision makes possible an in-service education program to improve instruction. A supervisor working closely with the superintendent and principals stimulates professional growth in teachers and gives direction to the entire instructional procedure. Through coöperative planning, principals become supervisors of the instructional work within their schools. The end product is improved achievement for children and youth.

Criticisms of Present Instructional Program by North Carolina Citizens

Citizens were asked to indicate undesirable practices commonly found in the schools. Among the practices mentioned frequently were:

- The schools are not thorough enough.
- There is too much use of workbooks.
- Teachers depend too much on textbooks.
- Teachers try to cover too many unimportant details.
- Teachers do not give enough attention to the individual pupil.
- Too many teachers try to hold all pupils to the same standard of work.
- Teachers fail to inspire pupils to do their best work.
- Poor discipline is too often in evidence.
- There is a lack of emphasis on understanding the community.

Citizens feel that certain phases of learning should receive more attention in school. *Phases of learning most frequently mentioned as requiring greater emphasis are: understanding what is read, getting along with others, becoming a well rounded personality, understanding the operation of government, preparing for marriage and parenthood, studying effectively, appreciating music and art, and acquiring sound moral values.*

Approximately one-half of the citizens replied in the affirmative to the question, "Do college entrance requirements handicap high schools in giving the best type of education to school pupils?" Citizens want the schools to provide training which will make the individual a well rounded person who is a competent per-

former in the economic field and in his relationships with other human beings.

Achievement of Pupils Under Present Instructional Program

One purpose of the schools is to teach children and youth skillful use of language and numbers. These are the tools needed in everyday living. A survey of schools would be incomplete without a measurement of how well these tools are being mastered.

Comparisons in the achievement of pupils were made between rural and urban children, white and Negro children, and children of small and large schools. Tests were given in grades four, six, nine, and twelve as samples of pupil achievement. Since the tests were given in February the norms for grades 4, 6, and 9 were 4.6, 6.6, and 9.6 respectively. The median norm for the 12th grade would obviously be the 50 percentile.

Test data indicate that rural white children in all four grades are more advanced in all subjects than rural Negro children but are less advanced than urban white children. The greatest variation in average achievement is in the twelfth grade. The variation is consistently greater as the grades advance from four to twelve.

Urban white children in all four grades are more advanced in all subjects than urban Negro children or rural Negro children. Again, the greatest variation in average achievement is in the twelfth grade, with the variations from grades four to twelve consistently increasing.

Fourth grade average achievement in schools for white children varies from 3.99 to 4.69 with a median of 4.27 in county units, and from 3.88 to 5.44 with a median of 4.49 in city units. The variation for sixth grade is 5.53 to 6.61 with a median of 6.22 for county units, and 5.54 to 7.42 with a median of 6.4 for city units. Ninth grade achievement varies from 6.85 to 9.29 with a median of 8.33 in county units, and from 8.48 to 9.88 with a median of 8.93 in city units.

Fourth grade average achievement in schools for Negro children varies from 3.08 to 4.41 with a median of 3.6 in county units, and from 3.38 to 4.28 with a median of 3.7 in city units. The variation for sixth grade is from 4.43 to 6.44 with a median of 4.99 in county units, and from 4.46 to 4.76 with a median of 4.66 in city units. Ninth grade achievement varies from 5.49 to 7.42 with a median of 6.39 in county units, and from 6.32 to 8.09 with a median of 6.78 in city units.

Average achievement for seniors in schools for white youth varies from percentile 22 to 47 with a median of 26 in county units, and from percentile 22 to 58 with a median of 43 in city units. In schools for Negro youth the average achievement for seniors varies

from percentile 6 to 39 with a median of 18 for county units, and from percentile 2 to 15 with a median of 11 for city units.

Test data thus indicate that urban children are achieving at a higher level than rural children, and that white children are achieving at a higher level than Negro children. These differences in achievement increase with advancement in grade level. They are probably the result of many factors, such as differences in the training of teachers, degree of supervision, variations in attendance, and differences in the equipment and facilities available for learning activities.

The testing program would indicate that when more adequate provisions are made for buildings, equipment, materials and supplies, well trained teachers, and professional leadership, pupils will make more satisfactory progress in the skill subjects. Tests do not measure the many fine intangibles of the modern school program. These are evaluated in terms of what happens to the individual as he assumes his place in society. Does he have well established health habits? Is he a good citizen? Does he make a contribution to improved living in the community?

It would not be feasible to attempt a regular testing program in the North Carolina schools which proposes to measure all aspects of the school's work. A more comprehensive testing program of the skill subjects would be useful, provided the results were interpreted in light of the educational opportunities available to children and youth.

IMPROVING THE INSTRUCTIONAL PROGRAM IN NORTH CAROLINA

In order to raise the general level of the quality of instruction in the public schools of North Carolina certain important steps must be taken: (a) the concept of the function of the school must be broadened; (b) the offerings and services of the schools must be extended and improved to meet more adequately the needs of all children, youth, and adults; (c) the school program must be organically whole, not broken into segments, for the learning process is continuous and cumulative; (d) schools must be active participants in the life of the community; (e) schools must be organized and administered so that democratic attitudes and behavior result from the educational endeavor; (f) schools must provide all children and youth with competent teachers who are at the same time persons who exert a wholesome influence upon children and youth; and (g) the character and quality of professional leadership must be improved.

The concept of the function of the school must be broadened if the public schools are to provide the offerings and services North Carolina citizens are demanding. North Carolina citizens want

the schools to stimulate the growth and development of children and youth physically, mentally, socially, and spiritually. Many citizens would broaden the scope of the school's function still further to include improvement of the quality of community life. They feel that the community should be a better place in which to live because of the school and its program of services. Thus, according to the citizens of North Carolina, the public schools should contribute to the growth and development of children and youth as individuals and as wholesome and helpful participants in group living, and should contribute to improving the quality of living in their community.

If this broad concept of the function of the public school is to become operative in North Carolina, *the offerings and services of the schools must be extended to meet more adequately the needs of children, youth, adults, and the community.* The present offerings of too many schools are confined within too small a compass. They lack vocational offerings; adequate experiences are not provided for the emotional, social, and spiritual development of children and youth; community services are extremely limited; pre-school services, adult services, offerings for out-of-school youth, and special offerings and services for exceptional children are practically non-existent. A large number of the small high schools in North Carolina will never be able, without excessive cost, to offer anything but a minimum program. To include the subject offerings and pupil services needed by youth will require a faculty of from three to five times as large as can be employed with the budget available to a small high school of fewer than 200 to 300 pupils. Wherever possible it is essential that pupils from these small inadequate schools be given an opportunity to attend a school large enough to offer an adequate program.

The total educational program should make possible adequate offerings and services from early childhood through adulthood. At present North Carolina provides for only a part of this span. The years before six are ignored and the post-high school years are provided for in a partial way only. Adult education, vocational education, and special education, too, need considerable expansion if the needs of the state are to be met. The offerings and services of the schools must be extended into all areas of living and to all children, youth, and adults if schools are to accept their full responsibilities.

The school program must be organically whole, not broken into segments, for the learning process is continuous and cumulative. The education program should be conceived and operated as a whole, as one program. In this report, elementary education, secondary education, vocational education, and adult education

are discussed in separate chapters as phases of the state's education program, but all of these phases are considered integral parts of one whole.

The unified program of education should be the result of cooperative development by all persons and agencies concerned. Teachers, principals, county health authorities, service clubs, patriotic groups, parents, and children should have an opportunity to participate in and contribute to planning the total educational enterprise. This does not mean that special interest groups should dictate school policy, but it does mean that as a social institution the school must serve the needs of its community.

A school program which is so conceived and operated will have a statement of objectives which has received majority approval as the result of cooperative thought. It will provide for an easy transition from home life to school life. The school will have an over all curriculum plan which will insure breadth and continuity of learning experiences.

Schools must be active participants in the life and activities of communities. Learning experiences are more vital and real for children and youth, and teachers learn individual needs of children, youth, and communities better when the degree of participation in community life is high. Even though the community school concept is being accepted in certain communities in North Carolina, community schools are not general over the state. The use of school facilities for community purposes is quite limited in many sections. Failure to use the environment—physical or social—in teaching was frequently observed.

Schools must be organized and administered so that democratic attitudes and behavior result from the educational endeavor. Democratic behavior is learned behavior which is essentially based on three factors: (a) respect for personality; (b) the ability and willingness to use cooperative means in solving problems; and (c) the ability and willingness to rely on the use of intelligence in the solution of problems.

Daily school living can be planned and administered so that democratic behavior may result, and good democratic citizens may be developed. Within the realities of our changing culture facts and skills are needed, but right attitudes and behavior patterns are even more imperatively needed.

Schools must provide all children and youth with competent teachers who are at the same time persons who exert a wholesome influence upon young persons. The supply and quality of teachers is a matter of deepest social concern not only in North Carolina but also in the nation.

Recent teacher shortages are developing a general public awareness of the importance of providing satisfactory conditions under which teachers may work. Conditions which teachers consider need improvement are indicated in their answers to the question: "What could be done to improve teacher morale?"

Their replies were, in order of frequency of mention: lighter teacher load, better salaries, closer cooperation between parents and teachers, better buildings and equipment, and more adequate instructional materials.

The character and quality of professional leadership must be improved. Democracy needs, most of all, creative leadership. This leadership must be constantly making proposals which lead the community along the road of idealism. The delicate task is to keep these ideals "one step" ahead, while delegating the practical responsibilities to those whose "feet are on the earth." Sometimes we lack leadership because we fail to develop it. We prefer to use the same leaders until we wear them out instead of developing new leaders.

No greater need confronts the citizens of the communities of North Carolina than that of initiating and maintaining a program of instructional improvement which will effectively meet the needs of children, youth, adults, and society.

A deterrent to the development of a comprehensive program of education in North Carolina is the lack of adequate supervisory personnel at the state and local levels. A further deterrent is the lack of a sufficient number of school principals who are providing real instructional leadership. Principals should be expected to provide instructional leadership and should be given time to provide such leadership. *A state school system is never going to rise much higher than the level set by the leadership of the individual school principal.*

Vision and bold planning are necessary if the educational needs of North Carolina's young people are to be met. If planning is to result in placing North Carolina among the top ranking states educationally, far reaching and courageous steps must be taken to (a) provide educational leadership of the highest quality at the state, county, and community levels; (b) secure and maintain a thoroughly competent teaching staff for all schools—urban-rural, elementary-secondary, and white-Indian-Negro; (c) effect an adequate structural organization of schools; and (d) provide an adequate financial base to support and guarantee a rich instructional program for all children, youth, and adults of North Carolina, regardless of race and place of residence within the state.

SUMMARY OF RECOMMENDATIONS

1. *The instructional program of the schools of North Carolina should be sufficiently comprehensive to provide for the all round growth of children in the elementary grades, and, in the secondary grades, for the basic educational needs which all youth have in common.* The elementary schools should provide the help pupils need in the fundamental tool subjects, health, science, citizenship, family life, consumer education, literature, art, music, nature, use of leisure time, creative activities, use of community resources, and social understandings. It should provide adequate instructional materials, supplies, and equipment, and a healthful and attractive school environment.

In addition to a further development of the foregoing, the secondary schools should provide opportunities for and assistance in the development of salable skills.

2. *Sufficient supervision should be provided for the operation of an adequate instructional program.* Supervisory instructional leadership should be competent in stimulating the personal and professional growth of teachers, furnishing leadership for curriculum improvement, and bringing about greater unity and balance in the total curriculum. The services of the supervisor are particularly effective when they are rendered directly to the principals, who then may become supervising principals.

3. *North Carolina schools, supported by North Carolina citizens, should provide the type of instruction which citizens desire for their children.* Phases of learning most frequently mentioned by citizens as requiring greater emphasis are understanding what is read, getting along with others, developing a well rounded personality, understanding the operation of government, preparing for marriage and parenthood, studying effectively, appreciating music and art, and acquiring moral values.

4. *The instructional program at all levels should focus greater attention upon the individual pupil.* In many elementary classrooms, especially in large elementary schools, teachers must teach from forty to fifty children, and, consequently, are forced to neglect the needs of individual pupils. More attention should be given to the individual pupil at the secondary level, as well, particularly in the area of guidance and counseling.

5. *In order to increase the holding power of the schools, the instructional program should be broadened to provide for the needs of each pupil.* The limited program of the small high school in North Carolina, designed largely to meet the needs of pupils who plan to enter college, probably accounts for the tremendous

withdrawal of pupils for whom the offerings are inappropriate and ineffectual.

6. *The learning environment, particularly in the elementary schools, should be improved.* There is special need for movable furniture, storage space for instructional supplies, and more instructional materials in the areas of audio-visual aids, science, health, and practical and fine arts. Library services should be extended and improved. Community resources, as tools for useful and effective learning, should be more widely used.

7. *Educational opportunities should be equalized for all children throughout the state, regardless of race and regardless of place of residence.* Test results indicate that urban children are now achieving at a higher level than rural children, and that white children are achieving at a higher level than Negro children. In so far as possible, factors responsible for these differences, such as differences in the training of teachers, degree of supervision, variations in attendance, and differences in the equipment and facilities available for learning activities, should be eliminated.

8. *The results of testing programs should be used for the purpose of diagnosing learning difficulties and developing needed programs of remedial teaching.* Tests are valuable when properly used but largely constitute a waste of money and effort when given merely for the purpose of obtaining scores which are put in the files. Test results must always be interpreted in light of the general background and educational opportunities available.

9. *The concept of the function of the school should be broadened.* The public schools should contribute to the growth and development of the young as individuals and as wholesome and helpful participants in group living, and should contribute to improving the quality of living in the community.

10. *The offerings and services of the schools should be extended to meet more adequately the needs of young persons, adults, and the community.* This would involve making plans and ultimately developing provisions for an adequate educational program from the kindergarten through the fourteenth grade, as well as for exceptional children, out-of-school youth, and adults.

11. *The school program should be organically whole, not broken into segments, for the learning process is continuous and cumulative.* Elementary education, secondary education, vocational education, and adult education are each an integral part of one state educational program.

12. *The unified program of education should be the result of co-*

operative development by all persons and agencies concerned. Teachers, principals, county health authorities, service clubs, patriotic groups, parents, and children should have an opportunity to participate in and contribute to planning the total educational enterprise.

13. *Schools should be active participants in the life and activities of communities.* While in North Carolina the community school concept is being accepted in certain communities, community schools are not general over the state. Learning experiences are more vital and real, and teachers learn individual needs of young people better when the degree of participation in community life is high.

14. *Schools should be organized and administered so that democratic attitudes and behavior result from the educational endeavor.* Daily school living can be planned and administered so that democratic behavior and good democratic citizenship results.

15. *Schools should provide competent teachers who are, at the same time, persons who exert a wholesome influence upon children and youth.* A thoroughly competent teaching staff should be secured and maintained for all schools—urban-rural, white-Indian-Negro, and elementary-secondary.

16. *Longer periods of service for school employees are desirable.* A longer period of service each year will provide opportunities for remedial work, community work, arts and crafts, music, improved planning, and study.

17. *Adequate methods and means for continuous evaluation of the instructional program should be employed.* Good evaluation is essential as a basis for determining strengths and weaknesses and planning needed improvements.

CHAPTER III

THE PROGRAM OF INSTRUCTION IN THE ELEMENTARY SCHOOLS

ELEMENTARY schools constitute the basic unit of the public school system of North Carolina. The elementary school program should provide for all children a broad basic education for citizenship and afford the foundation for all subsequent education. It is extremely important, therefore, that the elementary education program be of the highest quality.

The concept of what the nature of the elementary education program should be has changed considerably during the past few decades. Once the chief, if not sole, function of the elementary school was considered to be the development of literacy. Today the *concept of the function of the elementary school has broadened to include not only the development of competency in the command of basic skills but also the provision for growth experiences in the areas of health, emotional balance, maturity, citizenship, recreation, and creative activity.* The elementary school program to be adequate must provide offerings and services which will give children an opportunity to grow as individuals and as socially sensitive participants in group living, and which will improve the quality of community life.

The people of North Carolina have recognized the necessity of supporting a strong program of education in the elementary school. Certification requirements for elementary teachers are as high as those for high school teachers, a school term of nine months prevails for all elementary schools, a single salary schedule exists for all teachers, and the elementary school program has been expanded to eight years. Thus the foundation for a strong elementary program already exists and should make possible continuous improvement of elementary school instruction.

Further recognition of the importance of the elementary school is exhibited in legal requirements with respect to school attendance. North Carolina laws require that children attend school between the ages of seven and sixteen, inclusive, and permit attendance at the age of six. As shown in Table 1, approximately 685,000 children are now enrolled in the first eight grades. While the enrollment during recent years has shown a small decrease, the recent increase in the birth rate will soon reverse this trend.

Table 1

Enrollment in the Elementary Grades, 1940-41 to 1946-47

Grade	1940-41	1941-42	1942-43	1943-44	1944-45	1945-46	1946-47
1.....	143,790	140,162	131,785	125,697	118,622	118,334	115,231
2.....	100,551	101,079	101,770	98,229	94,383	94,543	93,474
3.....	97,061	95,821	96,237	96,420	93,208	92,488	91,395
4.....	93,084	93,266	90,895	91,367	91,282	90,484	89,546
5.....	86,297	86,861	85,926	83,695	83,255	85,846	85,175
6.....	83,092	78,534	78,306	76,963	75,220	77,126	79,385
7.....	74,453	73,726	68,937	68,699	68,233	68,582	70,763
8.....	66,593	64,673	60,361	57,920	58,625	60,996	60,916
TOTAL.....	744,921	734,122	714,217	698,990	682,828	688,399	685,885

Kindergartens and nursery schools are not now a part of the public school program, although legislation permits local administrative units to support kindergartens. North Carolina children who are fortunate enough to attend kindergartens and nursery schools are enrolled in private schools on a tuition basis. These schools function under the general supervision of the State Superintendent of Public Instruction.

The typical pattern of school organization in North Carolina provides an eight grade elementary school and a four year high school. In a few instances the seventh and eighth grade groups are in junior high schools or in six year high schools. Curriculum bulletins produced for guidance of local schools recognize this organizational pattern and afford guidance for development of the program in each of the eight grades in the elementary school. These bulletins recommend content and experiences to be given children in language arts, social studies, natural sciences, fine arts, and health and physical education.¹ Consequently all children in North Carolina should develop competence in each of these areas.

CHARACTERISTICS OF A GOOD ELEMENTARY SCHOOL

The committee responsible for the study of elementary schools agreed that the people of North Carolina want and deserve the best schools possible for their children. The committee studied carefully the nature of a good elementary school and arrived at a statement which embodies ten characteristics of such a school. Development of this study was then planned on the assumption that a good

¹ State Department of Public Instruction: *A Suggested Twelve Year Program for the North Carolina Public Schools, 1942*; *Science for the Elementary School, 1941*; *Art in the Public Schools, 1942*; *Music in the Public Schools of North Carolina, 1942*; *Language Arts in the Public Schools of North Carolina, 1945*; *Studying the State of North Carolina*; and *Handbook for Elementary and Secondary Schools, 1947*.

elementary school provides (a) a healthful attractive school environment; (b) adequate instructional materials, supplies, and equipment; (c) a curriculum planned to provide all round growth of the child; (d) realistic attention to health needs; (e) progressive growth in command of the fundamental skills; (f) opportunities for creative experiences; (g) participation in and understanding of the democratic process; (h) adaptation of the curriculum to individual needs and abilities; (i) a program of instruction related to the community served; and (j) teachers with professional training and opportunity to grow in service.

In attempting to appraise the adequacy of the elementary schools of North Carolina, the committee developed a check list which included practices exemplifying each of the ten characteristics. Preliminary visits were then made to representative schools in each of the sixteen selected administrative units by consultants and committee members to try out the check list. Necessary adaptations were made as a result of preliminary visits. Plans then were perfected to use the check list in the 305 elementary schools of the sixteen units. The four elementary supervisors of the State Department of Public Instruction and committee members visited most of the elementary schools in these units, held conferences with principals and teachers, and requested elementary teachers to evaluate their teaching and their school through use of the check list. In addition, the committee examined data on file in offices of the State Department of Public Instruction, and studied published reports, curriculum bulletins, and other publications pertinent to a study of the elementary schools. All of the information thus collected provides a comprehensive picture of selected elementary schools and thereby a representative picture of all elementary schools of the state.

CURRENT STATUS OF THE ELEMENTARY SCHOOLS OF NORTH CAROLINA

If children are to learn most effectively, a modern elementary school must provide a healthful, attractive, and stimulating environment. Hence the school environment should be characterized by attractive, livable, and spacious classrooms, healthful surroundings, adequate playground space and equipment, and school grounds conducive to wholesome living. *Elementary schools in North Carolina range from those in which the environment is wholly satisfactory to those in which the environmental surroundings actually hinder effective learning.* In the 305 elementary schools of the selected administrative units, slightly less than half of all the classrooms are adequate in size, only about half the classrooms and halls are neat and attractive, adequate handwashing

facilities are available in less than half the schools, only half the schools have adequate space for hanging pupils' wraps, and three-fourths of the schools have practically no space for science collections or adequate storage of instructional supplies. Chairs and tables for group work are available in only one-third of the schools. Approximately two-thirds of these schools have adequate outdoor playground space, but only 15 per cent of the same schools provide play equipment. Approximately one-third of the schools have beautified their outdoor surroundings with shrubs, trees, and grass.

Materials of Instruction and Supplies

A good elementary program is dependent upon availability and use of adequate materials of instruction and supplies. In addition to textbooks, there must also be provided various kinds of art materials, supplementary readers, library books, simple construction tools, maps, globes, charts, films, phonograph records, and pictures. Children cannot learn effectively through the use of textbooks alone; they must see, hear, construct, manipulate, and experiment.

The people of North Carolina have given concrete expression to the need for materials by providing all elementary children with free textbooks and some supplementary materials. Textbooks for the basic program of the first eight grades are provided free to each child in the state. The current plan of selection and distribution of free readers is based on dual adoption in the first three grades, and single adoption for grades four through eight. In addition, supplementary books may be provided through an established rental system. Some funds are also provided for purchase of instructional materials and supplies on the basis of a specified allotment per teacher.

Children in the elementary schools now have available a wide range of instructional materials and supplies. In only a few schools are materials other than textbooks completely lacking, although many schools face serious deficiencies in some types of materials. About half of the 305 schools afford adequate supplementary readers, slightly less than half have an average of three library books per child enrolled, and less than half have current events papers, children's magazines, and collections of classroom pictures related to children's activities. Materials for art experiences are reasonably adequate in most schools. At least three-fourths of all schools provide crayons, colored chalk, paints, paper, brushes, and newsprint. Only nine schools provide finger paint, about 120

schools use clay, and only thirty-one schools use simple construction equipment such as hammers and saws.

The most unsatisfactory provision of instructional materials is in the area of audio-visual supplies. Movie projectors are available to less than one-third of the schools, film strips and slides are used in only 30 schools, and opaque projectors are used in only twenty-three schools. Record players are used in about one-half the schools, whereas the wire recorder and stereoscope are available in only seven schools.

Availability of instructional materials does not, of course, assure appropriate use. Members of the elementary committee observed in practically all schools a lack of satisfactory plans for storage, cataloging, distribution, and selection of materials. In most instances teachers are unfamiliar with current plans to assist local schools in purchase of materials; in only a few instances do teachers participate in the selection and purchase of materials, and often not even in the expenditure of funds collected by assessment of fees on children enrolled. In numerous instances, too, teachers who do purchase their own materials tend to make unbalanced selections. This lack of proper selection is illustrated in the practice of expending all funds for workbooks, as was observed in some classrooms. Furthermore, in only 121 schools are there organized elementary libraries, and in only 46 schools do teachers have the services of trained librarians. *One of the greatest needs of the elementary schools is the development of plans for adequate selection, care, and use of materials of instruction, and the provisions for teacher participation in the selection of these materials.*

Provision for All Round Growth of Children

A good elementary school must provide a balanced program for each child. Hence the elementary program must give consideration to needs of children as they relate to rest, relaxation, recreation, length of school day, and variation in types of experiences which children have at school. Development of the daily program in relationship to children's out-of-school experiences is also essential.

Public school laws in North Carolina require that all children attend school at least six hours each school day. These six hours must be devoted to instruction, including supervised lunch and play periods. Development of the daily schedule is a responsibility of the local school and teacher, but definite suggestions are provided in the *Handbook for Elementary and Secondary Schools*. Suggested schedules included in the handbook provide time for

play, rest, supervised lunch, creative activities, library periods, development of skills, and initiation and development of large units of work. Recognition is also given to the need for planning periods, a balance between active and passive types of work, and for attention to health needs of children.

Wide variations from the general type of schedule included in the handbook are to be found in the elementary schools of North Carolina. Among the schools visited by the committee, less than half of the schedules include definite plans for art activities, music, and periods of active work followed by periods of relaxation. Only forty schools schedule large blocks of time for development of unified experiences about major centers of interest; only sixty-three schools schedule clubs and other similar group activities; and only about half the schools definitely provide library and free reading periods in the daily schedule. The most prevalent pattern followed in scheduling classroom activities emphasizes eight to twelve separate periods with great emphasis on passive textbook-recitation types of activities. This type of schedule generally fails to provide a balanced school day for children in any type of elementary school. Children in rural areas who are transported some distance to school are especially neglected in this type of schedule. For these children in particular the daily schedule should afford opportunities for rest as well as for active participation in individual and group games. In addition, provision should be made in the schedule for profitable recreational or learning experiences during the time these children are at school before formal beginning of the school day and after the close of the school day.

The actual time allotted to instruction should be carefully supervised by the teacher. Although free reading periods, library periods, and individual work periods are definitely scheduled, supervision of these periods should always be provided. In too many instances members of the committee observed that these activities were scheduled and work assigned pupils without adequate teacher participation in planning wise use of these periods. *Instruction and guidance by the teacher are essential if children are to learn how to work effectively, both individually and in groups, and if children are to profit from appropriate scheduling of all types of school activities.*

Realistic Attention to Health Needs of Children

Health education is now recognized as one of the most important responsibilities of any school. Development of a health education program is also recognized as the joint responsibility of teachers,

administrators, health specialists, parents, and pupils. Health education should include the provision of a healthful environment, health service, and health instruction. Each of these phases of the school health program has an important contribution to make to the improvement of pupils' health, health habits, attitudes, and knowledge.

In the sixteen administrative units surveyed, less than one-third of the schools report that health examinations are given regularly, and in only about one-half of these schools are steps taken to correct the physical defects found. Results of the public opinion poll show that only a very small number of North Carolina citizens are reasonably satisfied with the frequency and thoroughness of the physical examination for school children. A feeling is also prevalent that proper attention is not given to the correction of defects found.

A good health program requires that attention be given to health practices in the school. In many schools visited the only evidence of health instruction was the use of the textbook, and in numerous instances there was evidence of violation of health practices. A large number of schools showed lack of regard for standards of cleanliness, since floors, windows, and walls were dirty. About one-half of the schools report that the pupils wash their hands before eating; one-fifth wash their hands after play periods; and one-third wash their hands after going to the toilet. One obstacle to functional health experiences is the lack of proper facilities, which is indicated by the fact that only fifty-five elementary schools provide health rooms for sick children. Provision of adequate sanitary equipment increases children's efficiency in work, prevents waste of time, and encourages teachers to stress the daily practice of certain health habits such as washing hands before eating and taking time to attend to bodily functions.

The daily schedule is also directly related to pupils' health, especially with reference to fatigue. In view of the relationship of the daily schedule to the health of pupils, more attention should be given to schedule planning. A good daily schedule provides time for the cultivation of correct health habits through morning recess, toileting, caring for the schoolroom and grounds, and a well balanced physical education period. Less than half of the schools visited schedule a quiet period before and after lunch.

The supervised lunch period should be a part of the regular school day and should provide for the development of certain habits such as choosing a well balanced diet, washing hands before eating, eating slowly, and observing the usual courtesies that are followed in the home. The increasing number of schools partici-

pating in the school lunch program is evidence of interest on the part of both school and community in the health needs of children of North Carolina.

Certain physical conditions of elementary classrooms have a direct bearing upon the health of pupils. Room temperature and ventilation illustrate conditions over which teachers may exercise certain control. Yet in only half the classrooms was there evidence of adequate attention to proper room temperature and classroom ventilation. Another physical aspect of the classroom which relates to health is lighting. Improper lighting may be responsible not only for eye strain but many times for nervous irritation. Proper classroom lighting is one of the major problems confronting elementary schools. Even in classrooms with proper lighting facilities, classroom furniture was often so arranged that the achievement of good lighting was defeated. For one reason or another many classrooms were not properly lighted.

Since mental health has such a direct bearing on the physical well being of the child, the emotional atmosphere of the classroom is extremely important. The emotional atmosphere of a classroom is difficult to determine, but visitors to the selected schools concluded that a calm, relaxed atmosphere prevails in less than half of the classrooms. Evidence of unhealthy conditions were lack of freedom for children, tension between pupils and teachers, lack of initiative and enthusiasm by children, and fear on the part of the pupils to express themselves freely.

Fundamental Skills

Another characteristic of the good elementary school is the provision of adequate opportunity for children to experience continuous growth in gaining command of the fundamental skills. Effective participation in almost all learning activities is dependent upon the ability to read with understanding, to write legibly with continuity of thought, and to achieve success in the basic processes of arithmetic. *A child's interest in the total curriculum is generally determined by the extent to which he can apply the skills acquired in the three "R's" to related subject fields.* History and science become more interesting when children can read rapidly with comprehension, and music assumes more meaning when children can determine from their arithmetic the relative value of an eighth-note in four-quarter time. Likewise, intelligent membership in the family unit, school life, and a democratic society depends upon the ability of individuals to make full and correct use of the fundamental skills.

To teach these essentials successfully an abundance of instructional materials must be available and the teacher must employ

skillful techniques in her classroom procedures. *It takes skill to teach the skills.* The alert teacher of skills is constantly aware of the abilities, attitudes, and interests of each child, and adapts and adjusts her instructional materials accordingly; she knows the principles of effective learning and uses them in planning her schedules and programs with children; and she is not unmindful of the fact that children themselves should understand why proficiency in the skills is important.

Observations and interviews with teachers in the sixteen administrative units show that approximately one-third of the schools lacked adequate reading readiness materials—easy books, word and phrase cards, charts, and pictures—and therefore were not providing children with appropriate activities for developing skill in independent reading. Only one-fourth of the schools observed showed evidence that children had shared in planning a classroom experience demanding the use of skills. Considerable progress, nevertheless, is noted in the attention which teachers are giving to the individual needs of children. Through study and analysis of child growth and development and by use of simple tests, a large percentage of the teachers are recognizing the rate at which children can learn and are grouping them for maximum progress. Many teachers, however, expressed the need for more challenging opportunities for children with superior intelligence and great potentialities. Large classes were frequently cited as the obstacle preventing sufficient time for work with exceptionally bright children and children who need greater individual attention.

Successful teaching of the fundamental skills requires a flexible plan of curriculum organization. *The amount of time devoted to skill subjects is sufficient in most elementary schools to assure reasonable proficiency in their use.* Despite this allotment of time, however, the test data presented elsewhere in this report show that achievement is still not satisfactory in all schools. Observation and interviews tend to point toward excessive emphasis upon routine memory work in skill periods and lack of relationship between learning the skills and their functional use. Much more emphasis is needed on the use of skills in the solution of actual problems confronted in various areas of the curriculum. For example, very few schools showed indications of the development of large units of work or group projects in which skills may be used. One illustration of how this approach may be employed is the classroom in which children were studying their community. In this study the children used arithmetic skills in analyzing community resources and language skills in preparing oral and written reports. In this instance children were learning skills to a great extent through their use. Hence there should be more experi-

mentation with flexible plans of curriculum organization and less emphasis on a departmentalized type of organization.

Opportunities for Creative Expression by All Children

Another important characteristic of a good elementary school is provision of opportunities for creative expression by *all* children. This characteristic implies that children possess creative ability and must have confidence in attempts at self expression. Such expression may be in song, dance, picture, or other media, but children must be given confidence by arranging for them to get a rich background of experience. "Children cannot create out of a vacuum. They must have something to say and be fired to say it. More time spent in experiencing richly what they are going to make will bear fruit in faster out-pouring of the child's product when he gets started."² Through this rich background of experience the child gains ideas and concepts, becomes interested in and stimulated by a wide variety of things and activities, and will wish to express his thoughts and feelings concerning what he does, sees, hears, feels, or has experienced. No creative expression can be expected until the child has a rich background experience, until that experience has become a part of him, and until he has developed an idea which he wishes to share or express for his own satisfaction. A child who has composed a song or poem will have a better background for understanding music or literature than will the child who has never had this experience.

The citizens of North Carolina desire for their children broad opportunities in the arts. This desire is shown by the fact that three-fourths of the citizens responding to the opinion poll suggested that more emphasis should be placed on development of appreciation for the arts. This same emphasis is recommended in curriculum bulletins of the State Department of Public Instruction. However, *no provision is made in the foundation program of the state for music teachers, supervisors, or consultants.*

Despite this inadequacy of facilities and services in the arts area, North Carolina schools are making an attempt to give some attention to the development of creative ability. Of the 305 schools surveyed 175 report group singing as a part of the regular curriculum. However, very few classrooms are providing an opportunity for children to take part in rhythms or to create songs, dances, or other forms of self expression. Record players are used as an aid to learning in less than one-third of these schools and an even smaller number of schools use the radio. Of the many kinds of art media that can be used to enrich the school program, crayons and

² Natalie B. Cole, *The Arts in the Classroom*, John Day Company, New York, 1940, 137 p.

paper are the only ones used in most of the selected schools. one-third of the schools use tempera paint; one-fourth, clay, one-third, colored chalk. Only nine schools report the use of paints, and less than one-third of the schools provide opportunity for children to write original compositions, poems, or plays.

A great need exists for the schools of North Carolina to work toward giving every child an opportunity for rhythmic and dramatic play, solo and group dancing, and for creating songs out of his own experiences. *All children should have opportunities to engage in construction activities through the use of all available materials; work with others on large group projects in which a creative contribution can be made; sing songs of others developed around their experiences; tell stories; and draw, paint, discuss, or write those things which can be clarified or shared with others through these media.*

Social Learning and Democratic Living

Good elementary schools have a responsibility for developing the skills required for acceptable group behavior and for introducing children to the responsibilities of the democratic way of life. Development of these skills and understandings can be achieved to some extent through direct teaching of social studies, science, and other subjects. This instruction must be extended, however, to include actual participation in classroom affairs. Through participation, children develop responsibility for the care of the classroom, school grounds, public and personal property, books, art and construction materials, and other similar educational aids. Some indication of the extent to which this characteristic of a good elementary school is now recognized may be seen by the fact that 118 of the 305 schools surveyed indicated that attention is given to the skills of democratic living, 127 indicated that these opportunities were practiced "to some extent," and 54 indicated no particular attention to this characteristic.

Participation in group experiences should also include such activities as dramatizations, discussions, conversations, sports, and games. About 80 per cent of the teachers observed were encouraging participation in these activities, particularly as they relate to health and play periods. This participation should also embrace classroom discussions on current school, community, and national problems. Unfortunately these discussions are too often defeated by resort to "busy pencil and paper work." Social learning is further developed when children gain an understanding of group living in the community, for example, understanding such aspects of local government as police protection and the production and

distribution of goods. This type of teaching receives insufficient emphasis, for 122 schools indicated that no special attention is given to group living in the community. One other significant emphasis in social learning is provision of opportunities to develop appreciations for other peoples and for "one world." In the sixteen administrative units observed only about one-third of the teachers are doing much toward developing international good will.

In evaluating the extent to which training in democratic living is occurring in the schools two pertinent inquiries were made. To the first question, "Do children definitely share in determining the policies of the school?", 71 schools said "yes," 172 said "no," and 56 said "to some extent." To the second question, "Do children have opportunities to use democratic procedures in solving classroom and school problems?", 103 schools replied "yes," 88 replied "no," and 106 indicated "to some extent." These tabulations reveal a deficiency in an experience which should be a part of the training of every young citizen in a democratic society.

In a good school, activities in social learning and democratic living are not confined just to the classroom; projects developed during the regular school year should also extend into the summer vacation period. In only twelve schools, however, do art and craft groups, hobby groups, recreation activities, and clubs function during the summer months.

Meeting the Individual Needs of Children

A good elementary school respects the personality of every child. Although children are grouped together by grades, grouped in reading levels, and grouped for committee and special assignments, it is nevertheless true that in good teaching situations the identity of every individual is recognized and preserved. *Superior teaching and maximum learning occur when the individual needs of every child are known and the curriculum is modified and adapted in accordance with these needs.*

To determine the needs of children a teacher must carefully and constantly observe the physical, social, and emotional development of each individual. Factors which would create frustration must be detected and relieved and conditions which would create tensions and undue stresses must be avoided. Evidence gathered in this study indicates that approximately three-fourths of the schools give some attention to this important problem of studying individual children.

One technique which should be used in studying and understanding children is the keeping and using of cumulative records. These records should contain data which reflect the child's

achievements and possibilities as well as personal interests and attitudes. These records can reveal an abundance of vital information which is invaluable to teachers in their attempts at pupil guidance. One-fourth of the schools observed were not using cumulative records to determine what curricular materials should be offered pupils.

One desirable means of determining the individual needs and abilities of children is to be found in the use of a variety of tests, both standardized and teacher developed. The intelligence of a child can be ascertained rather reliably as well as his achievement in relation to his ability. Particular strengths and weaknesses can be diagnosed and paramount interests can be determined fairly well through batteries of well-chosen tests. *North Carolina teachers apparently are not employing these means to the extent which efficiency would demand.* Only about one-third of the schools use intelligence tests, and only twenty-eight schools report the use of diagnostic tests. A surprising discovery was the fact that only four schools have had any experience in making an inventory of pupil interests. Most commonly used of all standardized tests is the achievement battery. Eighteen schools have never given an achievement test.

Another significant aspect of individual child study is the method of reporting pupil progress to parents. There are many devices for reporting progress and, since education is a cooperative process involving both home and school, this matter becomes an important phase of child study. Periodic evaluations of children provide teachers an excellent opportunity for making a summary of individual accomplishments to date and for planning appropriate experiences for each child. In the units surveyed, the most prevalent grading system is the use of the traditional "A-B-C" symbols. Fifteen schools report to parents with the terms "satisfactory" and "unsatisfactory." Likewise, only fifteen schools prepare narrative reports for parents, although this practice seems to be gaining in popularity since thirty-three schools are beginning this system. Interviews with teachers indicate that this technique would be employed to a greater extent if principals and supervisors would encourage its use. Eighteen schools are holding conferences with parents to discuss individual pupil progress and there is evidence that this practice is becoming increasingly desirable. Whatever symbol or practice is used, the parents should be invited to share in evaluating pupil growth and development.

Closely allied with the grading system is the problem of promotion policies. Because children are different, *so-called grade standards are of less importance than individual pupil growth standards.*

In determining whether or not children should be promoted many factors should be considered, such as chronological age, social and emotional development, physical maturity, and progress in relationship to ability. Observations in the schools visited indicate that teachers are considering these factors in determining promotion policies, although chronological age and social and emotional development are not receiving the emphasis they deserve in determining the grade placement of children.

Table 2, which shows the percentage of children retained at each grade level in North Carolina over a five-year period, reveals some interesting trends in non-promotion. The greatest percentage of retentions is in the first grade, although this percentage has declined appreciably in the past five years. The greatest number of casualties in the elementary school are in the first, second, and third grades, although the seventh and eighth grades contribute heavily to the total number of fatalities. The trend in North Carolina, however, is toward a more satisfactory promotion policy, as may be seen in a comparison of non-promotion in 1942-43 with non-promotion in 1946-47.

The extent to which teachers can adequately meet the needs of individual children is related to the number of children for whom the teacher must assume responsibility. Data on *average* teacher loads in the schools of the state compare favorably with teacher loads in other southern states. Despite this apparently favorable position, however, the problem most often mentioned by teachers during the course of this study has been that of excessive teacher load. In the sixteen administrative units studied, the average enrollment per teacher is approximately thirty-six. This average, however, does not reveal the real source of difficulty. In many classrooms teachers must teach from forty to fifty children and consequently are forced to neglect the needs of individual pupils. The citizens of North Carolina recognize the need for a reduced teaching load; about three-fourths of those citizens responding to the opinion poll think the load of the elementary teacher should be not more than twenty-five to twenty-nine. *The teaching load is often especially heavy in large elementary schools, since small schools must at times be maintained with small numbers of children. Adequate provision for individual differences cannot be made when the teacher has an excessive number of children for whom she is responsible.*

Table 2
Percentage of Membership (Last Day of School) Promoted in Each
of the First Eight Grades, 1942-43 to 1946-47*

Grade	Membership	Promotions	Per Cent
1942-43			
1.....	123,972	92,417	74.5
2.....	97,251	81,442	83.7
3.....	92,065	78,000	84.7
4.....	86,115	73,098	84.9
5.....	80,580	69,336	86.0
6.....	72,657	63,448	87.3
7.....	62,730	55,203	88.0
8.....	54,021	47,054	87.1
1943-44			
1.....	117,337	89,063	75.9
2.....	93,838	78,374	84.1
3.....	92,509	78,962	85.4
4.....	86,652	74,289	85.7
5.....	78,701	68,442	87.0
6.....	71,414	63,323	88.7
7.....	62,625	55,886	89.2
8.....	51,927	45,553	87.7
1944-45			
1.....	112,010	87,802	78.4
2.....	90,545	77,459	85.5
3.....	89,591	77,386	86.4
4.....	87,060	75,874	87.2
5.....	78,843	70,442	89.3
6.....	69,996	62,716	89.6
7.....	62,449	55,449	88.8
8.....	52,625	47,054	89.4
1945-46			
1.....	111,607	88,213	79.0
2.....	90,677	78,914	87.0
3.....	89,109	78,190	87.7
4.....	86,564	75,990	87.8
5.....	81,768	72,760	89.0
6.....	72,769	65,771	90.4
7.....	63,699	57,572	90.4
8.....	55,189	50,088	90.8
1946-47			
1.....	108,269	86,651	80.0
2.....	89,917	79,152	88.0
3.....	87,957	78,161	88.9
4.....	86,068	76,994	89.2
5.....	81,224	73,085	90.0
6.....	75,186	68,677	91.3
7.....	68,016	60,350	88.7
8.....	55,819	50,807	91.0

* These tables do not include the relatively few children enrolled in "special" grades.

A Program of Instruction Related to the Community Served

A good elementary school affords a program of instruction based on the problems, needs, and resources of the community served. If a school is to serve the social needs of the community, children must be led to an understanding of the activities in which the community engages to satisfy basic human needs. They must understand the social, economic, industrial, political, and recreational institutions in the community, and they must be conscious of the problems which emerge from group living. The school must also contribute to the ability of youth to live effectively through the development of the attitudes of coöperation, self-control, self-direction, promptness, initiative, courtesy, and consideration for the rights of others.

Every community offers many experiences for developing an understanding of its natural and social environment. The list of resources varies from community to community. Community studies and surveys reveal the possibilities of experiences in field, orchard, or forest; farm or dairy; at seashore or in the mountains; and in saw mills or factories. Other resources may include mountains, rivers, lakes, or ponds; a park or museum; the telephone exchange or fire department; the market or the bakery; or the post office or airport. Use of these resources should be made constantly through excursions, trips, and observations. Careful planning in advance and subsequent evaluation provide a realistic instruction which cannot be had merely through the use of printed materials. Such experiences as interviews and direct experimentation, collection, and classification of exhibits also provide orientation essential in building schools which help improve community living. Participation of adults in the school program affords another means of enriching the curriculum and of building community schools. The dairyman may be invited to demonstrate pasteurization, the grandmother can give aid in making a rug, a mother may help with making costumes, a neighbor may help as a consultant for a school garden, or a Red Cross worker may give first aid training.

The people of North Carolina are conscious of the need for the schools to participate in community living. They expressed a need for the public schools to use part of the time now devoted to regular textbooks for the study of community problems and for planning local projects. That patrons wish to participate in the activities of the school and community is also shown by the large number of active parent organizations that function in the school. More than half of the 305 selected schools report such organizations, and half of the schools are now making use of the services of community

agencies such as the health department, welfare department, and home demonstration department.

Even though the importance of community study is recognized, *only one-eighth of the schools in the selected administrative units have made any attempts at surveying community resources.* Less than one-fourth of the schools have included such community problems as health, sanitation, and safety in the curriculum; and only one-eighth of these schools have conducted excursions into the community for study of local problems and resources. Another indication of the need for greater attention to community resources is the fact that only one-fourth of the selected schools relate teaching to experiences with local trees, birds, soil, and plants. Very few schools report that parents have an opportunity to contribute to special projects, such as a study of local history or presentation of dramatic skits.

One of the most important means for improving elementary schools is, therefore, development and provision of a wide range of opportunities for participation by children in community improvement. This participation often should begin with improvement of the school itself. Children who are carefully guided by socially-minded teachers may participate in the improvement of the home gardens, in preservation of local history, in the control of harmful insects and weeds, in the preservation of beneficial birds and animals, and in improving health and sanitation. When this approach is employed, the school becomes an institution for the improvement of social living.

Opportunities for Teacher Growth and Development

The quality of the instructional program in the elementary school is a direct reflection of the ability, vision, and resourcefulness of the individual teacher. Like children, teachers must be afforded opportunities for continuous growth and development. To be alert, teachers must be aware of and must utilize the results of educational research. They must be familiar with the latest developments in the fields of child growth and development and mental hygiene, and must be willing to experiment in their own classrooms with the broader concepts of an enriched school program.

Professional improvement of the nature described is dependent upon participation in a wide variety of in-service activities. In many respects the teachers of the state have displayed interest in attaining a higher degree of classroom proficiency. Of the teachers interviewed about one-fourth have attended summer school or taken an extension course within the past two years; about 40 per cent have participated in local workshops; about 85

per cent belong to the state teachers' association, and about one-third belong to other professional organizations. On the other hand, there exist some serious deficiencies: one-fourth of the teachers have not read a professional book during the past two years and one out of six have not read a professional magazine.

Pre-school conferences and planning conferences during the school year facilitate the development of a unified and coördinated school program, and yet more than one-third of the teachers have not had this opportunity during the past year. Regular conferences with the principal, supervisor, and superintendent likewise give coherence in philosophy and tend to afford guidance for teachers; 40 per cent of the teachers interviewed stated that such conferences are not used as a means of instructional improvement. Teachers also grow professionally when they are allowed to observe good practices in schools other than their own. Fewer than 10 per cent of the teachers have observed in other states; about 20 per cent have visited schools outside their counties; and about 30 per cent have visited other classrooms in their own counties. Another experience which promotes teacher growth is the opportunity to assume responsibility on a committee which is to function within the school system; about one-third of the teachers do not participate in this kind of professional activity.

Because of the critical shortage of instructional leadership teacher growth in North Carolina has been largely a matter of individual initiative. In only 23 of the 172 administrative units have teachers had the services of a consultant, helping teacher, or supervisor of instruction. Assistance from principals has been rendered negligible because of the amount of time which they devote to transportation problems, clerical work, and similar office assignments. Elementary principals, for the most part, carry a full teaching load and therefore have no time to work with the other teachers in matters of classroom organization and curriculum improvement. *In twelve-grade schools principals devote practically no time to leadership of elementary teachers.* This lack of leadership may be explained in large part by the fact that twelve-grade principals generally teach in the high school and are over-burdened with clerical details. In many instances these principals lack training and experience in elementary school work and therefore tend to avoid leadership responsibilities in the elementary school. The present shortage of teachers in the elementary field may be accounted for partially by the fact that beginning teachers cannot be assured of much professional guidance and help from principals, supervisors, or other consultants. The children of North Carolina are the victims.

SUMMARY OF RECOMMENDATIONS

1. *More emphasis should be placed, in most elementary schools, on the balanced, well-rounded, continuous development of all pupils.* This should include not only the development of competency in the basic skills but provision for proper development in many other areas such as health, emotional balance, maturity, good citizenship, and creative activity.

2. *Greater attention should be given to the development in each child of competence in the skill subjects of reading, writing, arithmetic, spelling, and English through the use of these skills in the solution of practical problems rather than through excessive emphasis on routine memory work.* The evidence shows that the amount of time now devoted to skill subjects in most elementary schools is sufficient to assure reasonable proficiency but there is not enough emphasis on the application of these skills.

3. *The allotment of teacher units for elementary schools should be made on the basis of the 27 to 30 pupils in average daily attendance in the larger schools.* The teacher unit allotment plan should also provide a smaller average daily attendance in schools which must be maintained with a relatively small enrollment.

4. *Provision should be made for allotting administrative and special instructional personnel for elementary schools on the basis of one for every eight teachers.* Such personnel should be principals, librarians, music assistants, art assistants, guidance counselors, health coördinators, and others needed in local schools and administrative units. Specific determination of kinds of personnel should be the responsibility of local administrative units.

5. *At least three-fourths of the administrative and special instructional personnel allotted to local administrative units on the basis of the number of elementary teachers should be assigned to elementary schools.* The remaining one-fourth of such personnel should then be assigned to all schools or to whichever schools most need their services.

6. *Elementary schools should have the services of a competent principal.* In general, it is desirable to have a full-time principal for each school of eight or more teachers. In many cases, however, a principal may serve as leader of a twelve grade school or as principal of a high school and the small "feeder" schools. Regardless of the organization, all elementary teachers should have available a high quality of instructional leadership.

7. *Elementary principals and principals of twelve-grade schools should possess training in elementary school work.* Such training

is essential to provision of strong educational leadership in the elementary schools of the state.

8. *The services of a general supervisor or coördinator of instruction should be available in each administrative unit.* This supervisor or coördinator should be responsible for assistance in the development of a continuous twelve grade instructional program.

9. *The State Department of Public Instruction should set up study committees for the purpose of assisting communities which wish to establish public kindergartens.* These committees should provide advisory service to school systems regarding programs, teachers, and facilities necessary for development of kindergartens.

10. *Standards for teacher education, buildings, equipment, and curriculum established by the state for publicly supported kindergartens and elementary schools should also apply to non-public kindergartens and elementary schools.*

11. *The present plan of dual adoption and the method of distributing basal readers for the first three grades should be extended to include all grades in the elementary school.* This plan would make possible a greater enrichment of the program of the upper elementary grades, as well as more satisfactory adaptation of the program to individual needs of children. North Carolina citizens thus far have checked *insufficient attention to individual pupils* as an *undersirable practice* more often than any other practice.

12. *The curriculum of the seventh and eighth grades should be strengthened through occupational studies, industrial arts, shop experiences, homemaking, and more personal guidance.* In broadening the program, each seventh or eighth grade pupil should be under the guidance of one teacher for most of the school day.

13. *Library services should be available to all elementary schools.* A well organized central library should be provided in each elementary school. If building facilities are inadequate, well chosen collections of books should be available in all elementary classrooms. Whatever plans for library service are adopted, provision should be made for a wide variety of books chosen to meet individual and group needs.

14. *Special attention should be given to the development of a balanced day's program for children.* Teachers, principals, supervisors, and parents should coöperate in developing a program which gives proper emphasis to the basic physical, emotional, and mental needs of children. Hence a balanced program will provide for fundamental skills, art, music, science, health, recreation, and rest.

In addition, it is desirable to develop curriculum plans which provide time for large units of work or projects such as excursions, field trips, and other means of studying community resources.

15. *Special attention should be given in elementary schools to the health needs of children.* Many schools need to provide more sanitary facilities and better lighting since health cannot be taught if the school itself is an unhealthful place in which to live. In addition, all school systems should develop adequate programs for giving children medical examinations and for more satisfactory follow-up of such examinations.

16. *Greater concern should be exhibited for developing experiences and activities designed to challenge exceptionally capable children.* Such children should generally remain in regular classroom groups, but special efforts should be made to present challenging experiences for these children. Probably the most desirable approach may be found in provision of an enriched curriculum for exceptionally capable children. They will master the skill subjects in less time than most children and therefore need the challenge of new skills and opportunities. Consequently, there should be provided a greater variety of experiences in science, social studies, art, music, and reading. Independent work in all of these areas should be encouraged.

17. *Methods of reporting pupil progress to parents should be reconsidered.* The traditional "A-B-C" marks really give little information to parents and in many cases provide little guidance for other teachers. Elementary teachers in North Carolina have signified an interest in experimentation with other approaches, and such interest should be encouraged by the entire school faculty and administration.

18. *The public schools, the lay public, lay organizations, and teacher training institutions should join in a concerted attack upon the teacher shortage in elementary schools.* Education in North Carolina's elementary schools will most certainly face a serious crisis within a few years unless coöperative efforts are exerted to guide young people into teaching at the elementary level.

CHAPTER IV

SECONDARY EDUCATION

THE task of educational leadership in a democracy is to provide a genuine contrast between what is and what might be in the education of children and youth. Such a contrast should make possible the identification of the practicable steps to be taken in effecting transitions from where we are to where we want to go. It is the task of educational leadership to help to identify and to satisfy the deep seated yearnings which parents have for their children and the young have for themselves.

The committee on secondary education has made certain assumptions regarding the deep seated yearnings of parents for their children. It is assumed that parents desire for their children: (a) a world in which there is peace and relative stability, (b) a world in which there is wise utilization of resources, both natural and human, in the building of better ways of living, (c) a world in which the democratic way of life—the way of free men—continues and evolves toward the realization of its ideals, and (d) a world in which there is genuine concern for the worth and dignity of all men.

PURPOSES OF SECONDARY EDUCATION

The foregoing statements represent the broad outline of the aspirations which should be used in developing a sound program of secondary education for the youth of North Carolina. The needs of youth cannot be determined apart from the society which supports the schools. The demands of society upon the schools are two in number. First, *the schools must provide the common learning experiences which are essential to the unity of American life and culture.* Second, *they must furnish learning opportunities which are required by the diversity of interests and occupational opportunities in a free society.* To secure unity, the people of a nation need to have enough in common to live together amicably, to prize the same values, to accept the same standards, and to work together for similar goals. At the same time, it is recognized that improvements in living, progress in a scientific age, and much economic and social advance stem from the creative contributions of individuals. Consequently, in a democratic commonwealth the cultivation of individual goals, interests, and abilities is deliberately encouraged.

THE IMPERATIVE NEEDS OF YOUTH

The committee did not undertake to formulate its own statements of the imperative needs of youth. Since colonial days leaders in education have expressed gradually expanding aims and objectives. Such aims reflect the taste and the intelligence of a majority of the people or at any rate of the leaders and spokesmen.

The statement of the ten imperative needs of youth formulated by the Educational Policies Commission in *Education for All American Youth* (p.225f) and described in detail by the Committee on Curriculum Planning and Development of the National Association of Secondary School Principals (Bulletin, March 1947) is generally accepted as valid for the modern high school, and is used as the basis for an analysis of the North Carolina secondary schools.

Check lists of curriculum practices and conditions which would, it is assumed, meet these ten imperative needs of youth were prepared by the committee. These check lists, containing more than 300 curriculum practices and conditions, were prepared for the use of faculty groups, pupil groups, and parent groups. They were then sent to the principals of the schools in the nine selected counties and to principals in other parts of the state. The directors asked the three groups to discuss the items contained on the appropriate check list. Pupil groups and faculty groups were requested to record the items in terms of two questions: (a) Would you like for the practice or condition to exist in your school and community? (b) To what extent does the practice or condition exist in your school and/or community? The extent to which a condition or practice was judged to exist was indicated by the terms "inferior," "average," or "superior." Parent groups recorded the results of their opinion by replying "yes" or "no" to the first question. Parents were not requested to answer the second question, since it was thought that they would not be in a favorable position to judge the extent to which a practice or condition existed.

After the groups had had time to discuss the items and to indicate their reactions, representatives of the committee visited these schools and checked on the items for themselves. In addition, they met with groups of pupils in an effort to determine the seriousness with which the problems had been discussed and to secure a better picture of the school and community. As a result of its work, the committee concurs, in general, with the observations of the various groups and believes their reactions present a good picture of the existing conditions. Approximately 1200 parents, 1600 pupils, and 800 teachers participated in rating the items on the check lists. The cooperation of each of the three groups was excellent.

The sections which follow contain a report of the opinions of the teachers, parents, and pupils with respect to curriculum practices and conditions in North Carolina and the extent to which they meet the ten imperative needs of youth.

1. *All youth need to develop salable skills and those understandings and attitudes that make the worker an intelligent and productive participant in economic life. To this end most youth need supervised work experience as well as education in the skills and knowledge of their occupations.*

Parents, pupils, and teachers of both large and small high schools in North Carolina agreed on the need for a program aimed at the development of salable skills and those attitudes which make it possible for the youth to take his place as an intelligent producer. However, there were variations in the beliefs of different groups as to the best way in which this need could be fulfilled.

Strong endorsement was given by all groups to vocational and home economics courses, work experiences in the home, and the opportunity for every pupil to gain a salable skill prior to graduation. Parents, especially those from areas served by large high schools, were strong in their approval of field trips, job surveys, adequate guidance programs, and school assistance in summer job placement. Faculties of both large and small high schools gave strong approval to gathering information regarding occupations, the use of outside consultants, and field trips. The preferences of pupil groups were similar to those of teacher groups. In addition to those items approved by teacher groups, pupils placed an especially high value on business education classes, work in the central office and for the school newspaper, helping in the athletic department, and supervised work in business offices.

Parent groups are the only ones who indicated that some of the items relating to the need for a salable skill are not desirable. Many parents, particularly those whose children attend small high schools, preferred not to have the school offer odd job services or to have a school farm. Parents whose children attend small high schools also placed a lower value upon such practices as the use of consultants, job surveys, and school assistance in summer job placement—perhaps because of their limited experience with these items.

In evaluating the various practices and conditions which exist in their own schools, pupils and teachers indicated a relatively wide gap between the conditions which exist and the desired conditions. Teachers were particularly dissatisfied with the guidance and placement practices implied in such items on the check list as the testing program, job surveys, on-the-job training, and placement of

pupils in part-time, Saturday, and summer employment. Pupil dissatisfaction included the same items as those mentioned by teachers and also took in the failure to grant credit toward graduation for participation in the school work program, the failure of the entire staff to assume responsibility for the work experience program, the failure to operate a school farm, the lack of coöperation with other agencies and employers in securing work for pupils, and the failure of the staff to develop a list of guiding principles for the work experience program.

It is encouraging and challenging that all groups were united in their belief that pupils should learn to work under the supervision of the school, that courses in occupational information are necessary, that pupils should be given more responsibility in the administration of the school, and that the guidance work should be greatly strengthened.

Some progress is being made in the schools of North Carolina toward training students to fill their place in a democratic, highly industrialized society. This is being done, first, by conducting courses of a technical nature in the school and, second, by making arrangements for pupils to gain work experiences within industry under the supervision of the school staff. Agriculture, diversified education, and distributive education have accomplished very satisfactory results in this way.

A program of classes for adults is a desirable phase of any secondary school program. These classes are particularly valuable to those persons who, for various reasons, are not able to complete their secondary school work. Every effort should be made to prepare these persons for useful vocational life.

2. *All youth need to develop and maintain good health and physical fitness.*

Pupils, parents, and teachers gave strong endorsement to the health practices and conditions contained on the check list. Those which received nearly unanimous endorsement were: the school should coöperate on community health programs such as county-wide tuberculosis X-ray check-ups; good diet should be encouraged in and out of school; a health record should be maintained on each pupil; and provision should be made for adequate playground space.

A few additional curriculum practices received strong support from parents of youth in large high schools. These practices were physical education for each boy and girl each day, good lighting, a regular plan of medical and dental examination, use of experts in health as consultants, a wide range of physical activities in which pupils are encouraged to participate, and intramural sports in conjunction with physical education classes.

Only three practices were not given strong support by teachers, particularly by teachers in large schools. Those were breakfast for pupils who cannot or do not get sufficient breakfast at home, opportunity for a hot drink on cold mornings for pupils who ride busses for long distances, and use of student committees in the formulation and evaluation of policies and practices in the health and physical fitness program. In spite of the reactions of the teachers in the larger schools, the committee believes these are desirable in health practices.

In evaluating health practices, pupils in large schools believed that their schools were doing a satisfactory job on only two items: the lunch program and interscholastic athletics. Teachers in large schools considered that a superior quality of work was being done in four areas: the provision of good lunches for those who cannot afford them, provision of adequate low cost meals, use of the cafeteria period as a sociable time, and emphasis on important aspects of health in biology, home economics, social studies, and other subjects. The only condition which teachers in small schools considered superior was provision of adequate playground space.

Pupils considered that ten of the practices and conditions were being provided in an unsatisfactory manner while teachers listed nine. On four of these items both teachers and pupils in large and small schools agreed that the situation is unsatisfactory. These were social rooms for faculty and pupils, arrangements for health services in the community which are not performed by the school staff, breakfast clubs, and hot drinks on cold mornings for pupils who ride the bus. Pupils in small schools were more dissatisfied with the program of health and physical fitness than pupils in large schools.

Items checked by teachers in both large and small schools as being "inferior" were acoustical treatment of schools, social rooms, regular plan for medical and dental examinations, arrangements for services in the community not performed by the school staff, breakfast clubs, and hot drinks on cold mornings for pupils who ride the bus. In addition, teachers in small schools considered three more items unsatisfactory: varied sports program, use of student committees in the formulation and evaluation of policies relating to health and physical education, and home nursing courses offered by Red Cross nurses.

Thus parents, pupils, and teachers are aware of many inadequacies existing in the present programs for health and physical fitness and favor most of the practices and conditions necessary to provide adequately for the needs of youth in this area. With the support of these groups, the school leaders should feel no hesitancy

in beginning to formulate plans for correcting unsatisfactory conditions and providing those which are lacking.

3. *All youth need to understand the rights and duties of a citizen of a democratic society and to be diligent and competent in the performance of their obligations as members of the community, state, nation, and world.*

North Carolina parents, teachers, and pupils agreed that the schools should be so organized and operated throughout that they exemplify the democratic spirit. They felt it to be the responsibility of the schools to acquaint the pupils with the American principles of government. They believed that the schools should teach the interrelationship of various units and functions of government, should give the pupil an opportunity to think critically, and should enable the pupil to see what the consequences of alternative courses of action might be. On most questions the attitude of the teachers and parents was similar to that expressed by the pupils. They differed on a few issues. Parents questioned the advisability of permitting pupils to engage in polls of opinions or to conduct surveys relating to aspects of community life, whereas teachers and pupils favored these polls and surveys.

A majority of the teachers in the small schools opposed political campaigns and "adult-life" elections, and did not think pupils should be given a greater degree of freedom in the selection of their officers or in the planning of community, group, or class activities. The pupils, however, were overwhelmingly in favor of these practices.

A majority of the teachers in the large schools rated their schools as "average" on most of the items. These teachers, however, rated their schools "superior" in opportunities for each pupil to achieve "status" with his fellow pupils regardless of race and in the use of democratic procedures in school elections. A majority of the teachers in the small schools also rated their schools "average" on most of the items. In no case, however, did a majority of this group rate their schools "superior" on any item.

More than half of the pupils in the large schools gave their schools an "average" rating on most items. They rated the use of democratic procedures in their schools as "superior." In this respect they were in agreement with their teachers. Pupils in small schools differed from pupils in large schools in that a majority of the ratings from small schools were concentrated at the "inferior" and "average" end of the scale.

It is significant that the pupils in small schools have limited opportunities to gain first hand knowledge and practice in the art of governing. Too few pupils have a chance to study issues, enjoy

visits from local officials, discuss local problems, and hold public forums on matters of concern to themselves and to others in the community. The teachers in these schools did not know whether their programs were in line with present day demands of citizenship. They admitted that their pupils did not participate in community activities and that they made little attempt to further education of adults in the communities through their pupils.

These findings suggest that the responsibility for developing dynamic citizenship is being met in a more satisfactory manner by the larger schools than by the smaller, although in both there is much room for improvement. From the data it can be inferred that neither the large schools nor the small schools are taking full advantage of community resources and that there is not enough promotion of student organizations and activities.

4. *All youth need to understand the significance of family life for the individual and society and the conditions conducive to successful family life.*

Parent, pupils, and teachers indicated fairly strong approval for all of the practices and conditions included on the check list except the children's laboratory where mothers might leave small children to be cared for by high school boys and girls. Most parents were opposed to this practice while teachers and pupils gave it only moderate approval.

In small schools parents were only slightly in favor of provision for wholesome after-school activities. Pupils in small schools were also less favorable to this practice than were pupils in large schools and, in addition, were less favorable to provisions for boys and girls to work together in classes and in after-school activities. Also they felt less favorable toward social activities carried on under plans and policies made by a committee of teachers, parents, and pupils. Parents of pupils in small schools were not as strong in approval of any practices and conditions as were parents of pupils in large schools.

Some specific practices and conditions which received a high level of approval by all pupils were study of courtship, engagement, and marriage; sex instruction; and personal guidance and counseling.

In general, pupils were more dissatisfied with the degree to which the schools were providing certain practices and conditions relative to education for home and family life than were teachers. Pupils listed eleven out of the twenty-six practices and conditions as being unsatisfactory while teachers considered only seven as being unsatisfactory. There was little difference in the items considered unsatisfactory between pupils of large and small schools. The

teachers from large and small schools were also largely in agreement on the practices and conditions which were unsatisfactory.

Among the practices held to be unsatisfactory by both teachers and pupils in both large and small schools were some sort of get-acquainted activity for new pupils, children's laboratory, parents' meetings to discuss problems of adolescents, and visiting and securing information from family welfare agencies.

If pupils are to understand better the significance of family life in our society, have high ideals of marriage, and realize the adjustments necessary for maintaining a high quality of relationships in family life and society at large, schools of North Carolina must look to the planning of education experiences to meet these needs in a more adequate manner.

Children of the rich and the poor, of varied religious faiths and no faith, and of sheltered, protected, stable homes and broken homes, all alike need to understand the significance of the family for the individual and society and the conditions conducive to successful family life.

5. *All youth need to know how to purchase and use goods and services intelligently, understanding both the values received by the consumer and the economic consequences of their acts.*

North Carolina pupils, parents, and teachers, in both the large and small high schools, agreed that consumer education should be an integral part of the high school curriculum. In responding to the items in the check list, approximately 90 per cent of the affirmative answers indicate that pupils, parents, and teachers believe experiences in the area of consumer education should be provided and that such experiences should include the study of a wide variety of consumer problems taken from actual life situations, with active participation in as many areas as possible. The study of group plans for hospitalization and accident insurance, high pressure salesmanship, advertising, the different kinds of medical practitioners, clinics and hospitals, and how to judge the quality of fabrics and garments were all checked as areas of importance for pupils. All groups agreed that pupils could profitably participate in careful shopping projects under supervision and in budgeting and managing personal and school funds.

There were, however, some negative responses. One-fifth of the teachers from the large schools indicated that they did not favor a written plan whereby each course or department outlines its distinctive contribution to the program of consumer education. Of the pupils, 15 per cent of those in the small schools had the same opinion. Pupils from the large schools found such an idea more favorable. Nineteen per cent of these same pupils, however, were

against pupil participation in the actual selection of library books and other equipment; one-fifth of them could see no need for having real records available for studying the cost of heating a home; 12 per cent saw no need for studying both sides of consumer problems.

Parents from the small schools registered significant negative responses concerning the desirability of having pupils study the emotional aspects of advertising, the consequences of their own economic action, and the procedures used in the banking business. All other groups favored this practice with the exception of 12 per cent of the pupils in small schools.

Almost half of the pupils in large schools, 46 per cent, reacted negatively concerning the desirability of having a school bank; one-fifth of these pupils did not favor having real records available on the cost of heating a home; and 19 per cent did not favor pupil participation in shopping projects under supervision.

Relatively few pupils and teachers thought that the practices and conditions which contribute to a program of consumer education existed to a degree that is superior or highly satisfactory. A larger number of pupils and teachers felt that these practices existed to an extent which is inferior or unsatisfactory.

Pupils from the large schools were not satisfied with their opportunities to study the consequences of their own economic actions, both sides of consumer problems, and art principles involved in buying clothes. They rated these items "inferior," whereas pupils in small schools rate them "average."

These responses reveal the absence in the majority of small and large high schools of definite curriculum planning for consumer education. To a considerable extent consumer education is left wholly to incidental teaching. There is a lack of supervised experiences to aid pupils in establishing adequate standards and values by which to make intelligent decisions as purchasers of services and goods. Experiences in consumer education which have resulted as by-products of other curriculum pursuits have been largely of the nature of general rules, often inapplicable, handed down by word of authority.

Although students, parents, and teachers wholeheartedly endorsed a curriculum providing for growth in the ability to make intelligent decisions as purchasers of goods and services, there is a distinct cleavage between *desired* and *existing* curriculum practices. The existence of this cleavage is one among many reflections revealing the lack of clarity of purposes in the total instructional program of the high schools of North Carolina.

6. *All youth need to understand the methods of science, the*

influence of science on human life, and the main scientific facts concerning the nature of the world and men.

Parents agreed almost unanimously upon participation by pupils in an orderly exchange of opinions and arguments and upon giving pupils practice in performing experiments, giving demonstrations, constructing apparatus, and making charts and maps. Such practices as studying the problem of resources and their conservation, replacing old superstitions with modern scientific knowledge, making the school campus a laboratory for practice with plants and science, making field trips to museums and industries, and providing for the maintenance of a reservoir of live material for biology groups were readily endorsed by parents whose children attend large schools but were opposed by a considerable number of parents whose children attend small schools.

Teachers from large schools were unanimous in favoring such items as using available sources to keep pupils informed about their own bodies, science and its applications, resources and their conservation and use, and their own community and nation. They likewise favored making science classrooms attractive. Teachers in small schools favored all practices on the check list. Only one item was in greater favor with teachers in small schools than with teachers in large schools. That was the offering of a service course in chemistry especially adapted to agriculture, homemaking, and industrial arts.

The majority of pupils accepted each practice as desirable. Pupils were in greater agreement on such items as making field trips and showing special films dealing with health and science than were parents or teachers.

In general, teachers thought their school was doing a slightly better job than did the pupils. Both teachers and pupils agreed that a better job is being done in household arts and the study of the pupil's own body than in most other practices. Both teachers and pupils agreed that the schools are doing a poor job in offering a service course in chemistry especially adapted to pupils in the fields of agriculture, homemaking, and industrial arts; in offering pupils field trips to museums, industries, and enterprises of scientific interest; in studying the relationship between abstract principles of science and their use; and in considering the human element as it uses these industrial products and processes. In several respects pupils thought their school was doing a poorer job than did their teachers. Some of these inferior practices or conditions were using the school campus as a laboratory for practice in science, encouraging science activities outside regular

classwork, and studying the pupil's own community and nation. Large schools seem to be doing better jobs than small schools in the use of visual aids in science teaching, making science classrooms attractive, having pupils perform experiments, reporting experiences, and allowing pupils to participate in an orderly exchange of opinions and arguments.

Parents, teachers, and pupils from large high schools were more receptive to the curriculum practices and conditions on the check list than were the same groups from small high schools. Large high schools were more efficient in meeting these needs than were small high schools. Both pupils and teachers agreed that schools, large and small, were falling short of what should be done. A majority of pupils, parents, and teachers agreed that each of the practices or conditions on the check list was desirable.

7. *All youth need opportunities to develop their capacities to appreciate beauty in literature, art, music, and nature.*

There is almost complete agreement among pupils, parents, and teachers of large schools in their desire for a school program which is planned to promote the capacities of the pupils to appreciate beauty in literature, art, music, and nature. This is true of small schools also but to a lesser degree.

Pupils and teachers of both large and small schools, and the parents of pupils from large schools, want practices and conditions such as courses which will discover special aptitudes in the arts; opportunity for pupils to exhibit their work; opportunity for all pupils to participate to some degree in the various arts; use of audio-visual aids in literature, art, and music classes; the use of school publications and local community publications as outlets for pupil expression; well-equipped art rooms, music rooms, and libraries; a school plant which is an influence toward appreciation of beauty; chance for talented pupils to earn a portion of their credits in the fields of art and music; use of nature field trips and excursions; opportunity for art, music, and nature enthusiasts to participate in extra-curricular activities; and pupil attendance at programs in the community and surrounding territory.

Nearly half of the parents of pupils in the small schools indicated that they did not think that it is necessary for the school building to be an influence toward appreciation of beauty in its architecture and appointments. About one-fourth of these parents also felt that art and music activities are unnecessary in the school program; 40 per cent of those parents do not want a situation in which talented pupils may earn one-fourth of their diploma credit in the fields of art and music; approximately 30 per cent felt no need

for spacious, well-lighted art rooms with appropriate equipment; almost one-third do not favor a glee club; and 30 per cent do not feel the need for extra-curricular activities which supplement classroom instruction in music, art, and nature. The parents from the large high schools desired to have all of these practices exist.

The teachers in both groups voted overwhelmingly in favor of having every practice and condition on the check list exist in their schools. According to the responses of pupils, parents, and teachers the practices and conditions were being met in only an average or fairly satisfactory way in both large and small schools. Large schools offer more opportunities in the fields of literature, music, art, and nature than do the small schools.

Practices and conditions rated "inferior" in both large and small schools were well equipped art and music rooms; adequate supply of works of art; participation of singers in organized groups; use of community art specialists and musicians in school programs; opportunity for talented pupils to earn diploma credits in the fields of art and music; and influence of the school plant toward appreciation of beauty.

It is assumed that schools generally recognize that enjoyment of a given experience will lead to habitual recourse to that area, while the improvement of taste is an outcome of a real understanding of the experience. Boys and girls will become happy normal citizens when they become aware of their own ability to respond to beauty in literature, art, music, and nature, and of their own capacities for creative work in these fields. North Carolina should provide the buildings, equipment, teaching personnel, and experiences in literature, art, music, and nature so that her pupils will have a chance to develop an appreciation that will enrich their lives.

8. *All youth need to be able to use their time well and to budget it wisely, balancing activities that will yield satisfaction to the individual with those that are socially useful.*

Representative groups of pupils, parents, and teachers from both large and small schools gave strong endorsement to most of the curriculum practices and conditions suggested for the wise use of leisure time. Opposition to the practices and conditions in the check list came almost solely from the parents, faculty, and pupils from small schools.

More than 10 per cent of the pupils in small schools cast negative votes concerning the desirability of eleven items included in the check list. Of these pupils, 16 per cent did not desire to see a larger proportion of "hobby-type" clubs; 22 per cent expressed no desire

to be able to participate in school governments; and 35 per cent could see no advantage in selecting teachers who were competent in the direction or supervision of leisure time activities. The teachers from small schools recognized the need for teachers to be competent in this general area.

Approximately 20 per cent of the parents of pupils in small schools saw no need for guidance of pupils who have no club interests, and almost one-third of them saw no special need for trying to make commercial entertainment a desirable way of enjoying leisure time. A negative opinion concerning this need for guidance was expressed by 12 per cent of the teachers from small schools, but pupils from small schools were overwhelmingly in favor of practices which would contribute in this area.

The highest dissenting vote was cast by parents from small schools regarding the desirability of having the schools teach correct social usages and manners. More than half of these parents voted "no" on this issue and they were joined in the opinion by twenty-eight per cent of the parents who represent the large schools. Both faculty groups and pupil groups were in favor of having such a practice exist in their school.

In the large high schools the teachers and pupils favored all the practices and conditions described in the check list and the parents favored all but one.

A majority of the teachers from the large schools rated their schools "superior" on the adequacy of provisions for social events, responsibility in conducting social affairs, and participation in school governments. The small schools did not receive the rating of "superior" on a single item by a majority of their teachers. In no case did a majority of the pupils from large or small schools mark their schools "superior" in any item.

The teachers in both large and small schools marked the item dealing with activities that contribute to enjoyment of commercial entertainment as "inferior." They also rated their schools "inferior" in regard to provisions made for maintaining school camps for use of school groups. A majority of the pupils also rated their schools "inferior" on the provision of recreational facilities and the opportunity for analyzing commercial offerings for recreational activities.

The data indicate that there is a strong desire on the part of all groups to incorporate instruction and guidance in leisure time into the curriculum of the schools. The large schools are more nearly meeting the needs of youth in this respect and teachers are more receptive to a comprehensive program than are pupils or parents.

Pupils, parents, and teachers in both large and small high

schools desire curriculum practices and conditions which constitute a well-rounded program and lead to worthy use of leisure time. The chief problem seems to be for leadership to channel the interest and concern of these groups into a coöperative effort to bridge the gap between what they want and what they have.

9. *All youth need to develop respect for other persons, to grow in their insight into ethical values and principles, and to be able to live and work coöperatively.*

More than 90 per cent of the parents, pupils, and teachers indicated a desire for a planned organization on the part of the faculty for the purpose of developing the right atmosphere in the school. Pupils and teachers in both large and small schools endorsed the practice of having an advisory committee elected from various departments to meet with the principal to discuss problems of administration.

Some of the practices which parents and pupils of the small schools did not desire were a study of school and community history, traditions, customs, and beliefs; a youth council of parent-pupil-teacher association in which pupils have the opportunity for leadership in the coöperative solution of problems; and coöperative planning by teachers and pupils in studying problems which are meaningful to them. Parents, pupils, and teachers in the large schools definitely favored these practices.

A majority of the pupils and teachers from small schools expressed dissatisfaction with the degree to which the principal uses an advisory committee. This committee is elected from various departments and meets with the principal to discuss problems of administration. In large schools the opinion is rather evenly divided on this practice.

Teachers and pupils in large schools felt that the problems selected for classroom discussion cut across subject matter lines in a satisfactory manner. Most of the teachers and pupils in small schools rated their schools "average" or "inferior" on this practice.

The survey indicates that the conditions and practices listed on the check list are acceptable to a majority of the parents, pupils, and teachers from both large and small schools. The data show a wide gap between existing conditions and desired practice. The gap is not as wide for large high schools as it is for small high schools.

The faculty should be the nucleus of group activity for the improvement of the schools with all possible aid derived from parent and student participation. As growth in ability to handle group problems takes place, the time required in the process of group decision will be reduced.

10. *All youth need to grow in ability to think rationally, to express their thoughts clearly, and to read and listen with understanding.*

More than 90 per cent of the pupils, parents, and teachers want the practices and conditions on the check list dealing with rational thinking to be put into effect in their schools. Of the three groups, teachers showed the most favorable attitude toward including these practices in their school work. Although a majority of pupils favored all practices listed, opposition is greater toward the practices which, for the most part, involve independent thinking. The practices to which there is some opposition were collecting, organizing, and presenting ideas; emphasis upon speaking before groups; frequent calls upon students to establish cause-effect relationships; and demands for the application of facts to new situations in daily discussions and on examinations. Without exception pupils in large high schools showed less opposition to these practices than did pupils in small high schools, possibly because of the lack of experience with these activities in small high schools.

Parents and pupils in both large and small schools decidedly favored attention to discovering and improving the reading ability of pupils, providing a well-developed reading program, oral expression, extensive use of school problems and newspaper material, and an attempt to teach pupils to suspend judgment until they have studied all sides of the question. Although a majority favored these practices, there is some opposition among parents of pupils in small schools toward development of a reading program to help pupils make wise use of leisure time, and toward efforts to give special help to pupils with reading deficiencies.

In judging the efficiency of North Carolina schools in the development of rational thinking, teachers rated the majority of practices "average." Pupils were more critical, rating a number of practices "inferior." The practices on which the teachers rated the schools lowest were special help to pupils with deficiencies in reading and with speech difficulties; recording speeches and playing them back for study; the use of panel discussions as an integral part of teaching methods; and systematic studies of the capabilities of pupils. Pupils, particularly those in small high schools, rated the schools still lower in these practices. Apparently both pupils and teachers felt that the schools were not doing a first class job in training for rational thinking.

MAJOR FINDINGS

A number of major findings emerge from a study of the data secured by the use of the check lists. The most important finding,

perhaps, is that *parents, teachers, and pupils gave strong endorsement to almost all the curriculum practices and conditions on the check list.* This indicates that there is a body of enlightened opinion held by parents, teachers, and pupils with respect to the function of the modern high school. This should be tapped to bring about far reaching and desired reforms in the program of secondary education in North Carolina.

A second finding of major importance is that *high schools are not meeting the ten imperative needs of youth to a degree that is satisfactory either to teachers or to pupils.* There are no fundamental differences between the opinions of faculty groups and pupil groups.

A third finding is that *large high schools are doing a much better job of meeting the needs of youth than are small high schools.* The disparity between what pupils and teachers want and what they have is much wider in small high schools than in large high schools. This is not true, of course, for all the curriculum practices and conditions contained in the check list, but it is true for a substantial portion of them.

A fourth finding of major significance is that *parents of youth who attend small high schools give somewhat weaker endorsement to many of the items than do the parents of youth who attend large high schools.* One reason for this tendency may be that parents of pupils in small schools have fewer opportunities to learn of the possibilities represented by certain curriculum practices and conditions. The fact that they attach less value to the role of music in the school program, for example, may mean that they have had fewer opportunities to learn the value of music to youth.

A fifth finding is that *both teachers and pupils in small high schools are more nearly satisfied with the curriculum practices and conditions which prevail than are teachers and pupils in large high schools.* Both pupils and teachers in small high schools, however, give strong endorsement to those curriculum practices and conditions, which, if implemented, would require drastic and far-reaching changes in the program now being followed in small high schools.

INTERVIEWS WITH YOUTH

Interviews were held with more than 1000 seniors. The interviews served two purposes. They afforded members of the committee an opportunity to gain insight into those intangible aspects of living and learning in the schools which, while not measurable in any precise way, nevertheless exert a powerful influence on youth, and they served as a means of double checking the answers on the check lists.

The seniors were interviewed in groups of twelve. The principal and teachers were requested to select an equal number of boys and girls; four youth who, in the opinion of the principal and teachers, "represent the best you have in the way of taste and intelligence," four youth who are "at the other extreme," and four youth who are "between the two extremes." The cooperation of faculty groups in selecting the young persons and making them available for the interviews was excellent.

The Plans of Seniors

The plans of seniors beyond graduation provide one measure of the extent to which the high schools are meeting the needs of youth. The young persons interviewed were asked to indicate their plans in writing. They were informed that the term "plans" meant such things as "getting married," "going to college," or "going to work at some particular job." The young persons reporting plans were questioned rather closely in an attempt to determine the validity of their plans. If, for example, a boy reported that he planned to go to college, he was asked such questions as: "What college do you plan to attend?" "What do you plan to study?" "Have you applied for admission at this college?" "Have you been accepted?" "Have you made the necessary financial arrangements?" In those instances in which a young person could not establish a genuine basis for the plans which he reported, he was reported as having "no plans."

The data bearing upon the plans of seniors reveal, among other things, *the tragic failure of the schools to help many youth develop a salable skill*. The failure is more pronounced in small schools (schools with an enrollment of fewer than 175 pupils) than in large schools. The data show that exactly half of the senior boys and 45 per cent of the senior girls in small schools have no plans beyond graduation. In large high schools 37 per cent of the boys and 27 per cent of the girls have no plans beyond graduation. Thus the proportion of girls who arrive at the point of graduation with plans for the future is greater than it is for boys. This is so in both large and small high schools.

The seniors who planned to attend college represented the largest group of young persons who reported plans beyond graduation. In this group fell slightly more than 30 per cent of the young persons. The next largest group of seniors reporting plans consisted of those who expected to work at some particular job upon completion of their school work. Such young persons comprised slightly less than 10 per cent of the seniors interviewed.

The interviews with seniors concerning their plans for the future emphasize the need for schools to develop more effective programs

of guidance and work experience. Until such programs are developed youth cannot receive effective guidance in meeting their personal, social, educational, and occupational problems.

Parents, teachers, and pupils indicated strong approval of adequate programs of guidance and work experience. The problem of school leaders, therefore, is not one of selling new ideas to these groups. Rather it is one of finding the resources and means for implementing ideas which are already accepted.

The Characteristics of Teachers

The kind of teachers that youth have is the most important single factor in determining the success or failure of the school program.

The seniors were asked to record the number of teachers with whom they had classes each day, and to respond to the question, "How many of your teachers are at once competent and the kind of person that a teacher ought to be?" Boys in large high schools reported that two-thirds of their teachers were of this type. The girls in large high schools reported that eight out of ten of their teachers measured up to this standard. In the small high schools both boys and girls reported that seven out of ten of their teachers were competent and the kind of person that a teacher ought to be.

Thus *the great majority of the youth in the high schools of North Carolina respect their teachers and think that they are doing a good job*. Members of the survey staff were impressed with the fine attitude of the young people toward their teachers. It can be counted on to assist attempts to build better schools and to improve the quality of living in communities.

The seniors were asked to give the characteristics of their superior teachers and inferior teachers without mentioning the names of either. The following characteristics of superior teachers as reported by more than 1000 seniors are listed in order of frequency of mention:

<i>Characteristics of Superior Teachers</i>	<i>Frequency of Mention</i>	<i>Characteristics of Superior Teachers</i>	<i>Frequency of Mention</i>
Friendly, patient, kind, honest, cheerful, courteous, and sense of humor	100	Makes work interesting	70
Knows subject	82	Keeps order, manages pupils well, has good discipline	70
Understands pupils	80	Enjoys teaching	50
Knows how to teach	75	Willing to help pupils	45
		Takes time to explain	30
		Respects the student	28

<i>Characteristics of Inferior Teachers</i>	<i>Frequency of Mention</i>	<i>Characteristics of Inferior Teachers</i>	<i>Frequency of Mention</i>
Knows more than is in the book, does not stick too close to the book	28	Has faith in pupils	16
Makes pupil want to work	26	Dresses neatly	10
Has good emotional stability	20	Permits pupils to help plan work	10
Not over critical	18	Does not gossip	6
		Minds own business	5
		Controls temper	4
		Uses good psychology ..	3

Each of the following was mentioned one time: invites questions, returns assignments, takes interest in community, pleasant voice, and not too old.

The following characteristics of inferior teachers as reported by more than 1000 seniors are listed in order of frequency of mention:

<i>Characteristics of Inferior Teachers</i>	<i>Frequency of Mention</i>	<i>Characteristics of Inferior Teachers</i>	<i>Frequency of Mention</i>
Can't teach, doesn't put subject across, too dull to teach, doesn't know enough to teach	80	want to do just enough to get by	32
Doesn't treat all pupils alike, has pets	75	Has no faith in pupils	26
Loses temper, emotional and "jittery" ..	70	Has no respect for pupils	26
Doesn't understand pupil	68	Talks too much	22
Can't keep order, poor discipline	66	Makes all the decisions, dictator	18
Teaches for the money and nothing else	60	Too easy, no standards, little or no quality work required	12
Will not explain things	41	Doesn't grade papers	8
Doesn't know how to make pupils want to work, makes you		Pupils have no chance to talk	6
		Expects all pupils to learn at the same rate of speed	6
		Dresses in poor taste	2

Each of the following was mentioned one time: talks about self too much, out of date, vulgar, swears, improper outside conduct, knows all, jumps to conclusions, nosey, makes love to the boys, plans no field trips, and bores you to death.

Pupils of North Carolina want teachers who represent the best in the way of taste and intelligence. They want teachers of sound scholarship who have learned the knack of making school work interesting and challenging. They want teachers who have good insight into the hopes, fears, interests, and aspirations of pupils, and who live with pupils on a basis of mutual respect for personality.

Pupil Participation in School Government

The extent to which pupils have opportunities to learn responsible citizenship through sharing with their principal, teachers, and parents the responsibility of governing the life of the school is of vital significance. In the interviews with youth, committee members sought to determine the role played by pupils in making decisions relative to general aspects of school life, and to day-to-day living in the classrooms. The young persons were asked these questions: "Who runs this school?" "What part do you play in determining policy within the classroom?"

The responses of the seniors indicate that pupils have little to do with general policy making in most schools and that the part played by pupils in governing day-to-day living in the classroom is, in most instances, small. As a rule, however, the seniors were of the opinion that the influence of pupils on policy making in classrooms is greater than it is in the more general aspects of school life.

It is difficult to say who runs the high schools of North Carolina. The usual situation is one in which there is something of a "tug of war" between and among the various groups. It is undoubtedly true that principals, teachers, parents, and pupils all exert an influence on policy making. The significant fact, however, is that *the machinery by and through which policy is made is rarely well-defined.* It is this condition that thwarts democratic action.

It is the conviction of the committee that very few principals, teachers, or pupils seek to play the role of dictator. The problem appears to be one in which fear is a significant factor. Many school principals fear what might happen if they undertook to secure the active participation of parents or pupils in broad policy making. Some few principals have the same fear of teachers. The fear which motivates principals also influences the behavior of teachers in the management of their classrooms. They tend to keep a firm

grip on policy making because they are afraid that their pupils will abuse any freedom which is granted. Parents are reluctant to show initiative with respect to school government for fear they will be charged with "meddling."

A little more democracy all along the line would do much to dissipate fear and suspicion and make possible genuine improvement of the schools. *Coöperative thinking and acting by all groups stands as a prerequisite to substantial improvement of the schools.* The key person to take the lead in working for more democracy in school government is the principal. So long as the principal refuses through fear, or for other reasons, to work to make the schools more democratic, this end will prove difficult to achieve.

THE CURRICULUM

As shown earlier, the committee believes that the goals of secondary schools are represented by the ten imperative needs of youth. The imperative needs are largely centered upon the common learning experiences which are essential to the improvement and perpetuation of our society, at the same time taking full cognizance of the fact that individual differences call for adjustment in curriculum experiences.

The central problem in improving the educational opportunities for North Carolina youth is the small size of most of the high schools. The narrow offering found in the small high school, limited largely to traditional college preparatory studies, means that the needs of the majority of pupils are not met. The solution rests in reorganization of school districts so as to make possible larger high school enrollments and a consequent enrichment in both the common learning and differentiated or elective programs.

Holding Power in North Carolina High Schools

An examination of Table 3 indicates that for all high schools *the number of withdrawals from grade 9 to graduation constitutes almost half of the entering class.* The retention in the high schools for white youth is somewhat higher than in the high schools for Negro youth, but in both instances an alarmingly high proportion of the pupils is lost between the ninth and twelfth years of school.

In high schools for white youth, 51.5 per cent of the boys and 57.2 per cent of the girls who enrolled in the ninth grade in 1944 were graduated in 1947. In high schools for Negroes, the comparable figures are 42.3 per cent of the boys and 42.7 per cent of the girls continuing in school to graduation. These figures, of course, take

Table 3
Number and Percentage of 1944 Ninth Grade
Pupils Continuing in High School and Graduating

Grade	Year	White			Negro			All Pupils		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
9	1944	18,377	21,757	40,134	3,977	7,243	11,220	22,354	29,000	51,354
10	1945	13,671	18,183	31,854	2,846	5,762	8,608	16,517	23,945	40,462
11	1946	11,235	16,072	27,307	2,075	4,580	6,655	13,310	20,652	33,962
12	1947	10,348	13,196	23,544	1,871	3,519	5,390	12,219	16,715	28,934
Graduates		9,465	12,445	21,910	1,682	3,098	4,780	11,147	15,543	26,694
Per Cent		51.5	57.2	54.5	42.3	42.7	42.6	49.9	53.6	51.9

no account of pupils who withdraw from school before entering high school.

In order to secure an indication of the influence which size of school may have upon retention of pupils in high schools, six schools in each of three size categories were studied. North Carolina has more high schools with three or four teachers than schools in any other grouping according to size. The six- to nine-teacher high schools are the next most frequent size category. Only seventy-three North Carolina high schools have twelve or more teachers. Table 4 shows the number of pupils for six representative schools

Table 4
Retention in High Schools According to Size of Schools
According to Sampling of Six Schools in Each Category

Number of Teachers Per School	1944 Enrollment In Grade 9	1947 Number Graduating	Per Cent Graduating	
Three to Four	Boys	66	24	36.3
	Girls	85	40	47.0
	Total	151	64	42.4
Six to Nine	Boys	167	87	52.1
	Girls	188	132	70.2
	Total	355	219	61.7
Twelve or More	Boys	647	411	63.5
	Girls	682	530	77.7
	Total	1,329	941	70.8

in each category who enrolled as ninth graders in 1944, the number who graduated in 1947, and the per cent who graduated.

Table 4 indicates that regardless of size of school a *significantly larger percentage of the girls are being retained in secondary schools than boys*. It further indicates that *even a small increase in the size of the school is a potent factor in holding pupils in school*.

Present Curriculum Offerings

The suggested four-year curriculum for a three-teacher high school, as shown in the 1947 *Handbook for Elementary and Secondary School*,¹ is limited to the five academic fields, namely, English, mathematics, social studies, science, and foreign languages, with four units offered in each field except for foreign languages in which only two units are offered. This program is designed to meet the needs of above average and superior pupils who plan to enter college, and probably accounts for the tremendous withdrawal of pupils for whom the offerings are inappropriate and ineffectual. This criticism is applicable to the suggested curricula for four- and five-teacher schools, except that through ingenious planning limited offerings in home economics and agriculture or industrial arts are possible in these schools.

An analysis of enrollment by subjects, as shown in the *Biennial Report, Part I, 1944-46*,² presents striking evidence of the limitations upon the curriculum in small schools. The *majority of North Carolina's 971 high schools are largely limited in their offerings to the five academic areas mentioned plus home economics and health*. Only 78 per cent of the high schools offer home economics and only 55 per cent include health instruction. The per cent offering other important subjects are as follows: agriculture, 40; typewriting, 40; shorthand, 20; elementary bookkeeping, 15; music, 10; industrial arts and mechanical drawing, 10; vocational shop, trades, 8; art, 4; diversified occupations, 4; and distributive education, 2.

Needed Emphases

The high school is rapidly becoming a part of the common school system. Only a generation ago the high school was regarded as being for a select few, but today's high school serves, or should serve, *all American youth*. Within the next decade *the curriculum program of North Carolina high schools must be designed to meet the needs, therefore, of every normal youth of high school age*. The central problem is one of how best to meet the wide diversity of talent and need found among pupils.

¹ State Superintendent of Public Instruction, *Handbook for Elementary and Secondary Schools*, Publication No. 255, Raleigh, North Carolina, 1947, p. 131.

² State Superintendent of Public Instruction, *North Carolina Public Schools, Biennial Report, Part I, 1944-46*, Publication No. 264, Raleigh, North Carolina, p. 38-40.

Fortunately there are a number of guides available to high schools as they, singly and in coöperative undertakings, seek solutions to present and emerging problems in the area of the curriculum. This report must be content, because of the need for brevity, to invite the attention of principals, teachers, and other citizens to the resources upon which they may and should draw.³ Selection may be made from such guides as: *Education for All American Youth* by the Educational Policies Commission, *Planning for American Youth*, its briefer interpretation by the Planning Committee of the National Association of Secondary-School Principals, and *General Education in a Free Society*, a report of a plan for the reorganization of curriculum.

A number of emphases, however, are fundamental in any approach used. *The modern high school must learn to know each pupil as an individual*. This knowledge is basic to the effectual teaching and guidance of pupils. The program of studies should, therefore, be organized and scheduled so that teachers may work with pupils long enough to know their interests, aptitudes, abilities, and needs.

The administration and staff must place a high premium upon the educational processes through which teachers learn to know pupils and study their development. The techniques for studying and analyzing the needs of youth are available and sufficiently reliable to be used with confidence.⁴

The process of learning to know pupils and of planning purposeful learning experiences for them is facilitated by scheduling teachers of required subjects with a specific group of pupils and providing those teachers a free period in the school day when they may exchange data about both pupils and the courses of study. Teachers dealing with the same pupils may then plan together for the benefit of their pupils.

³ *Cardinal Principles of Secondary Education*, Issued by the Commission on the Reorganization of Secondary Education, 1918.

Issues of Secondary Education, Bulletin of the Department of Secondary-School Principals, Report of the Committee on Orientation, January, 1936.

Functions of Secondary Education, Bulletin of the Department of Secondary-School Principals, Report of the Committee on Orientation, January, 1937.

Secondary Education for Youth in Modern America, Written by Professor Harl R. Douglass for the American Youth Commission of the American Council on Education, 1937.

The Purposes of Education in American Democracy, Issued by the Educational Policies Commission, 1938.

That All May Learn, Written by B. L. Dodds for the Implementation Committee of the National Association of Secondary-School Principals, 1939.

What the High Schools Ought to Teach, Prepared for the American Youth Commission of the American Council on Education, 1940.

Education and Economic Well-Being in American Democracy, Issued by the Educational Policies Commission, 1940.

Education for All American Youth, Published by the Educational Policies Commission, 1944.

Planning for American Youth, Published by the National Association of Secondary-School Principals, 1944.

⁴ Wood, Ben D. and Haefner, Ralph, *Measuring and Guiding Individual Growth*, Silver Burdett Company, New York, 1948, VIII-535.

More adequate provisions for counseling services to the individual pupil are necessary. These involve studying the pupil and assembling information about him in a comprehensive pupil record. The results of such study can be made to come alive in aiding the pupil to make ever wiser choices only when a competent counselor is available.

As teaching becomes a profession and the school year is extended, time for teacher conferences, workshops, planning sessions, and similar endeavors looking toward an improved curriculum should and will become a part of the contractual year. The results in vitalized learning experiences, appropriate to the needs of youth, will then largely answer the present problem of retaining pupils until graduation.

THE COMMUNITY COLLEGE

North Carolina now (1947-48) has twenty-one junior colleges and five college centers associated with the university. Only two of the junior colleges are public in the sense that they are partially but substantially supported out of public funds under school district management.

In an increasingly technological age, where the results of science make for a growing complexity of the economic and social structure, it is inevitable that the period of education be extended for more people. At least half of the youth who complete the high school could with profit to themselves and the community pursue advanced studies for another two years.

The curriculum of the community college, while making provision for those who should go on to other institutions of higher learning, should be primarily concerned with courses and a program designed to serve the needs of the majority for whom this will be their last full-time education.

Definite planning should be made to supply the needs of the following groups: (a) students wanting preparation for various technical and semi-professional occupations which require all the training that high schools can give and one or two years in addition; (b) students wanting advanced training beyond that which can be offered in the years of high school in the occupation for which the high schools provide the basic preparation; (c) students wanting to prepare for admission to professional schools or the last two years of a technical or liberal arts college; (d) students wanting to round out their general education before entering employment or becoming homemakers; and (e) adults and older youth, mostly employed, who wish to continue their education during their free hours.

SUMMARY OF RECOMMENDATIONS

1. *School superintendents and principals should begin at once to secure the participation of parents and of teachers in broad policy-making, and in devising ways and means of achieving agreed-upon goals.* At appropriate points the participation of young persons should be sought both in policy-making and implementing the results of thinking.
2. *High schools should be sufficiently large to include in their respective programs all necessary services of a good secondary school.* It is believed that a minimum enrollment for a four-year secondary school should be 300. State and local authorities should begin to make long range plans for the elimination of all small high schools except those which are definitely isolated. In instances where the elimination of a small high school is administratively impracticable because of isolation or road conditions, comparable services for youth must be provided at the increased cost required. In line with the continuing national trend, the committee favors the reorganized secondary school wherever feasible. In North Carolina, however, only seventy-three of the 971 high schools employ twelve or more teachers. This situation implies that school districts which do reorganize in order to provide larger schools should determine the type of secondary school organization in the light of local needs. In other words, schools could be organized to include grades 9 through 12 and 10 through 12, as at present, while others could include grades 7 through 12.
3. *In the state's allotment of teachers for the larger and non-isolated high schools, there should be a reduction in the immediate future to 27-30 pupils in average daily attendance.*
4. *In addition to the regular allotment of teachers in the state foundation program, provision should be made for special services such as principals, guidance counselors, librarians, and curriculum coördinators.* This provision could be met by means of a formula which would authorize such additions for a given number of teachers.
5. *In the basic support program provision should be made for clerical services in the schools.* The time of principal and teachers could thereby be freed for the improvement of the instructional program, a step which is highly desirable.
6. *The teaching load should be established at a maximum of 150 pupil periods per day or 750 pupil periods per week.* An effort should be made to hold the teaching load considerably below this maximum to permit more attention to individual pupils.

7. *The high schools should assume responsibility for the further education of out-of-school youth.*

8. *More adequate provision should be made for offering, where the need exists, vocational courses such as business education, agriculture, trades and industries, homemaking, distributive education, and diversified occupations.*

9. *Schools should organize a program for studying pupils by means of observational techniques and measurement, including tests of ability, aptitude, interests, and achievement. They should record these data on cumulative records which are kept up to date. Specialized counseling services and curriculum experiences suggested by these data should be provided.*

10. *More attention should be given to occupational guidance by making definite provision for the teaching of occupations and for assisting pupils in making wise vocational choices.*

11. *High schools should develop programs designed to help adults identify and solve some of their individual and group problems, thereby improving the quality of living in the communities which they serve. Schools that serve the community in a realistic sense will need to help develop community service facilities to meet community needs.*

12. *The ten imperative needs of youth should be given more realistic consideration in planning and carrying forward curriculum practices and conditions. They are:*

(a) All youth need to develop salable skills and those understandings and attitudes that make the worker an intelligent and productive participant in economic life. To this end, most youth need supervised work experience as well as education in the skills and knowledge of their occupations.

(b) All youth need to develop and maintain good health and physical fitness.

(c) All youth need to understand the rights and duties of citizens of a democratic society and to be diligent and competent in the performance of their obligations as members of the community and citizens of the state and nation.

(d) All youth need to understand the significance of the family for the individual and society and the conditions conducive to successful family life.

(e) All youth need to know how to purchase and use goods and services intelligently, understanding both the values received by the consumer and the economic consequences of their acts.

(f) All youth need to understand the methods of science, the influence of science on human life, and the main scientific facts concerning the nature of the world and man.

(g) All youth need opportunities to develop their capacities to appreciate beauty in literature, art, music, and nature.

(h) All youth need to be able to use their leisure time well and to budget it wisely, balancing activities that yield satisfactions to the individual with those that are socially useful.

(i) All youth need to develop respect for other persons, to grow in their insight into ethical values and principles, and to be able to live and work cooperatively with others.

(j) All youth need to grow in their ability to think rationally, to express their thoughts clearly, and to read and listen with understanding.⁵

13. *Full use should be made of the resources of the community and the state in curriculum planning and development. Fortunately in the discharge of this function North Carolina schools have the advantage of the materials of its Resource-Use Commission.*

14. *Faculties of high schools should study every possible means of alleviating the over-departmentalization and over-specialization which have come to characterize some secondary schools. Specific suggestions to aid in such a study are included in the section on curriculum.*

15. *Salaries, living conditions, and community regard for education should be such as to attract and hold teachers of high quality. The successful achievement of educational goals depends on the quality of the teacher and teaching. This was impressively revealed through interviews with seniors.*

16. *When community colleges are established, programs should be provided for all five of the groups identified by the Educational Policies Commission. A state plan is needed to assure that such colleges will be established only at centers where they can be justified in terms of the pupils to be served and the needs to be met. Provision should be made, therefore, to authorize the establishment of community colleges to be supported by local funds in communities where they can be established without handicapping the regular program, where the enrollment (a minimum of 300 students) is large enough to assure that the work can be*

⁵ *The Imperative Needs of Youth of Secondary School Age*, Bulletin of the National Association of Secondary-School Principals, Vol. 31, No. 145, March, 1947.

offered at an economical cost, and at centers which are logically located to serve the particular area with a long time program.

In favoring the development of community colleges, the committee emphasizes that they must be soundly established with respect to financial support, student attendance, and without prejudice to the total program of public school education. In this connection attention is called to recommendations 8, 9, and 10 in the section on local school organization and administration. The committee warns against the creation of small inadequately financed institutions which would, in all probability, retard the development of a sound program of post-high school education.

CHAPTER V

VOCATIONAL EDUCATION

EACH phase of education must contribute to the total education and integration of each individual in a democratic society. Vocational education is one of the elements of a comprehensive program of education suited to the present era. A democracy functions most effectively when each individual is engaged in activities rewarding both to himself and to society. It is important, therefore, that every adult be engaged in work which fits his capacities and abilities and which satisfies both personal and social needs.

The necessity for including vocational education in the high school curriculum has been made more obvious by the greatly increased high school enrollments. At one time high school students almost without exception were individuals who planned to enter some higher educational institution. As high school enrollments have increased, however, the composition of the student body has become more diverse in purposes, interests, abilities, and needs. In 1890 only 7 per cent of the youth 14-17 years of age in the United States was enrolled in high school. By 1940 the enrollment had increased to 73 per cent of the total in that age group.¹

Of the total number of pupils who graduate from the high schools of the nation, only 25 per cent enter college. The remaining 75 per cent enter occupational pursuits without further education. As shown in the section on secondary education, many pupils drop out of school and go to work even before they graduate from high school. This large number of youth who begin work at high school age places a tremendous responsibility on administrators of secondary schools for greater emphasis on occupational preparation in the high school program.

During the period of accelerated enrollments in high schools the character of our society was changing from rural agrarian to a society more urban and industrial. In 1890, 75 per cent of the people were engaged in farming with only about 7 per cent in industry. Today only 33 per cent are farmers and about the same number are employed in manufacturing. The purpose and the function of the school must change to meet the changed needs of society.

The Harvard Report, *General Education in a Free Society*, states that the high school is called upon to perform the incomparably difficult task of meeting the needs of "masses of students of every conceivable shade of intelligence, background, means, interest,

¹ Statistical Abstract of the United States, 1942, Washington, 1943, p. 139.

and expectation. . . . The modern high school must find place for every kind of student whatever his hopes and talents. It cannot justly fail to adapt itself, within reason, to any."

The Southern States Work Conference in 1946 defined vocational education as "that component part of total education which centers its attention upon locating, defining, and solving problems faced by people in (a) choosing an occupation, (b) preparing both personally and vocationally for an occupation, and (c) entering upon and progressing in an occupation." In the light of this analysis and definition, it may be said that vocational education is an *integral part of the total program of education and is the responsibility of every school*. It need not be a special field of education to be developed in special schools for certain pupils. *Vocational education is the educational birthright of every child enrolled in the public schools.*

NEEDS FOR VOCATIONAL EDUCATION

The character of enrollment in high schools has undergone a radical change in the past forty years. In 1909 only 3,144 youths between the ages of 13 and 17 were enrolled in high schools in North Carolina. This was less than one-third of 1 per cent of the total 13-17 age group. In 1939-40 there were 203,039 enrolled, as shown in Table 5. This was 72 per cent of the total 13-17 age group of that year.

Table 5
Growth in Enrollment in High Schools in North Carolina

White			Negro		
Year	Enrollment	Per Cent Increase over 1908	Year	Enrollment	Per Cent Increase over 1923
1908-09	3,144		1923-24	4,715	
1919-20	29,294	832	1929-30	15,132	222
1929-30	101,755	3,136	1939-40	39,603	740
1939-40	163,436	5,098	1946-47	35,879	661
1946-47	123,117	3,816			

In 1909 about three-fourths of the high school graduates in North Carolina entered college; in 1940 less than 13 per cent of those in high school entered college. The remaining 87 per cent entered the labor market on leaving the secondary schools.

Drop-outs and retarded students present serious problems. A study of school survival rates in North Carolina shows that only

37 out of 100 enrolled in the fourth grade in 1935 graduated in 1942. Of 100 pupils enrolled in the first grade in North Carolina in 1936, only 23 graduated in 1947. The national average survival rate is about 47 out of 100. (See Figure 1). It is the responsibility of the secondary schools of North Carolina to reduce the number of drop-outs to a minimum.

Each year in North Carolina between 50,000 and 60,000 white boys and girls and 20,000 and 25,000 Negro boys and girls offer their services as beginning workers.

Comparatively few of these persons have graduated from college and presumably are prepared for some occupation. Some of the graduates have prepared for employment by attending special schools such as nursing, cosmetology, barbering, or business. Among the others who have graduated from high school are those who have had some kind of vocational education in school. These three groups represent only about 20 per cent of the new workers entering the labor market each year. The remaining 80 per cent are high school graduates and drop-outs who have had little, if any, special preparation for employment. Nearly half of this group have never attended high school.

Thus *thousands of young workers attempt to find employment each year without having acquired the educational or technical skills needed to cope with the problems encountered in choosing, entering, and succeeding in an occupation*. They must secure employment without having an opportunity to discover their own interests and aptitudes or to learn much about the kinds of occupations available to them. Yet North Carolina must have an adequate supply of skilled workers to be able to process its raw materials and thus raise its level of living.

The public school program has an obligation to help this large army of boys and girls who need vocational instruction and counsel, both those who drop out of high school and those who continue through to graduation. A sample study of a small number of persons, aged 13-17, who had dropped out of school indicates that a large proportion of these students left school because of lack of interest. None of the drop-outs had taken any vocational courses before leaving school.

There is need for the development of an adequate and realistic vocational guidance program in North Carolina. Questionnaires filled in by 7,235 students in eighty-five high schools of twelve counties in the state give some interesting information. Of this group of students 42.7 per cent expressed a preference for occupations which lend themselves to instruction on the high school level; 41 per cent expressed a desire to enter a professional type of job; 8.5 per cent indicated interest in jobs involving trade skills;

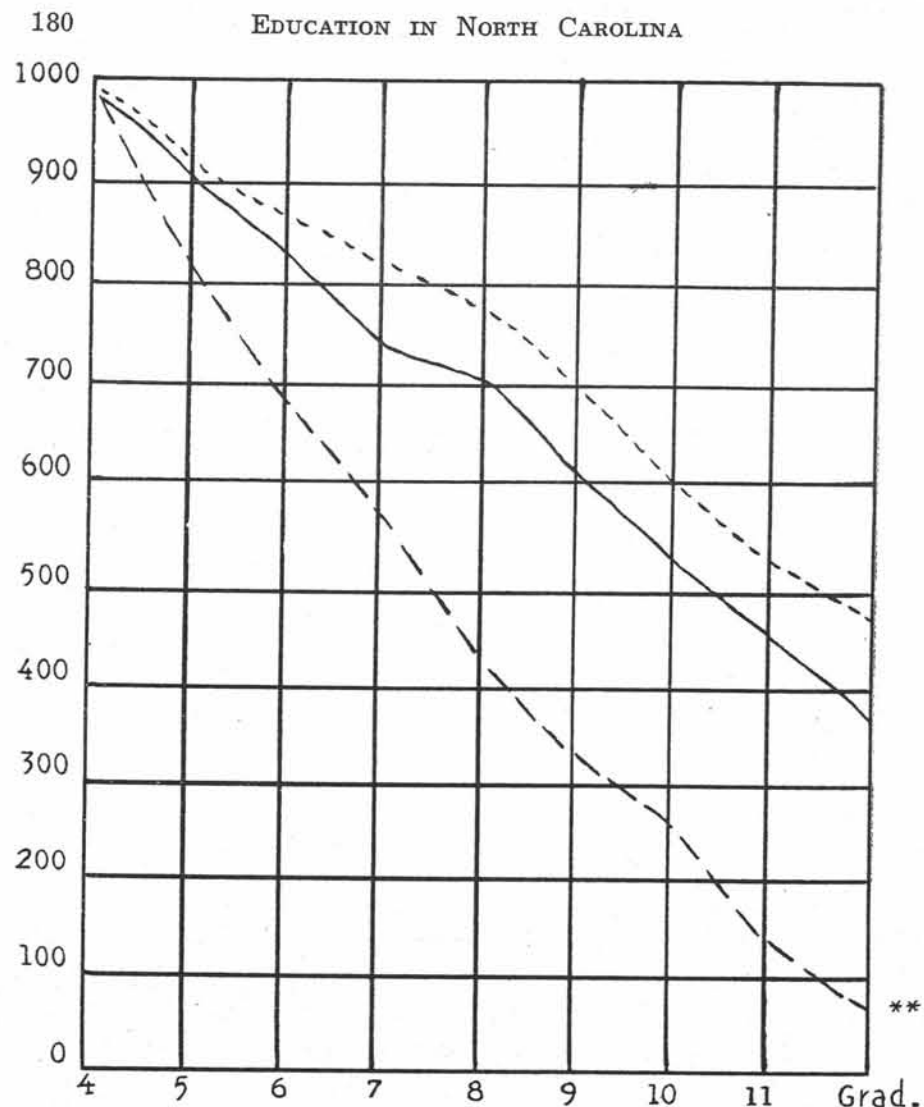


Figure 1, North Carolina School Survival Rates Compared with the National Average *Fourth Grade Through Graduation*.*

- - - - National Average.
- North Carolina—White.
- · - · North Carolina—Negro.

* National data from U. S. Office of Education Publication, *Biennial Survey of Education in the United States, 1940-42*, Volume II, Chapter II. Basis is fourth grade in 11-grade systems; fifth grade in 12-grade systems.

** Graduates estimated because of transition from 11 to 12 grade systems.

3.2 per cent preferred farming; 5 per cent showed a preference for service occupations; and 1 per cent selected selling.

A comparison of these students' choices with the occupational structure of the state as it exists today indicates a wide disparity. (See Tables 6 and 7). Only 5.3 per cent of the gainfully employed persons in North Carolina are engaged in professions; yet 41 per cent of the students wish to enter the professions. The number of girls planning on doing clerical work is nearly twice that of the state average. About 1 per cent of the group plan to enter sales work, while slightly more than 10 per cent of the gainfully employed persons in the state are engaged in retail and wholesale activities.

These comparisons demonstrate the need for a vocational guidance program which will help pupils understand themselves, their interests, and their abilities; which will help them understand

Table 6
Number of Persons Gainfully Employed in North Carolina
According to Occupational Classifications - 1946

Occupational Classification	Number Employed	Total	Per Cent Gainfully Employed
<i>Agriculture</i>		400,301	33
Industries.....	647		
Farming.....	396,000		
Mining.....	3,061		
Not Covered*.....	593		
<i>Manufacturing</i>		415,593	34
Manufacturing.....	372,899		
Construction.....	30,415		
Not Covered*.....	12,279		
<i>Distribution and Services</i>		209,846	17
Wholesale & Retail.....	105,953		
Finance, Ins., and Real Estate.....	11,903		
Business Services.....	31,909		
Not Covered*.....	60,081		
<i>Transportation, Com., and Public Utilities</i>	28,114	28,114	2
<i>Others</i>		168,000	14
Self Employed.....	75,000		
Government and Non-farm Domestic Workers.....	93,000		
TOTALS	1,221,854	1,221,854	100

* Sources: North Carolina Employment Security Commission, North Carolina Department of Labor, and North Carolina Department of Agriculture

Table 7

Percentage Distribution* by General Division of Occupations of Gainful Workers 10 Years Old and Over, 1880 to 1930, and Gainful Workers 14 Years Old and Over, 1940—for North Carolina.

Year	Occupation				
	Agriculture	Industry	Distribution and Services	Professional Services	Other
1880.....	75.4	7.1	17.5
1890.....	69.6	10.3	18.4	2.3
1900.....	64.3	12.7	21.1	2.1
1910.....	64.8	16.7	16.3	2.1
1920.....	53.5	23.6	19.6	3.3
1930.....	44.8	25.5	25.1	4.6
1940.....	34.0	30.8	26.4	5.3	3.5

* Sources: United States Census Publications, 1880-1940.

the nature and kinds of occupations open to them; and which will help them to choose occupations in time to receive educational preparation for those occupations. It is a definite responsibility of the public school to help each child discover his potential abilities and to provide the type of education which will help him to develop these abilities to his optimum capacity for useful service.

More important than the change in numbers of people employed are the changes in the occupational patterns themselves and the new types of employment available during recent years. Because of the attractive features of climate and labor in North Carolina, new industries are moving in from other states and new industries are springing into existence through the planning of local groups. The public schools need to be ready to synchronize their training programs to the needs of these new industries. Industry cannot operate without properly trained personnel.

The tremendous tourist and resort business being developed in North Carolina requires great numbers of skilled workers in the service industries. In terms of money this is one of the largest enterprises in North Carolina. The future success and reputation of the business depends upon the attitude and service of the people engaged in it. There is a definite need for training young workers in this field.

As the standard of living becomes higher, increasing numbers of workers are employed in the field of distribution and services.

More workers are needed. Jobs have become more exacting, technical, and attractive. Retailing today is a scientific occupation.

The design and mechanism of new machines becomes more intricate and complicated with the introduction of every new model. Mechanics skilled in handling jobs in this industrial age must be educated in the new techniques. In order to keep abreast of the demand, re-training by special instruction is important.

Farming today is a scientific procedure. The modern farmer must be up-to-date on all the new techniques in production, land-use, and improvement.

The occupation of maintaining a home assumes major importance in any listing of occupations. The present and future success of the state and the nation depends upon the quality of family life. The homemaker must be a specialist in many fields.

Regardless of whether the need is considered from the standpoint of society, student interest in training, or the demands of the occupation itself, the responsibility for vocational instruction rests with the public schools since, by state law, all pupils must attend school until they reach their sixteenth birthdays. *Industry has no other source of labor supply than the product of the schools.*

THE PRESENT PROGRAM IN VOCATIONAL EDUCATION

The present program of vocational education includes six divisions. Under each division are several different kinds of classes and types of services. Provision is made for the instruction of high school youth, out-of-school pupils, and adult workers. The several types of services are as follows:

a. Vocational Agriculture for in-school day classes, part-time classes for out-of-school youth, and evening classes for adult farmers.

b. Home Economics Education for in-school day classes, part-time classes for out-of-school youth, and evening classes for adult homemakers.

c. Trade and Industrial Education for or in in-school day trade classes, coöperative diversified occupations, evening school for adult workers, part-time trade extension (apprenticeship), and part-time general continuation.

d. Distributive Education in or for coöperative distributive education (in-school classes), evening school for adults, part-time classes.

e. Occupational Information and Guidance for advisement service to school personnel.

f. Business Education for in-school classes, part-time classes, and evening school classes.

Agricultural Education

The function of instruction in vocational agriculture is to help members of farm families to improve their farms and to become better farmers. Instruction is offered to high school students, out-of-school youth, veterans, and adult farmers and their families.

The program provides not only the basic local farm practices and underlying principles in the school but also practical experience through supervised practice on the home farm. Supervised farming is emphasized with all students.

Vocational agriculture was taught in 454 high schools during the school year 1946-47. Of this number 358 were schools for white children and 96 were schools for Negroes. In schools for white children, 13,334 pupils were enrolled in vocational subjects; 3,592 pupils were enrolled for vocational subjects in schools for Negroes. About 60 per cent of the white boys who attended schools where agriculture was offered enrolled for this work. In schools for Negroes offering agriculture about 80 per cent enrolled.

The evening classes enrolled 5,555 adult farmers. These farmers received instruction in improved farm practices and in new skills and techniques applicable to their farms.

In 250 rural communities canneries were operated for the patrons of the schools. During the school year 1946-47 the total number of cans of food processed by 98,034 people was almost 4,000,000. Most of these people received some instruction in canning procedures.

An important feature of the agricultural education program is the learning encouraged by the activities of Future Farmers of America and the New Farmers of America clubs. During 1946-47 the Future Farmers of America had 12,000 active members and the New Farmers of America had 4,000. These boys participate in many kinds of contests such as parliamentary procedures, public speaking, seed judging, and tool identification. Several thousands of these boys got valuable experience exhibiting livestock at county and state fairs. Each boy owns and carries on some farm project and each boy has a four-year plan.

Home Economics Education

The chief purpose of home economics education is to prepare young women for the vocation of homemaking. It includes instruction in food and nutrition, housing, home furnishings, home beautification, clothing, child development, family health, family economics, and family relations.

During the school year 1946-47 vocational home economics was taught to 26,428 pupils by 412 teachers. In high schools for white youth there were 348 vocational home economics teachers with an enrollment of 21,281. In schools for Negroes there were 64 teachers and an enrollment of 5,147 pupils.

Teachers of home economics supervise home projects carried on by girls enrolled, make home visits, conduct adult classes for homemakers, and work with families on problems affecting home life.

Aside from regular home economics teachers, many schools employ an additional teacher from local funds. There are 400 teachers in this second group who have 16,114 pupils enrolled in their classes. This makes a grand total enrollment of 42,542 home economics students regularly enrolled in high school. All homemaking teachers use the state-wide course of study guide to the basal textbooks.

During 1946-47 instruction was given to 4,890 adults in evening classes. The teachers of home economics also helped teach patrons of the community canneries to process their foods.

Trade and Industrial Education

The objectives of trade and industrial education are (a) to prepare high school students to enter the trade or industry of their choice, and (b) to assist employed persons to become more efficient workers.

The subjects now being offered to high school students in day trade classes are shown in Table 8.

Students in day trade classes spend half the school day in shop subjects and the remainder in regular high school studies. This type of instruction is adapted to cities and centers which have sufficient employment opportunities in industry or service trades.

A diversified occupations program is a coöperative arrangement between the commercial and industrial enterprises of the community and the high school. These enterprises furnish part-time employment to students during school hours. The student learns the job under actual working conditions, instructed by a worker recognized in his trade. School facilities furnish the technical subject material related to the job being learned. Diversified occupations programs are carried on in twenty-five schools for white students and in eleven schools for Negroes. These programs make possible the supervision of learning in 75 different occupations.

During 1947-48 one hundred forty-one diversified occupations classes, including all types for high school groups, were offered—seventy-seven for white youth and sixty-four for Negro youth.

Table 8
Subjects Offered in Day Trade Classes and Number of
Schools Offering Each Subject

Subject	Number of Schools Offering Subject	
	White Youth	Negro Youth
Auto Mechanics.....	1	6
Bricklaying.....		15
Building Trades.....	11	11
Carpentry.....	1	1
Cosmetic Art.....	2	
Dressmaking.....		1
Drafting.....		
Electrical Maintenance.....	1	1
Home Management.....		1
Machine Shop.....	11	4
Painting.....		1
Printing.....	3	
Plumbing.....		1
Radio.....	2	
Sheet Metal.....	4	3
Textiles.....	3	
Welding.....	1	
Woodworking.....	12	8

These were given in fifty-two schools for white students and thirty for Negroes.

Evening and trade extension is a type of training given for those who are already employed. Students enroll to increase their proficiency in their trade or to prepare for a job ahead. During 1946-47 instruction in evening classes was given to 9,465 employed workers. For most of these workers the trade extension class provides their only opportunity for further schooling.

Distributive Education

The objectives of distributive education are (a) to help the beginning distributive worker to gain personal satisfaction in his work and win promotion, and (b) to provide training in distribution in order to assure more economical distribution service for consumers. Distributive occupations include all the jobs involved in moving the products of farm, mine, and factory to consumers, and in supplying service to consumers.

In the high school program students enroll in cooperative part-time classes where they receive training correlated with work experience in various distributive businesses. Although the number of pupils trained through this program is relatively small,

many of them have been successful in filling junior executive positions in retailing soon after graduation from high school. During the school year 1946-47, 330 pupils were enrolled in fifteen schools.

Special programs for regularly employed workers emphasize training for owners, managers, and junior executives because such training has far reaching results in leading to greater efficiency in distribution. During 1946-47 there were 4,962 persons enrolled in the 265 extension classes offered.

Interest in this program is stimulated by the activities of the Distributor Club. The 400 student members of this state organization participate in contests featuring displays, posters, essays, and public speaking. The state chapters are affiliated with the Distributive Education Clubs of America.

Occupational Information and Guidance

Guidance service to the public school systems and schools of the state is furnished by a full-time supervisor in the Division of Vocational Education. This service consists of suggestions, counsel, and encouragement to schools in planning their own guidance programs.

The 1946-47 report submitted by each high school principal included a section on guidance. A summary of 935 of these reports reveals evidence of guidance programs as indicated by the per cent of schools which have or engage in the following: individual cumulative folders containing data about pupils, 83 per cent; standard tests at regular intervals, 54 per cent; occupational information materials, 81 per cent; information on further training opportunities, 70 per cent; regular course in study of occupations, 32 per cent; assistance in placing all pupils in next steps, 35.5 per cent; and follow-up of all graduates and drop-outs, 49.2 per cent.

Of 719 county, city, white, and Negro high schools, 67 per cent listed someone other than the principal as the counselor responsible for counseling students on educational, vocational, and personal problems. These counselors gave on the average only 2.7 hours per week to counseling, and reached only 40 per cent of the students. It should be evident that the counseling services which can be provided under present conditions are far from adequate.

Business Education

About 15,000 high school students were enrolled during the 1946-47 school year in business education subjects. Courses were given in 353 schools for white children and 30 schools for Negro children. The most popular of the sixteen subjects offered were general business, typewriting, business arithmetic, bookkeeping,

shorthand, business law, and business English. In many schools this program served as an excellent form of specialized vocational education. About 5,274 pupils were classed as vocational. The teacher may have been one of the regularly allotted teachers or in some cases was an extra teacher paid entirely by local funds.

TEACHERS NEEDED FOR VOCATIONAL EDUCATION IN NORTH CAROLINA

Before any consideration is given to the kinds and number of vocational teachers required to do the job, it is well to look at the facilities of the existing public school system through which such training must be done. In the 100 counties of North Carolina there are 728 high schools for white youth and 228 for Negroes. The great majority of high schools in North Carolina are staffed by fewer than five teachers. *This situation makes it exceedingly difficult to offer any choice of vocational courses to pupils enrolled in these schools.* Youth enrolled in small schools are as deserving of special training as those in larger communities. Some means must be found to offer the kind of education they need.

In this report no attempt is made to determine the number and kinds of vocational teachers required in each school, community, or county administrative unit. A method of making such an al-

Table 9
Estimated Number and Kinds of Vocational Teachers
Required for North Carolina

Vocational Field	Per Cent of Population Employed	Number Teachers Required to Reach All Youth (13-17)			Number Teachers Required to Reach Those Now in School		
		White	Negro	Total	White	Negro	Total
Agriculture.....	33	858	358	1216	519	216	735
Trade and Industrial.....	34	566	236	802	408	170	578
Distributive							
Education.....	17	274	118	392	197	85	282
Home Economics	*	878	382	1260	733	319	1052
Vocational Guidance.....	†	328	104	432	236	75	311
TOTAL.....		2904	1198	4102	2093	865	2958

* All girls or roughly 50 per cent of the total number of youth 13-17 may be considered potential homemakers.

† Estimate based on 20 per cent of one teacher's time for each 100 pupils in attendance, 1946-47.

location by county or by groups of counties will be recommended. Implementing this recommendation will require rather complete occupational and economic analyses of the various counties.

Although no reliable determination of vocational education teachers needed in the future can be made without a thorough study of each community in the state, an objective method has been used to make a general estimate of the number of vocational teachers needed to carry on the present type of program for the total youth of the state, ages 13-17, and for the 72 per cent of those youth now enrolled in schools. Two estimates are made, as shown in Table 9. The first estimate is based on the assumption that if the desired courses were offered, high school enrollment would approach 100 per cent of all youth. The second estimate is based on the number and kinds of teachers required to reach those now enrolled.

The importance of vocational counseling in assisting youth to select the occupational area most suited to their abilities and needs has been indicated in an earlier section of this chapter. Any adequate vocational education program in North Carolina, therefore, must include a sufficient number of qualified counselors.

The number of full-time counselors needed in the high schools in North Carolina, as shown in Table 10, is worked out on the basis of 100 pupils per counseling period, counseling period meaning one-fifth of the school day. Thus a school with 500 pupils enrolled would call for five counseling periods per day assigned to one full-time counselor or divided among part-time counselors. In a school of approximately 200 pupils, two-fifths or 40 per cent of one teacher's time would be devoted to counseling duties.

In county schools with fewer than four state allotted teachers a counselor might be assigned to work with several schools, spending one period per day or per week in each school, depending upon the number, size, and locations of the schools in the county. Schools with fewer than four state allotted teachers were not included in this estimate of the minimum number of counselors needed in the high schools of North Carolina.

DEFICIENCIES IN PRESENT PROGRAM AND MAJOR PROBLEMS

At present there is a lack of understanding of the purpose of vocational education and its place in the school program. Relationships between vocational personnel and other school personnel must be strengthened and improved.

Many high school pupils in North Carolina have no opportunity to enroll for vocational instruction. There are 150 high schools with no vocational offerings: 7 of these for white children are in

Table 10

Estimate of Counseling Time Needed, Based on 1946-47 A.D.A.,
Expressed in Terms of Teacher-Counselor

Number of Teachers	Counselor Allocation for each School	Number of Schools		Full-Time Counselors		Total Counselors
		White	Negro	White	Negro	
4.....	.20	133	49	27	10	37
5.....	.20	169	49	34	10	44
6.....	.40	110	35	44	14	58
7.....	.40	59	11	24	4	28
8.....	.40	35	10	14	4	18
9.....	.60	24	5	14	14	28
10.....	.60	11	4	7	2	9
11.....	.60	10	6	6	4	10
12.....	.80	7	2	6	2	8
13.....	.80	7		6		6
14.....	.80	3		2		2
15.....	1.00	5	2	5	2	7
16.....	1.00	5		5		5
17.....	1.00	3	3	3	3	6
18.....	1.20	5	1	6	1	7
19.....	1.20	1	1	1	1	2
20.....	1.20	2	1	2	1	3
21.....	1.40	1	1	1	1	2
22.....	1.40	1		1		1
23.....	1.60	1		2		2
24.....	1.60	1		2		2
25.....	1.60			2		2
26.....	1.80					
27.....	1.80	1	1	2	2	4
28.....	1.80	1		2		2
29.....	2.00					
30.....	2.00	1		2		2
31.....	2.00	1		2		2
32.....	2.20	1		2		2
33.....	2.20					
34.....	2.20	1		2		2
35.....	2.40	1		2		2
36.....	2.40	1		2		2
40.....	2.60	1		3		3
51.....	3.40	1		3		3
TOTAL.....		603	181	236	75	311

city administrative units; 104 for white children are in county administrative units; 6 for Negroes are in city administrative units; and 33 for Negroes are in county administrative units. The median size of schools for white children which do not provide for vocational education is 3.0 teachers; for the schools for Negroes it is 2.5 teachers.

There are 361 rural high schools without provision for vocational

agriculture: 286 of these are for white youth and 75 are for Negroes. Of the schools lacking vocational agriculture, 145 are one-, two-, and three-teacher schools.

There are 175 high schools with no provision for home economics; 161 of these are in rural communities. The median number of teachers for this group of schools is 3.

The industrial education program has been limited largely to urban schools. There are 25 high schools with 10 or more teachers which do not make any provision for industrial education. All of these are schools for white children.

The distributive education program in the past has been confined to urban schools and large rural schools near cities. There are 75 high schools with 10 or more teachers which do not make any provision for distributive education. Of this group 54 are schools for white youth and 21 schools for Negroes.

Sufficient funds for an adequate program of vocational education are not available. Until about three years ago state funds and federal funds allocated for state aid were adequate for those schools which requested programs. Many schools needing vocational courses were unable to request state and federal assistance because they could not pay one-third of the cost of the program. Now, however, demands for vocational teachers far exceed the state and federal funds available.

An adequate program is not now provided for out-of-school youth of high school age. Suitable meeting places, adequate and suitable equipment, and qualified instructors are needed.

The present program of vocational education for adults is inadequate. Some handicaps which hinder the development of vocational education for adults are the shortage of qualified instructors, lack of properly equipped and conveniently located classrooms, lack of provision for paying operating costs, and lack of local supervision.

There is a need in certain sections of the state for specialized vocational courses beyond the high school level which would make it possible for high school graduates to secure further training. Community colleges are barely beginning to fill this gap. The problems to be solved in their development include methods of financing, kinds of courses to be offered, recruiting and training personnel, methods of administration, and proper location.

More pre-vocational programs such as industrial arts and other exploratory courses are needed. Local schools lack proper housing and equipment for such courses. There is a shortage of qualified instructors and the facilities for training new teachers are inadequate.

The present state-wide program of vocational guidance is in-

adequate. Only about 20 per cent of the present school enrollment is reached by counselors. Problems involved in this deficiency are those of enlarging facilities for training counselors, providing employment for counselors after they are trained, and providing counseling in the very small high schools.

There is a lack of qualified personnel for each of the services in vocational education. The major problem is that of securing good candidates in sufficient quantity to supply the schools' needs for teachers. The salary is an important factor in recruiting teachers.

Better planning of vocational programs is needed. Programs in operation must be evaluated often and revised to meet changing needs. New programs must be based on local surveys and thorough studies of needs. Careful planning should precede the building and equipping of new laboratories.

Physical facilities are inadequate in most local schools. While many schools have good facilities, the average for the state is poor.

Relationships between school personnel and outside agencies need to be strengthened and improved. School people must know the requirements of business. Work experience must be recognized by outside agencies as an educational experience and not an opportunity for cheap labor. Labor organizations must recognize the potentialities of the program. Business must recognize the advantages of allowing plants to be used as laboratories and personnel to be used for instruction.

SUMMARY OF RECOMMENDATIONS

1. *Vocational education should be recognized and included in the comprehensive program of public education which is planned to satisfy the needs of youth and adults striving to equip themselves for service in modern society.* Vocational education, in terms of the nation's needs, is a vital area of education. It is an integral part of the total education of all American youth.

2. *The state should begin immediately to consolidate small high schools into units enrolling at least 300 pupils.* Exceptions to this rule should be made only where geographical conditions make consolidation impracticable. Only schools as large or larger than the size recommended can afford to offer an enriched program of education, including the several phases of vocational education. With the present organization of high schools it is not economically practicable to offer vocational courses to all youth who need them.

3. *During the transition period of consolidation the state should develop a program for extending vocational services to all high schools which qualify for and need these services.* Every effort

should be made to meet the vocational needs of as many pupils as possible, but special provisions should be made for schools which are to be continued temporarily in order to avoid excessive and uneconomical school plant costs.

(a) Agriculture and home economics teachers should be available to all schools which qualify. Wherever feasible, instructors should be provided to serve one or more of the smaller schools. This practice, however, should be followed only when the schools can qualify by showing actual need and by making the necessary equipment available.

(b) Trade and industrial education teachers should be provided for all large high schools where surveys indicate that this type of program is needed. This service should be limited to those schools which have twenty teachers or more. Exception to this rule could be made for highly industrialized centers.

(c) The diversified occupations program should be extended to all schools which have ten or more state allotted teachers, if the local community can provide suitable training facilities and can offer adequate employment opportunities.

(d) The distributive education service should be extended to include all schools with ten or more state allotted teachers if the local community can provide suitable training facilities and can offer adequate employment opportunities.

4. *Local school officials, in planning their programs and selecting their personnel, should recognize the need for a more adequate program of vocational guidance in the public schools.* At present only a small percentage of high school students have adequate counseling.

5. *Present farm shop facilities should be used to provide shop training to boys not enrolled in agricultural education.* A recent survey by H. P. Cooper of Clemson College reveals that only about 50 per cent of the teen-age farm boys will be needed on the farms. This means that half of the boys will seek employment elsewhere, which indicates that courses other than agriculture are needed in rural sections. Special training of the diversified nature would contribute to the development of salable skills for a high percentage of these boys.

6. *More emphasis should be given to the building of an adequate*

program of industrial arts in the public high schools of the state. An industrial arts program serves as an excellent foundation for vocational education courses.

7. *The public school system should discharge its responsibility for out-of-school youth by providing courses designed to meet their vocational needs.* Special efforts should be made to provide part-time courses that will help high school age boys and girls who are not in school to receive the training they need for various occupations.

8. *A comprehensive vocational education program should be conducted for adults.* This program should include instruction in agriculture, industrial education, homemaking, and distributive and business education.

9. *Vocational teachers should be employed on an eleven or twelve months basis.* Additional time is required in all vocational fields if the needs of in-school youth and adults and out-of-school youth and adults are to be met. The additional time is needed for community surveys, occupational studies and analyses, and for the development of specific instructional materials required to make vocational education effective.

10. *Staff members of the State Department of Public Instruction should be provided to assist local administrators in planning their vocational programs.* It is largely the responsibility of local school administrators to plan programs suitable for local needs; it is a responsibility of the State Department of Public Instruction to furnish planning assistance to local school administrators.

11. *Allotment of vocational teachers should be made to schools on the basis of minimum standards prescribed by the State Board of Education.* Allotment of vocational teachers should be recommended when the need is established; when adequate facilities are provided, including space and equipment; and when assurance is given that established minimum vocational standards will be maintained. The Division of Vocational Education should study each high school service area as a basis for recommendations.

12. *Salaries of vocational teachers should compare favorably with salaries paid in commerce and industry for similarly qualified persons.* The direct relationship between salaries of vocational teachers and salaries paid by business organizations for similar services cannot be overlooked. A beginning salary of at least \$240 a month with yearly increments of \$100 will be necessary to secure and hold vocational teachers. In addition, adequate ex-

penses should be allowed for those teachers whose duties require regular travel.

13. *Special attention should be given to providing a more adequate salary for vocational education supervisors.* This same consideration is needed for all types of supervision in the State Department of Public Instruction in order to assure the services of competent staff members.

14. *Every effort should be made to make teaching more attractive so that a larger per cent of the personnel now being trained will enter the teaching profession.* Facilities for training vocational teachers should be increased wherever needed. The training of industrial arts should be extended to additional state teachers' colleges.

15. *The Division of Vocational Education and the Resource-Use Commission should cooperate in promoting a program to conserve and use more advantageously our natural resources.* Vocational educational personnel have an important responsibility in this greater utilization of natural resources. They should help with such problems as conservation of forests; saving the soil; providing better housing; starting new industries; providing trained personnel for new industries; and providing the skills necessary for the productive processes in North Carolina. By sending unfinished materials to other states where more highly skilled workers complete the process, North Carolina lost \$94,000,000 annually.¹ There is a direct relationship between increased earnings derived from better utilization of resources and living standards; better standards of living is one of the objectives of vocational education.

16. *The appropriation of state funds for vocational education should include the amount of state and federal funds required to provide salaries of vocational teachers on the same percentage basis as other state allotted teachers.*

17. *School officials and the state department staff should recognize the need for better understanding and closer relationships between personnel of vocational education and other school personnel and agencies closely allied with the vocational program.* Supervisory staffs of the Division of Vocational Education should assume leadership and should plan necessary procedures that will lead to better understanding.

¹ S. F. Campbell, Chief of the Bureau of Research and Statistics of the Unemployment Compensation Commission.

CHAPTER VI

THE EDUCATION OF EXCEPTIONAL CHILDREN
AND YOUTH

PUBLIC school instruction and facilities in North Carolina, as in most other states, are designed to train the normal child. Because of this, a large group of children who in some way are not normal do not receive the type of instruction they need. These "exceptional" children include the mentally retarded, emotionally or physically handicapped, and the unusually bright or talented. In this chapter, "exceptional" children will include only the retarded and handicapped. The needs of the bright and talented children are discussed in another chapter.

Although there are special institutions in the state for extreme cases of retardation and handicap, they serve only as a beginning in the task of making useful citizens out of abnormal children. *A state public school system must make adequate provision for training exceptional children so that in later years these pupils will become assets instead of liabilities to the larger citizenry.*

Unprovided for and often unidentified in the community and classroom are children who are not deaf but who cannot hear well enough to participate in classroom activities; children who are not blind but whose eyesight is seriously defective; children who are not feebleminded but who are intellectually retarded; children who are not delinquent but who have serious behavior problems; and children suffering from speech handicaps and physically crippling conditions. All of these are among the group which constitutes "exceptional" children.

Unless a school system gives these children opportunities for development equal to those provided for other children, it does not fulfill its function. Equality of opportunity, however, does not mean identity of program. A special education program must involve differentiation and adjustment in accordance with the individual needs of the children. The State of North Carolina has advanced in wealth and other resources and it has developed educationally to such an extent that it should now expand its program to supply proper training for the handicapped.

THE BASIC LAW

In 1947 the General Assembly of North Carolina recognized the need for education of exceptional children and youth and enacted Chapter 818 of the Public Laws. This law lays the foundation for the establishment of a state-wide program of special edu-

cation. The General Assembly is to be commended for this progressive step. Briefly stated, this law (a) creates within the State Department of Public Instruction a Division of Special Education to be administered by a director under the general supervision of the State Superintendent of Public Instruction; (b) specifies the powers and duties of this division to be assistance to local school districts in the organization and conduct of special educational facilities for handicapped children, development of standards for the education and certification of special teachers, development of a program for the instruction of home-bound and hospitalized children, and development of coöperation with all existing agencies interested in the welfare of handicapped children; and (c) directs the State Board of Education, subject to available appropriations, to adopt plans for equitable reimbursement of school districts for the extra costs involved in carrying out the program.

The act also includes certain provisions for the education of handicapped adults. It is thus a very broad and comprehensive law and can constitute the foundation for the education of all the handicapped people in North Carolina. To implement the provisions of the law should be an immediate objective.

THE EXTENT OF THE PROBLEM

Consideration of an educational program for exceptional children gives rise to many questions. How many handicapped children and young people are there in the state? How many of them are now receiving some form of special instruction appropriate to their needs? How many are being neglected? What will a program of this kind cost?

To some of these questions there is no definite answer. Others can be answered only in terms of estimates. No complete census of handicapped children has ever been taken in any state. There have been, however, sampling surveys which yield valuable information. On the basis of these estimates the total number of handicapped children in a given area can be made.

A combination of figures from various parts of the United States suggests that from 10 to 12 per cent of the school age children are "exceptional," as defined in this chapter, to such extent that they should have special educational services. If this percentage is applied to the elementary and secondary-school population of North Carolina, approximately 85,000 children in the state fall in the classification of "exceptional."

In 1943 hearing tests were given to 4,500 children in Kannapolis.

It was found that 1½ per cent of the children had defective hearing which needed special attention.

In 1945 a survey was conducted in Durham, the findings of which revealed that 7 per cent of the children had physical, mental, or emotional handicaps.

In December, 1947, the number of crippled children registered with the Crippled Children Division of the State Board of Health was 27,772. It has been estimated that about one-third of these need some form of special educational facilities.

In 1948 the speech of 1,892 children in four schools of Buncombe County was examined. More than 2 per cent of these children showed defects serious enough to require the services of a speech correctionist.

In 1948 in the same four schools the hearing of these same children was tested and 1 per cent showed a hearing loss serious enough to demand special instruction.

In 1948 an over-all survey of all handicapping conditions was made of a representative section which included one-tenth of the population of Buncombe County. Ten per cent of the children of school age showed handicaps.

No one of these surveys is absolutely accurate. Their combined findings, however, point to the fact that the number of handicapped children and young people in the state is far larger than has been imagined. Even if the lowest percentage of all handicapped children is used (7 per cent in the Durham survey), it still appears that some 60,000 children of North Carolina need special educational facilities.

Handicapped children must be found before they can be helped. The survey results point to the importance of establishing in the state a continuing school census which would include definite provisions for the identification of every handicapped child in every local community. Elsewhere in this report recommendation is made that a continuing school census of all children be inaugurated. It is strongly urged that the census data include reports on children who have obvious handicaps. Many handicapped children are sitting in classrooms, their problems unrecognized. Many of them are hidden away by embarrassed parents or guardians from the curiosity of neighbors. If, year after year, persistent well-organized effort is made to locate and identify these children, satisfactory result in handling the problem can be expected.

THE EXTENT OF EXISTING FACILITIES

How many handicapped children in the state are now receiving special educational attention appropriate to their needs? Latest available figures are presented in Table 11.

Table 11
Enrollment in Residential Schools of North Carolina

Residential Schools	Number of Pupils
State School for the Deaf, Morganton.....	351
State School for the Blind, Raleigh.....	177
State School for the Colored Blind and Deaf, Raleigh.....	243
Caswell Training School, Kinston.....	269
Eastern Carolina Industrial Training School, Rocky Mount.....	104
Stonewall Jackson Training and Industrial School, Concord.....	314
State Home and Industrial School for Girls, Eagle Springs.....	152
Morrison Industrial School for Negro Boys, Hoffman.....	212
State Training School for Negro Girls (Dobbs Farm), Kinston.....	42
State Orthopedic Hospital, Gastonia.....	95*
TOTAL.....	1959

* This includes only children six years of age or older.

In addition to the children listed in Table 11, there are some epileptic children in the State hospitals in Raleigh and Goldsboro. Feeble-minded Negro children are in the State Hospital at Goldsboro. Certain youthful offenders between the ages of sixteen and twenty-one are sent to prison camps.

Some local superintendents of schools have become concerned about the education of handicapped children in their communities and have secured special teachers for their instruction. Parents have legitimately used pressure to provide the needed accommodations. Examples of local school provisions are the classes for partially seeing children in Winston-Salem and in Greensboro, orthopedic classes at High Point and Charlotte, a class for the hard-of-hearing at Kannapolis, classes for the mentally retarded in Charlotte and Winston-Salem, bedside teaching in two hospitals and one teacher for the home-bound in Greensboro. Including all of the groups that could be considered as being given special education, the records of the State Department of Public Instruction show that during the past year 636 white and 288 Negro children have received some form of special instruction in local school

systems. By adding these 924 children to the 1,959 reported as enrolled in special residential schools, a total of 2,883 children who are receiving some sort of special instruction is obtained. Of this number, some of the vocational rehabilitation clients are handicapped young men and women between the ages of sixteen and twenty-one.

It may be assumed, then, that about 3,000 exceptional children are in some type of special school or class in the state. Even if this number were double or triple 3,000, it is evident that there is a wide discrepancy between the number of children served and the estimated 60,000 who need special educational provisions.

Another form of special service needed particularly for emotionally disturbed children and children who show incipient behavior problems is the psychological or child guidance clinic. North Carolina has inaugurated a program of this kind which operates through the State Board of Public Welfare, the State Board of Health, two universities, and several local mental hygiene societies. It is difficult to say how effective such services are without a controlled follow-up study. Yet, there is no doubt that teachers should be aware of these agencies and should use them to the fullest extent. Since the foregoing services do not involve enrollment in a special group or class, contacts with children being through clinical conferences extending over varying periods of time, these children should not be added to the total of those who are enrolled in special classes. Educational authorities, however, should consider the services rendered as a valuable resource for the public schools in helping to prevent emotional maladjustment and delinquency. These services should be expanded.

SOME SIGNIFICANT LOCAL SCHOOL NEEDS

The passage of Session Law Chapter 818 in 1947 has opened wide the door to more effective and more comprehensive service for all the handicapped children of the state. The first step which should be taken is to appoint a qualified Director of the Division of Special Education, as provided by the law. It is expected that this appointment will be made at an early date. Under the leadership of a competent person with an adequate supporting staff, local school systems should be stimulated and helped to plan the type of program which best suits their communities.

The special problems of exceptional children are legion and require specialized knowledge and ability. The qualifications of the director of the program should include broad professional training and experience in the education of exceptional children, a knowledge of curriculum modifications to meet the needs they present, and an ability to exercise leadership in developing suitable local

facilities. There are now many well prepared persons in this field of special education from whom the selection can be made.

Provided with the leadership of such a person should be the following facilities:

(a) Special provisions in regular classes at school for children who are able to maintain their places in a regular class if suitable adjustment is made for their handicap.

(b) Transportation of children to a school in their own community if they can profit by such school attendance and would otherwise be unable to attend school because of a handicap.

(c) Special classes or centers for a particular group of children (such as the crippled, hard of hearing, or mentally deficient) if the number of such children in a given community is large enough to warrant this type of organization.

(d) Transportation of children from one administrative unit to another if special education not available at home can be furnished in a neighboring school system.

(e) Services of itinerant teachers of speech correction and lip reading who might serve an entire city, section, or several administrative units.

(f) Instruction of children confined to their homes because of a physical handicap or during a long period of convalescence.

(g) Instruction, with the attending physician's approval, for children in hospitals, convalescent homes, and sanatoria.

(h) Child guidance facilities for all who need them so as to prevent the development of disturbances which might later become emotionally serious or anti-social.

(i) Appropriate building facilities and equipment for the various types of handicap.

It should be emphasized that the need for such a program as this is not limited to the elementary school. *All too often the hard-of-hearing boy or girl who has had excellent instruction on the elementary level becomes a neglected high school student as far as his handicap is concerned, and, as a result, flounders and fails in his school work.* Partially seeing pupils, crippled boys and girls, speech defectives, and the mentally retarded need the experience of working and playing with other adolescents when they reach high school age. *The secondary school has too long assumed that handicapped youngsters are eliminated by the time they are ready to enter high school. They are, but only because the high school frequently has too little to offer them.* Session Laws, 1947, Chapter 818, makes possible the provision of special education for all of whatever age or grade.

Just as it is necessary to provide specialized courses in high

school for the handicapped boy or girl, so, too, serious attention should be given to the handicapped child who is under the age of six. Nursery schools and kindergartens have been established for blind, deaf, and crippled children who need an early start in forming desirable habits, attitudes, and skills. North Carolina might well consider the possibility of offering such an opportunity as this to its young handicapped children.

A program of education for all exceptional children in the day schools of the state must develop over a period of years. The public must be convinced of the need for such a program so that it will support it through the state government. Classes smaller than average, special equipment, and specially qualified teachers are all necessities, and all cost money. The actual amount depends upon the kind of handicap involved. Special day school provisions for seriously crippled children, for example, cost more than facilities for the mentally retarded because much extra equipment is necessary. The speech defective child (with the exception of the cerebral palsied) needs relatively little additional expenditure beyond that required for the services of a speech correctionist. *For all services, however, whatever money used is well spent because it constitutes an insurance against future dependency and delinquency.*

The size of the class will vary with the type and severity of the handicap and with the number of grade levels represented in a given class. In general, one teacher for every ten handicapped pupils in the day school can be considered as a basis for computing the number of teachers required. In North Carolina the inclusion of seventy-five to one hundred teachers for handicapped children in the total budget would be a modest beginning. Each year should show some further expansion.

THE RESIDENTIAL SCHOOLS

A child should be educated in his home community if it is possible to do so. A day school program in a local community is much less expensive than a program of residential care and education. *Residential schools, however, are necessary to serve children who have extreme problems or handicaps which the local community is unable to handle.*

Many deaf or blind children can be given highly individualized and specialized instruction in residential schools, although the practice most encouraged is that used by some cities where class units for blind and deaf children are operated on a day school basis. Some severely crippled, disabled, and cerebral palsied chil-

ren need residential school facilities for both treatment and education. Mentally defective children, whose needs cannot be met locally, are sent to an institution for the feeble-minded. Children adjudged by the court to be delinquent are committed to an industrial training school with the hope of bringing about an adjustment in their attitudes and behavior.

It is one of the purposes of this report to point out some of the problems which confront the residential schools and some of the needs which should be met. All schools have a definite relationship to the total program of education for handicapped children in North Carolina and should be considered an integral part of the state's educational system.

The Deaf and the Blind

Instruction for blind and deaf children in North Carolina has been available continuously since 1845. Both white and Negro children are served. The schools have their own governing boards and receive separate appropriations. Teachers are regularly certificated and are under the same salary schedule as are day school teachers.

Facilities at these schools are, in general, satisfactory but each year new needs must be met. The School for the Deaf at Morganton should have additional space for vocational shops, an enlarged gymnasium, additional dormitory space, and an expanded program of visual education which is particularly important for pupils who cannot hear. The School for the Blind and the School for the Colored Deaf and Blind at Raleigh are in need of additional teachers to relieve crowded classes. An appropriation made recently for buildings insures an adequate plant to house the present school population. The state should continue to meet the needs of these schools as they arise.

As in the day schools so with the residential schools, the question arises as to whether or not young blind and deaf children under the age of six years should be given the opportunity of an early start in their education. With the residential schools there is the additional complication of taking the children away from their homes at a tender age. Some educators object to this practice. A solution may be to hold summer institutes for parents, who may bring their blind or deaf babies to the school and receive the special guidance they need for appropriate home training. Such institutes have been held in a number of state schools and better preparation for children of five or six for school has resulted.

The Orthopedically Handicapped

The State Orthopedic Hospital at Gastonia offers both treatment and education. The educational unit is a recognized part of the Gaston County School System and is, therefore, immediately related to the State Department of Public Instruction. On April 30, 1948, sixty-two white children and thirty-three Negro children were enrolled in the school. The educational staff includes a principal and nine teachers.

The most obvious problem in this unit of the educational system is the lack of separate classrooms. The children's beds are rolled into the auditorium. One group is separated from another by means of screens or collapsible partitions which cannot shut out the sounds from adjacent areas. The spaces allotted to individual grades or groups are too small for carrying on many desirable instructional activities.

Negro children have quarters at some distance from the auditorium and have no auditorium or classrooms of their own. Their instruction is limited to bedside teaching. Thus they lack the vital group experiences which all children should have. Their beds, however, are rolled up the long steep incline to the auditorium for periodic movies and other special programs.

Serious study should be given to the matter of providing more appropriate classroom facilities for both white and Negro children. Organized kindergarten instruction for the four and five year olds might also be inaugurated. North Carolina can well be proud of its State Orthopedic Hospital, for it has made great progress in developing a sound educational program. It should now take steps to make that program function under more satisfactory physical conditions.

The Delinquent

North Carolina operates five training schools for delinquent boys and girls. These are administered by the State Board of Correction and Training which has as its aim the social rehabilitation and return to community life of the young people who are sent to the institutions.

The major problem in all such schools is to secure an adequate staff, qualified by training and experience to deal sympathetically and wisely with delinquent boys and girls. Salaries must be paid commensurate with the responsibilities involved if accomplishments are to be satisfactory. The educational function of the school must be emphasized and a close relationship be maintained with the state educational agencies. Educational facilities must be broad and include vocational offerings taught by qualified vo-

educational teachers so as to meet the needs and interests of all the boys and girls enrolled. The teachers should be accepted professional members of the teaching body of the state and should carry all the responsibilities and use all the privileges that such membership implies.

This is not the case in all of the training schools for delinquent youth in North Carolina. Some teachers, having "A" certificates, are not paid according to the state's salary scale. Too many teachers are not participating members of state curriculum committees, educational conferences, and other groups which carry on educational projects on a state-wide basis. *Teachers and pupils in schools for delinquents must be recognized as important people who have a contribution to make to the total state program of education.*

The Mentally Deficient or Feeble-minded

Caswell Training School, at Kinston, serves the feeble-minded white population of the state who are committed to the institution. From a total population of 837 patients, 269 have been considered educable and are enrolled in schools for at least one hour per day. Many go to school for half a day, and a few attend both morning and afternoon sessions. A psychologist who helps to evaluate each child's ability as he enters the institution is employed, and the teaching staff attempts to meet each child's educational needs. The teachers are not regularly certificated, but have had long years of experience in the work they are doing. They have no relation to the State Department of Public Instruction. The institution is under the administration of the State Hospitals Board.

Of all the residential schools, the Caswell Training School is most isolated from educational contacts. The public has too long looked upon the wards of state schools for the feeble-minded as ostracized from the community, incapable of learning, and institutionalized for life. Yet many of the children at Kinston, as in every other institution for the mentally deficient, are capable of learning to a limited degree—quite as capable as are some of the children still attending public day school. The factor that has brought such children to the residential institution is a complication of mental and social conditions which made commitment appear to be the wisest course of action. Such commitment should not deprive them of an educational opportunity if they can profit by it.

The educational unit of the Caswell Training School should be just as much a part of the total educational system of the state as is every other educational program. Teachers should be certificated, specially prepared for their work, and receive salaries commensurate with their training and experience. Moreover, it might

easily be found that with the development of an appropriate day school program for seriously retarded children, the population at Kinston would be somewhat reduced. This would bring relief from the pressure now found there.

Other Groups in Need of Residential Care and Education

Although there are many residential schools in operation in North Carolina, there are still gaps in the program that should be filled. The state has already planned to eliminate one of these gaps by voting to build and operate a hospital for cerebral palsied children and by establishing an administering board. This hospital is to be located between Durham and Chapel Hill, and it is reported that building plans are practically complete. It will serve approximately fifty children in residence and an additional number for day treatment. Education will be a part of the program, and it is anticipated that this will be under the State Department of Public Instruction.

Defective Delinquents. Another group which has caused great concern among interested persons and agencies is that of defective delinquents whose offending behavior is not so much the result of malicious forethought as it is the result of a weak and suggestible intellect. Feeble-mindedness rather than delinquency is their major difficulty and it should be so considered in arranging for their care and training. Most of these boys and girls are now sent to training schools for delinquents where their maladjustment may be easily aggravated through association with delinquents of normal mentality. There should be a special approach made to the problems of these boys and girls and a special facility provided for them. In some states such a facility operates as a separate unit within an institution for the feeble-minded. In others a completely separate plant is designated for them. In any case their major problem should be recognized and treated accordingly, away from those who are delinquent but not feeble-minded and away from those who are feeble-minded but not delinquent.

Feeble-minded Negro Children. These children are now housed temporarily at the Goldsboro State Hospital. *Mental deficiency is not synonymous with mental illness and should not be confused with it.* Negro children who are seriously deficient in mental development need a type of training suited to their condition. A mental hospital is not the place for this. There should be established for them facilities comparable to those that exist at Kinston for the white population.

Prison Camps for Youthful Offenders. These camps have been authorized for persons sixteen to twenty-one years of age with the hope of installing an educational program for the occupants

which would help in their rehabilitation. Unfortunately this hope has not been realized and the problem is urgently in need of attention.

Epileptics. Epileptic patients are housed in various institutions. Those who show mental deterioration are admitted to the state hospitals in Raleigh and Goldsboro. It is assumed that "mental deterioration" here means mental illness or insanity for the mentally deficient without insanity do not belong in the same institution with the mentally ill. It is reported that plans are now being made for a new building for epileptic children at the State Hospital at Raleigh, and that it will be an integral part of the State Hospital. It is hoped that very serious consideration will be given such an arrangement before it is completed, for children who suffer only from epilepsy without mental illness should not be included in the plans. Whatever the final arrangements, provision should be made for an educational program for the children concerned. This problem will need the cooperation of all interested agencies dealing with health, education, and welfare in order to arrive at its best possible solution.

Children with epilepsy live at home and get along quite acceptably in the public day schools. As far as possible this arrangement should be continued, with institutionalization reserved only for extreme cases.

TEACHER EDUCATION AND CERTIFICATION

In order to make available to exceptional children the specialized type of instruction they need, a highly specialized type of teacher education, with special certification in the respective areas, is required. North Carolina now provides only a limited amount of such special education for prospective teachers.

Maximum use should be made of the opportunities of the regular classroom so as to reduce to a minimum the assignment of children to special classes or schools. *Every prospective teacher should be oriented in the problems of exceptional children and should have preparation for handling those of less serious nature in the regular class.* Every teacher should receive as part of her training knowledge which will enable her to identify exceptional children in the classroom. She should know to what agency to refer such children for further attention. Provision should be made, also, to acquaint prospective teachers with the more important adjustments which can be made for the child who cannot hear well, see well, learn easily, or who has some other handicap.

Specialization is important for those teachers who are interested in teaching exceptional children in special schools or classes.

In one or more selected teacher education institutions a full curriculum in the education of exceptional children should be inaugurated. Only through the development of such a curriculum can North Carolina hope to secure an adequate number of teachers to instruct its handicapped children. At the present time local superintendents and residential school superintendents are seeking qualified teachers, of the hard of hearing, deaf, partially seeing, mentally retarded, and other groups. The teacher education institutions of the state should work towards filling this need.

Standards of certification for teachers of exceptional children should be established. Such certification should be based upon a bachelor's degree with a minimum of twenty-four semester hours of approved courses in the field of specialization. These standards should apply to both day schools and residential schools. Such standards are comparable to those now required for other specialized fields of teaching in the state. In order to meet immediate needs, it may be necessary to issue temporary certificates with requirements somewhat less than this, but, ultimately, every teacher of exceptional children in a specialized group should meet the standard of specialized preparation. With a program of teacher education and certification such as this in operation and with a program of state wide integration and support of all educational services for handicapped children and youth, North Carolina can look forward to continuous development that will ultimately reach the needs of all the exceptional children of the state.

RELATION OF SPECIAL EDUCATION TO VOCATIONAL REHABILITATION AND OTHER SERVICES

The education of exceptional children is a logical forerunner of a program of vocational rehabilitation. Vocational rehabilitation is concerned with the preparation for useful employment of handicapped adults and young people of employable age. *The handicapped person is entitled to an opportunity to prove his worth.* To accomplish this, special services should be available to him. These services, if they are to be effective, must be timely.

It is anticipated that the Division of Special Education will provide necessary special services for handicapped children (in some cases beginning at the age of three) as well as for those disabled in later life. With this educational foundation, the Division of Vocational Rehabilitation will be able to do a better job of adjusting handicapped people for employment.

There is no conflict or overlapping of the services to be made available under the provisions of Chapter 818 of North Carolina Session Laws, 1947, and the services currently available under

General Statutory Laws. It is expected that special education made possible by Chapter 818 will in the long run save money by making vocational rehabilitation services unnecessary to a large segment of the handicapped citizens.

There should and undoubtedly will be close liaison between the Division of Vocational Rehabilitation and the Division of Special Education. For a number of years referrals of handicapped persons have far exceeded the resources available to the Division of Vocational Rehabilitation. With the number of handicapped persons in North Carolina who are in need of vocational rehabilitation estimated at 43,000, it is apparent that the division's present funds are inadequate for meeting the task. Anything that can be done to reduce the load through early educational services to handicapped children will be a most practical economic investment as well as a social asset to the children concerned.

There should be coördination between the state's special educational service divisions and the medical, welfare, and judicial forces so as to insure genuine aid to the handicapped citizens of North Carolina.

SUMMARY OF RECOMMENDATIONS

1. *The State of North Carolina should fully discharge its responsibility in providing appropriate educational opportunities for all educable children and youth.* This responsibility extends to those who are seriously handicapped emotionally, mentally, or physically, as well as to those who belong to the group commonly referred to as normal.
2. *A continuing school census which shall include adequate procedures for identifying exceptional children and for determining their general educational needs should be inaugurated.*
3. *The special education law enacted in 1947 should be put into effect.* This would mean the appointment of a qualified director of the Division of Special Education in the State Department of Public Instruction, as authorized by law. This director should be given an adequate supporting staff in the various areas of special education, and adequate financial provisions should be made to pay for special educational programs in local administrative units.
4. *The state program of special education should include on both elementary and secondary levels (a) a modified program in regular classrooms for those whose needs can be met in this way; (b) special classes or centers for those whose condition requires such arrangements; (c) transportation facilities; (d) instruction of home-bound and hospitalized children; (e) clinical services for behavior problems; and (f) progressive improvements in existing*

residential school programs for white, Indian, and Negro children.

5. *There should be an average of one teacher to every ten pupils.* The size of classes should be governed by the type and severity of the handicap and the number of grades included in the group.

6. *Suitable building facilities and equipment should be provided.* In day schools these would include ground floor entrances, elevators or ramps, special desks, special lighting, and mechanical testing and training materials for particular groups of exceptional children. Improvements should be made of classroom facilities at the North Carolina Orthopedic Hospital and attention given to the building needs of other state residential schools.

7. *Certification requirements comparable to those for other specialized fields should be established and required by the State Board of Education.* A minimum of twenty-four semester hours in a specific area of special education is proposed as one requirement.

8. *Selected teacher education institutions of the state should provide adequate preparation for the education of teachers of exceptional children.* This would include orientation for all teachers to help them identify and give first aid to exceptional children in their classrooms and specific courses for teachers interested in specializing in one or more areas of special education.

9. *Residential schools for handicapped children should be recognized as an integral part of the state's educational system.* In so far as their function is educational they should be responsible to and have the benefits of the same educational authority as other schools of the state.

10. *Consideration should be given to the early establishment of educational services of a residential nature for those handicapped groups for which the state now maintains no educational program.* These include the cerebral palsied, epileptics needing residential care, mentally deficient Negroes, defective delinquents, and young offenders now committed to prison camps.

11. *All public and private services related to handicapped children should be properly coordinated and the functions of each agency should be clearly defined.* Voluntary agencies interested in handicapped children have much to contribute, within their proper spheres of action, to those programs which are the administrative responsibility of state and local public school agencies. In order to achieve the greatest effectiveness of action, appropriate lines of authority should be specified and clearly recognized by all concerned, and mutual understanding and cooperation should be promoted.

CHAPTER VII

ADULT EDUCATION

THE varied and complex problems which face our democracy and the need for improving health conditions, educational and vocational guidance, preparing our people for new types of work, rehabilitating for present industries and business, and providing education for all make it necessary that the program of education be extended to cover more of the educational needs of adults.

The aims of adult education go far beyond the objective of making all of the people literate. Adult education is continuing education for all the people regardless of their formal education and their social and economic status. Consequently, adult education should be as varied, yet as specific and concrete, as the interests of man. It should help individuals to come to grips with the many everyday personal and social problems which they have to face. The purpose, then, is more than to make up for the deficiencies of earlier education; it is to enable the citizens of the state to get new facts, meet intelligently new problems, and keep on growing intellectually and culturally.

LEGAL STATUS OF ADULT EDUCATION

In 1937 the General Assembly passed a law (Chapter 198 of the Public Laws) "to provide for a program of adult education as a part of the state public school system" and appropriated \$25,000 annually for carrying out its provisions. The next session the legislature increased the appropriation to \$30,000 a year. This law is still in effect but the program lapsed when the director went into the armed services. At that time (1942), 125 teachers were instructing more than 11,000 persons while other thousands were participating in forum discussions.

Much of the program of adult education has been curtailed and neglected during the past few years. It is imperative that something be done to reestablish, reemphasize, and improve the program. The intent of the law should be fulfilled.

THE NEED FOR ADULT EDUCATION

Adult education is an essential ingredient of democratic society. It provides channels through which the people may express their ideas and raise their intellectual and spiritual sights. Dictatorial governments devote their earliest efforts to the destruction of all forms of adult education. Then through rigid controls of press, radio, and similar media, they establish a program of propaganda.

From this point of view alone, those concerned with the democratic way of life should be concerned with establishing and adequately supporting a system of adult education.

As society grows more complex, the importance of continuing education becomes more evident. Scientific developments are so rapid and of such importance that it is necessary for adults to keep on learning in order to function effectively as parents and citizens in a rapidly changing world.

Citizenship has expanded from a local, state, and national affair to a world enterprise. New, continuing, and growing knowledge, plus a changed point of view, are essential to the emergence of a man as a citizen of the world.

Life expectancy today is twenty years longer than it was in our grandparents' day and ten years longer than it was in our parents' day. Adult education can help us to make better use of these added years.

With the passage of time, a larger and larger per cent of the population of the United States is adult. Statistics reveal that in 1790 for every 1,000 white children under sixteen years of age there were 782 adults. In 1940 for every 1,000 white children under the age of sixteen there were 2,445 adults. In 1940 more than 63 per cent of the people were thirty or more years of age.

The mechanization of society has added to the need for adult education. For example, the average machine worker has to learn one simple machine operation and give his vocational life to it. When there is a change in the machine or when he is replaced by a machine, the worker must be retrained for another mechanical operation. At the same time, machines are taking the place of men, thus necessitating training for other jobs. Further, the average work week in industry has been continually shrinking. In 1914 the average work week was 51.5 hours, while in 1947 the average work week was 40 hours. Reduced working hours provide more time for other activities.

A questionnaire, prepared by the North Carolina Employment Service at Salisbury and asking students about their plan following their graduation from high school, was recently sent to 400 high school seniors in Rowan County. According to replies, 33 per cent of the seniors plan to continue their education in college and technical school, 8 per cent plan to enter trade schools for further training, and 59 per cent are available for employment. The question arises whether the 59 per cent could not profit from and could not become better citizens as a result of continuing education.

According to the federal census of 1940 North Carolina ranks sixth from the bottom among the states in the median number

of years of school completed by persons 25 years of age and older. More than 95,000, or one of every 17 of these, have not completed the first grade. One of every five has not advanced beyond the fourth grade; four of every ten have not progressed beyond the eighth grade; and barely more than one of every five has finished high school.

From April 1942 to March 1943 selective service rejected 12.5 per cent of all North Carolinians called for service in the armed forces because they could not read or write as well as a pupil who had completed four years in the elementary school. Almost nine of every one hundred of these were white and almost seventeen of every one hundred were Negroes. Undoubtedly, a large number of these rejections were due solely to inadequate schooling.

It seems obvious that any well rounded program of education must provide educational opportunities for these groups of citizens.

The 1,649,820 persons 25 years of age and older in North Carolina (in 1940) are the parents who in large measure determine and provide the environment for the development and welfare of their children. With 78.8 per cent of these not having finished high school and with few or no opportunities for education in family life available to them, it is not surprising that many of them find themselves woefully inadequate in assuming the complicated responsibilities of parenthood and child rearing. There are evidences in North Carolina, as well as throughout the nation, which point to the need for greater emphasis on improving family relations and on encouraging adults to learn more about the obligations of parenthood.

The educational status of North Carolina's adult population points to the conclusion that many of her citizens cannot discharge their right of franchise intelligently. Knowledge of the organization and services of local, state, and federal agencies is lacking. Opportunity to learn and make intelligent use of these, to say nothing of the citizen's part in world affairs, should be made possible in a democracy. "Planned adult education is necessary to bring all to a level of effective citizenship to make it possible to go on learning in order to keep up with the changing world."¹

According to the President's Commission on Higher Education "we need, and need quickly, to have millions of our fellow citizens become more literate and competent in matters political, economic and cultural," because "in the next few years, the citizens of our country must make their great decisions. The changes that we may make on the elementary, high school, and junior-college levels

¹ Lyman Bryson, "Do We Need Adult Education," *Ladies' Home Journal*, July, 1948, p. 40.

now cannot but affect our political action in the years immediately ahead. In our democracy the great choices must be made by the voters, the adult population, educated or not, and that is why more adequate education on the adult level has to be provided as soon as possible."²

It is evident that in many communities in North Carolina not all of the citizens are aware of the need and have the desire to make contributions of their time and resources to the improvement of life in the community. Too often worthy civic projects lag, or are never completed, because of lack of interest on the part of many of the citizens. If democracy is to develop and function to the most effective degree, it is imperative that each individual make his contribution to improving the welfare of the whole group.

In some communities a large number of the citizens give intelligent consideration to problems of health, conservation, safety, civic improvement, and other matters which make for happy and wholesome community living. In other communities the neglect of these matters is evident on every hand. The work of the various state agencies involving matters of community concern should be coordinated as closely as possible with the educational activities and the educational institutions. In every community opportunities should be provided for the citizens to engage in educational experiences which are involved in such things as the assumption of responsibilities for worthwhile community projects, consumer education, government education, and the evaluation of propaganda.

The educational needs of adults are as varied and complex as are those of youth. In addition to those that relate to literacy, family life and parenthood, and citizenship there are those which relate to vocational pursuits and the cultural aspects of adult life. Vocational guidance is as important perhaps to adults as to youth. The information provided through continuous occupational surveys would be of great value to the people of the state, and educational programs centering about such interests and needs as home construction and beautification, art, music, literature, and kindred things should help the people to be greater contributors to better community living. The churches, libraries, museums, and similar agencies should be encouraged to increase their offerings and to make them available to larger groups of citizens.

How many adults want an opportunity to engage in some kind of study? A Gallup Poll, taken in 1944, revealed that 34 per cent of the American adults wanted to enroll in some kind of study group when the war was over. On July 6, 1947, when the poll

² *Ibid.*

was reported again, two out of every five adults (41 per cent) of voting age said they wanted to engage in some kind of study.³

PRESENT ACTIVITIES IN ADULT EDUCATION

As has been pointed out, North Carolina has no state plan or program of adult education. That which is carried on is largely voluntary and is seldom thought of as being an integral part of the organized system of public education. Although local public schools conduct many excellent programs for out-of-school youth and other citizens whose formal schooling may have ended, the majority of those participating in adult education activities are served by agencies such as the Agricultural Extension Service (including the Home Demonstration Clubs), the Division of Vocational Education of the State Department of Public Instruction, the colleges and universities conducting general extension work, and state organizations such as the North Carolina Congress of Parents and Teachers, the North Carolina Good Health Association, the North Carolina Federation of Women's Clubs, the North Carolina Recreation Commission, the North Carolina Library Commission (with the cooperation of local public libraries), the Institute of Government, the State Board of Health, the North Carolina Council of Churches, the American Red Cross, the Institutes on International Relations, the North Carolina Conference of Christian and Jews, and veterans organizations.

The wide variety of adult education programs is representative and characteristic of the cultural and intellectual interests of a diverse population. Individuals, groups, and organizations of people appear to be seeking enlightenment along vocational lines as well as in the liberal arts, natural sciences, and social sciences. Learning for the enjoyment of living, for good citizenship, and for understanding and helpful to solve personal, community, state, national, and world problems are all included in the list of activities in which adults are engaged. In other words, the scope of this phase of North Carolina's educational life is broad and comprehensive.

The replies to a questionnaire sent to fifty-two North Carolina organizations and agencies indicate that more than half a million adult citizens are now consumers of and participants in at least seventy-five different kinds of educational activity. This represents approximately 18 per cent of the adult population of the state.

Tabulations of replies to the questionnaire received from state organizations and agencies present the following information with

³ The President's Commission on Higher Education, *Higher Education for American Democracy*, Vol. II, p. 61.

respect to present practices in adult education in North Carolina.

(a) With the exception of university and agricultural extension education, leadership in adult education was chiefly voluntary. It is estimated that 5,386 administrators, organizers, teachers, and discussion and committee leaders were connected with this educational activity. Of this number, only 108 were full-time paid leaders or directors of adult education. Of the fifty-two organizations reporting, only three or four indicated that they had an adequate number of teachers and only a few felt that the teachers were properly trained for adult work.

(b) In a majority of the cases, meeting places were provided by the organizations conducting the programs but, in general, they were inadequate. The facilities of the public schools were used by approximately 50 per cent of the organizations reporting and in most cases they were considered unsuitable. Comparatively few of the programs were conducted coöperatively with the schools.

(c) Two-thirds of the organizations did not charge a fee for the services rendered adults. Those who charged a fee usually did so to cover only the cost of instruction.

(d) Essential teaching materials were available to about 90 per cent of the adult students. The materials most frequently used were textbooks, library materials, maps, and motion picture films. Projectors, victrolas, blackboards, and a library were either owned by or are accessible to a majority of the adult education agencies.

(e) Coördination of the program with other adult education programs in the community is reported by fourteen of the fifty-two organizations. The answers to the question regarding the desirability of coöperation with the public schools were varied and inclusive.

(f) Counseling and guidance services for individuals and for students were considered favorably with certain suggestions and modifications.

Plans for new activities and programs were given by twenty-seven organizations. In general, they pointed to increased emphasis upon adult education in the following areas of interest: post-graduate medical and other professional education, vocational education, world understanding, resource-use education, great books seminars, inter-racial studies, neighborhood leader training programs in rural areas, religious education, more complete educational services for business and industry, education for parenthood, mental hygiene, and agricultural and home economic education.

A majority of the organizations reporting showed awareness of "gaps" in their programs and listed the following needs: leadership training for lay and professional leaders, consultant services to business and industry, speech and reading clinics, coöperative education classes and courses for urban women not now reached, increased use of libraries, improved opportunities for young adults, safety education, social hygiene, education for parenthood, counseling and guidance services, and opportunities for handicapped youth, especially those who are home-bound.

The organizations indicated a willingness (20 to 1) to work with other groups in conducting adult education activities. Two to one favored the public school as the logical center for adult education. Other centers suggested were churches, libraries, homes, farms, community centers, any local organization headquarters, court-houses, and clubs.

Belief in the desirability of organizing community advisory councils on adult education was almost unanimous. The vote was sixteen to one in favor of providing the services of a state director, or coördinator, of adult education. Ten organizations believed that the state should provide this service. Others mentioned a variety of plans, with ten suggesting a combination of local, private, and state support for this over-all sponsorship.

Under the heading of leadership training, practically all of those replying indicated that the institutions of higher learning should offer adult educational leadership training to both professional and lay leaders.

SUMMARY OF RECOMMENDATIONS

1. *A broader program of adult education should be undertaken in North Carolina immediately.* This program should be developed under the sponsorship and authority of the local administrative units under rules and regulations prescribed by the State Board of Education, and the local schools should be used as centers for the program.

2. *The State Department of Public Instruction should recognize more fully the need for and the interest in continuing educational opportunities in North Carolina by carrying out the intent of the law regarding adult education.*

3. *A state advisory committee on adult education should be created to assist in developing adult education opportunities in North Carolina and in giving general directions and significance to the movement throughout the state.* Private and public organizations as well as individuals contributing to adult education should be represented on this advisory committee.

4. *A well trained and experienced specialist in adult education, employed by the State Department of Public Instruction, should be made available as a consultant to public and private agencies and organizations active or interested in adult education and as a general coördinator of all adult education interests and activities in North Carolina.*

5. *In existing school plans and in plans for future school buildings and facilities, suitable provisions should be made for the educational interests and activities of adults. Provisions should be made for the use by adults of school buildings and equipment after regular school hours and during holidays and summer recesses.*

6. *The State Department of Public Instruction should make further studies to determine more definitely the scope, needs, and policies for an adequate program of adult education.*

CHAPTER VIII

INSTRUCTIONAL MATERIALS

THE function of an educational program is to foster, influence, and direct the growth of young people in such a way that they may attain mastery over their environment to the end that profitable living may result. To achieve this end it is desirable and necessary that full use be made of all available resources for learning, that young people individually and collectively have varied and extensive opportunities for educational experiences, and that they engage coöperatively in activities planned to meet their developmental needs.

This investigation was planned to appraise current administrative practices which relate to the selection, procurement, and distribution of instructional materials in North Carolina schools; to determine the amount of funds available for materials and the sources from which the funds are provided; to discover the degree of adequacy and effective use of materials; and to recommend practices for improving the administration and management of the instructional materials.

The term instructional materials, as used in this report, includes all of the means used by the school to provide the experiences which pupils and teachers jointly and individually employ for profitable learning activities, whether these activities be for the purpose of discovering new facts, developing appreciations, engaging in construction or creative work, improving basic skills, promoting language abilities, acquiring desirable health and recreational habits, or enabling pupils to become socially competent participants in community life. *If the program of education is to fulfill its primary purpose, namely, to develop the child so that he is able to live profitably in the American community, all of the instructional materials that can be used effectively must be provided for pupils and teachers in all types of schools, large and small, rural and urban.*

ADMINISTRATIVE AND SUPERVISORY PRINCIPLES

It is essential that children become proficient in the use of the traditional tool subjects, such as reading, writing, and arithmetic, not, however, as ends in themselves but as means to desirable goals. The educational program must tend to promote economic independence, to provide for cultural development, and to conserve and promote community well being by developing an enlightened social consciousness. Attainment of these objectives

involves definite and sound administrative and supervisory policies for the development and use of curriculum materials. The committee believes that the administrative and supervisory staff must assume the responsibility for providing opportunities for pupils and teachers to enrich their personalities with social and cultural experiences, and that sound administrative and supervisory policies relating to selection, organization, and use of materials of instruction are basic to an effective program of education. The committee is of the opinion, therefore, that the following assumptions are basically sound.

(a) Sound administrative and supervisory policies develop an awareness of the necessity for providing instructional materials adapted to the needs of children. Materials should be evaluated in terms of definite goals or purposes; differences in ability, interest, and needs of children; provision for *continuing* growth and development; and balance and variety in types of materials.

(b) Sound administrative and supervisory policies promote the development of responsibility and competence in the selection and organization of instructional materials. This involves provision being made for group planning for and participation in the selection of materials; provision being made for experimentation as a device for selecting materials; new materials being made available for examination and study by teachers; provision being made for demonstrations, inter-visitation, exhibits, and the like; and teachers being acquainted with the uses of environmental materials.

(c) Sound administrative and supervisory policies promote efficiency and economy in the procurement and distribution of instructional materials. This involves materials usually being purchased at wholesale prices by the administrative unit purchasing officer; all funds, public and private, being administered by the administrative unit office, and properly audited; provision being made for proper storage of materials to prevent waste and to make materials easily accessible; adequate records being kept of both purchase and distribution of materials; provision being made for circulating some unusual and expensive types of materials and apparatus; and teachers being encouraged to make greater use of the vast wealth of environmental materials.

(d) Sound administrative and supervisory policies provide ample funds for an adequate supply of instructional materials, for not only is an effective program of education varied and active, requiring an abundance of many types of materials, but also instructional materials should be furnished free of charge to pupils.

(e) Sound administrative and supervisory policies result in

an organized program which stimulates more intelligent and more effective use of the instructional materials available. In such a program teachers have opportunities to see materials used effectively through demonstration, intervisitation, and exhibits; teachers are encouraged to experiment with many creative uses of materials; work conferences and special interest study groups are provided to promote more effective use of materials; teachers are made aware of the experimental uses of materials elsewhere; supervisors help teachers to use materials effectively; and supervisors, teachers, and pupils evaluate the use of materials frequently in terms of child growth.

CURRENT PRACTICES IN NORTH CAROLINA SCHOOLS

As a means of determining present administrative practices in North Carolina schools with respect to selection, purchase, and distribution of instructional materials, of ascertaining the degree of adequacy of educational materials available, and of evaluating the use that is made of these materials, data were secured from teachers, principals, supervisors, and superintendents of schools in the sixteen selected administrative units. Similar data were obtained from teachers, principals, supervisors, and superintendents in thirty-seven other county and city administrative units. The data on adequacy of funds were supplied by one hundred county and city superintendents of schools.

The tabulated data presented in this section of the report show the situation in the sixteen selected units, except where noted otherwise. The data obtained from these units correlated so closely with the total data collected that these are accepted as fairly typical for the state. The tables may not represent a completely true analysis of current practices, since some of those who reported indicated more than one practice in certain situations. This fact, of course, caused some discrepancies in total figures, but these minor discrepancies are not sufficient to affect the validity of the conclusion that the tables present a reliable appraisal of current state-wide techniques of administration and management of instructional materials.

In view of the fact that the procedures for selection, purchase, and distribution of textbooks are determined by the State Board of Education, Tables 12 through 17 relating to these activities apply only to the selection, purchase, and distribution of the types of materials and supplies for which the local administrative unit is responsible. This is true even though some funds are made available by the state for their purchase. The data relating to

adequacy and use of materials apply to all types of materials, including textbooks.

In Tables 12 through 17 the percentage figures show the relative number of total responses received which indicate current practices for the administration of the service of supplies for schools. For example, Table 12 shows that 42 per cent of the total responses indicated that instructional materials were selected *usually* by the administrative unit supervisory staff, that 48 per cent of the responses indicated that these materials were selected *sometimes* by that staff, and that 10 per cent of the responses indicated that the administrative unit staff *never* selects instructional materials.

Selection of Materials

Practices followed in the selection of materials, both with respect to procedures used and also with respect to the guides or devices used to aid in the selection, vary considerably in the sixteen units and in the other units as well. In many instances the selection is made by the administrative staff without the cooperation of the teaching staff, and with little or no consideration given to the needs of the classroom programs. Table 12 shows the groups or individuals responsible for the selection of instructional materials in sixteen administrative units.

Table 12
Groups or Individuals Responsible for Selection of
Instructional Materials for Grades 1-12

Groups or Individuals Responsible For the Selection of Materials	Per Cent		
	Usually	Sometimes	Never
Administrative Unit Supervisory Staff	42	48	10
Supervisory Staff and School Staff Cooperatively.....	40	47	13
School Staff	15	78	7
School Principal.....	15	75	10
Teachers and Pupils Cooperatively.....	7	80	13
Teachers.....	35	64	1

Relatively few teachers used locally prepared lists or advised with other teachers when selecting materials. Selection was based on definitely planned programs for classroom instruction in less than one-third of the instances. Table 13 reveals that teachers rarely used the experience of other teachers as a guide in selecting materials, although the experiences of others can be a fruitful and

economical source of information. There is little evidence that the administrative practices in most of the sixteen units tended to promote competence in the selection of instructional materials. Provision for group participation in the selection or for examination and demonstration of suitable materials was apparently lacking.

Table 13
Guides Used in the Selection of Instructional
Materials for Grades 1-12

Guides Used	Per Cent		
	Usually	Sometimes	Never
Basic Standard Lists.....	73	26	1
Locally Prepared Lists.....	17	66	17
Examination and/or Use of Demonstration Materials.....	20	74	6
Experience of Other Teachers.....	4	87	9
Definitely planned Classroom Programs.....	32	67	1

Purchasing Practices

Consistent use of the services of the Division of Purchase and Contract makes possible the economical purchase of most of the materials needed for an effective program of education in North Carolina. Unless the facilities of that division are used through the administrative unit purchasing officer, purchases made by

Table 14
Methods Used in Purchasing Instructional Materials

Individual Making Purchase	Per Cent					
	Wholesale			Retail		
	Usually	Sometimes	Never	Usually	Sometimes	Never
Administrative Unit Purchasing Officer	87	13		51	41	8
School Principal.....	23	69	8	22	70	8
Classroom Teacher.....				13	74	13
Wholesale Discount Allowed for Retail Purchase?	"Yes"—56 Per Cent			"No"—44 Per Cent		

principals and teachers usually are more expensive for comparable materials. It is assumed that most of the funds expended by teachers and principals for purchases made by them were derived from fees paid by pupils. To the extent that this is true, sound businesslike principles were not practiced in that funds were unnecessarily dissipated and inadequately audited. Tables 14 and 15 show the analysis of responses to questions regarding purchasing and disbursing activities.

Table 15
Disbursement of Funds for Instructional
Materials and Apparatus

Individual Responsible for Disbursement	Per Cent	
	Disburses funds	Does not disburse funds
Administrative Unit Treasurer.....	94	6
Local School Treasurer.....	47	53
Principal.....	56	44
Teacher.....	45	55

Distribution of Materials

It is unlikely that suitable materials will be provided when they are apportioned to schools or to classrooms on a pro rata basis. *The practice used for distributing materials should be flexible in order to provide suitable materials for the varying needs of specific classroom situations.* According to Tables 16 and 17 pro rata apportionment of instructional materials to schools and to classrooms occurred far more frequently than apportionment on the basis of requests by schools and by teachers. It is assumed, of

Table 16
Practices in the Distribution of Instructional Materials
and Apparatus within the Administrative Unit

Distribution Practice	Per Cent		
	Usually	Sometimes	Never
Apportioned Pro Rata to Schools.....	81	18	1
Apportioned on Basis of Requests by Schools.....	39	58	3
Records Kept of Distribution.....	88	10	2

course, that these requests were made in terms of the needs of the instructional program.

Table 17
Practices in the Distribution of Instructional Materials
and Apparatus within the School Unit

Distribution Practice	Per Cent		
	Usually	Sometimes	Never
Apportioned Pro Rata to Teachers.....	72	26	2
Apportioned on Basis of Requests by Teachers.....	48	50	2
Records Kept of Distribution.....	74	24	2

Adequacy of Materials

An adequate supply of materials is construed to mean the maximum quantity essential for achieving the purposes of education in the specific school situation. In addition a wide variety of materials is needed to serve all the functions enumerated in the definition of materials listed in the introductory statement of this chapter. With the exception of the extensive supply of educational materials available in the community for giving children first hand experiences at little or no cost, an adequate supply of instructional materials is directly dependent upon the funds allotted for the

Table 18
Opinions of Superintendents, Principals, and Teachers on
Adequacy of Main Classifications of Materials and Apparatus

Classification of Materials and Apparatus	Per Cent			
	Elementary School		High School	
	Adequate	Inadequate	Adequate	Inadequate
Printed Materials				
Basal Textbooks.....	47	53	52	48
Supplementary Textbooks.....	42	58	56	44
Library Books.....	46	54	60	40
Audio-visual Equipment.....	29	71	23	77
Science and Health.....	22	78	27	73
Practical and Fine Arts.....	19	81	26	74
General School Equipment.....	49	51	45	55

purchase of materials needed for an effective educational program. The cost of materials basic to an adequate instructional program, however, is such a small part of the total cost of education that it is false economy to deprive children of essential materials as an economy measure. The status with respect to the adequacy of materials in North Carolina schools is presented in Table 18.

In answer to the question, "Are teaching supplies adequate?" in an opinion questionnaire for teachers, 6,985 teachers answered "Yes" and 3,918 answered "No." In answer to the question, "Are school library facilities sufficient?" 7,036 teachers answered "No" and 3,878 answered "Yes."

Further confirmation of the degree of adequacy is disclosed by the opinions of principals of all types of schools in the sixteen units. On a supplementary check list principals were asked to indicate their opinions of the degree of adequacy of the materials available to teachers and pupils, ranging from "fully adequate" by checking column 1 to "completely inadequate" by checking column 5. The responses received from eighty-seven separate elementary schools, ten separate high schools, and fifty-five union schools are summarized in Table 19.

When the limited amount of money available for the purchase of materials is considered, the reason for the inadequacy of the supply becomes evident. For the year 1945-46, the latest year for which statistics are available, the biennial report of the State Superintendent of Public Instruction discloses that the average

Table 19
Opinions of Principals on Adequacy of Main Classifications of Materials in Elementary and High Schools

Types of Teaching Materials	Per Cent				
	Adequacy of Materials				
	1	2	3	4	5
Printed Materials					
Textbooks.....	37	39	17	5	2
Supplementary Readers.....	30	30	17	10	13
Library Materials.....	18	25	25	16	16
Audio-visual Aids.....	9	33	33	17	8
Science and Health Equipment.....	4	14	28	26	28
Art Materials					
Fine Arts.....	12	25	29	20	14
Practical Arts.....	4	12	20	14	50
General School Equipment.....	16	35	22	16	11

per-pupil amount spent for instructional materials from both state and local funds was as follows:

For expendable supplies.....	\$.45
For textbooks—basal and supplementary.....	.91
For library books.....	.56
Total.....	\$1.92

This amount does not include funds derived from fees paid by pupils for instructional supplies. In some instances the fee is excessive, ranging as high as \$9.00 per pupil in county units and as high as \$15.00 per pupil in city units.

Responses from one hundred county and city superintendents to a questionnaire relating to expenditures for the year 1946-47 showed that the average expenditure per pupil for similar items, exclusive of basal and supplementary textbooks, was 75 cents. These superintendents estimated that an average per pupil amount necessary annually for providing an adequate supply of materials is, at present prices, not less than \$7.50.

Use of Materials

Provision for effective use of instructional materials is dependent not only upon proficiency in the selection, organization, and distribution of an adequate supply of materials but also upon facilities for constantly promoting more efficient use of materials through demonstrations, conferences, inter-visitation, and other supervisory devices designed to acquaint teachers with guides for evaluating the materials used and the effectiveness of the use in terms of the contribution that is made to child growth and development. The difficulty of objective or scientific evaluation of use is recognized. Therefore, only the frequency of use of the several classifications of materials based on the opinions of superintendents, principals, and teachers is recorded in Table 20.

The effective use of the main classifications of materials in elementary and high schools is disclosed by the opinions of principals of all types of schools in the sixteen units. On a separate check list principals were asked to indicate their opinions of the degree of effective use of the materials available ranging from "fully effective" by checking column 1 to "completely ineffective" by checking column 5. Table 21 presents these opinions.

MAJOR FINDINGS

Enrichment of the quality of instruction in North Carolina schools is dependent to a large degree upon improved practices

Table 20
Frequency of Use by Elementary and High Schools of
Instructional Materials and Apparatus

Classification of Materials and Apparatus Used	Per Cent		
	Frequent	Occasional	Seldom
Printed Materials			
Basal Textbooks.....	80	11	9
Supplementary Textbooks.....	74	20	6
Library Books.....	68	23	9
Audio-visual Equipment.....	49	30	21
Science and Health.....	58	22	20
Arts and Crafts.....	40	23	37
General School Equipment.....	71	16	13

Table 21
Opinions of Principals on Effective Use of Main Classifi-
cations of Materials in Elementary and High Schools

Types of Teaching Materials	Per Cent				
	Use of Materials				
	1	2	3	4	5
Printed Materials					
Textbooks.....	63	30	5	2
Supplementary Readers.....	47	28	17	5	3
Library Materials.....	37	27	27	5	4
Audio-visual Aids.....	30	29	29	5	7
Science and Health Equipment.....	29	33	25	4	9
Art Materials					
Fine Arts.....	40	32	13	8	7
Practical Arts.....	24	22	15	15	24
General School Equipment.....	46	36	12	3	3

in the selection, organization, and use of instructional materials. Although the service of supplies is an extremely important activity in the operation of schools, nevertheless it shows evidence of considerable neglect. It is difficult to estimate the amount of money that is wasted annually in instruction because of inadequate supplementary tools, lack of effective administrative guidance, or ineffective use of the tools available.

The supply of instructional materials is inadequate. From the foregoing analysis of the responses to questionnaires it is apparent that there is a serious lack of most of the materials in the several general classifications listed for both elementary schools and high schools. The condition is extreme in the areas of audio-visual facilities, science and health materials, and opportunities for experiences in practical and fine arts. When we consider the fact that printed materials are perhaps the most important tools of the teacher, and, in many classroom situations, almost the only tools, the inadequacies reflected in this classification of materials point up significant problems for the school program.

Administrative and supervisory practices frequently give preference to administrative convenience rather than to program needs. Participation in the selection of materials on the part of teachers and pupils is exceedingly rare. Coöperative action by all school personnel in all phases of materials management is essential if materials suited to educational needs are to be provided. Continuous guidance is needed to encourage teachers to approach the problems of selection, organization, and use of materials coöperatively, and to stimulate them to make full use of experimentation and the experiences of others. Teachers seldom share their experiences with other teachers.

Efficient use of funds available for the purchase of instructional materials is the responsibility of the administrative head of the school system. This responsibility is discharged only when practices are employed that foster efficiency and economy in the purchase and distribution of needed materials. This study reveals many instances of purchase at retail prices without substantial discount and frequent disbursement of funds by teachers thereby making inoperative an essential principle of sound business administration. Convenient administrative policies apparently influence distribution procedures to such an extent that suitable materials may not always be available for the needs of the educational program.

Organized programs for promoting more efficient use of an adequate supply of materials are imperative. Initiation of programs for this purpose is the responsibility of the supervisory staff of all administrative units in the state. Work conferences, study courses, demonstrations, and exhibits designed to give teachers opportunities to examine and to use new materials and to achieve greater competence in all phases of the problem of materials management are effective procedures. The services of consultants, when needed, contribute much towards the achievement of these purposes.

SUMMARY OF RECOMMENDATIONS

1. *An adequate supply of essential materials and apparatus should be made available to all schools.* These materials include (a) textbooks both basal and supplementary; (b) library facilities such as books, processing and mending supplies, and housing facilities; (c) other printed materials such as periodicals, pamphlets, bulletins, and manuals; (d) audio-visual materials such as recordings, transcriptions, maps, globes, pictures, and films; (e) science and health materials such as demonstration apparatus, play equipment, and community resource materials; (f) fine, graphic, and practical art materials such as music, paint, crayon, paper, easels, pencils, pens, ink, tools, cooking and sewing facilities, weaving supplies, and construction materials; and (g) general school equipment such as duplicating devices, pianos, radios, scales, bulletin boards, chalkboards, and projectors.

2. *Ample public funds should be provided to make available an adequate supply of instructional materials.*

3. *The legal machinery for selection and adoption of basal textbooks should be revised to permit the adoption of a wider variety of textbooks for elementary and high schools.* The present machinery provides for the adoption of only two basal series of readers for grades one through three, and one basal book or series of books on all other subjects required to be taught in grades one through eight, and two basal books for all subjects taught in high school, thereby limiting the variety of these teaching materials.

4. *The basis for distribution of textbooks fixed by the Division of Textbooks should be revised to provide for a more adequate number of books for elementary schools.* The present basis for distribution, fixing the maximum number of books to be allotted to schools, provides for insufficient quantity in many instances and are made without due regard to whether all allotted books are used.

5. *The State Board of Education should study the educational value and methods of using audio-visual materials to determine whether it is advisable or feasible to produce and distribute any of these materials.* This recommendation has particular reference to suggested plans for constructing frequency modulation radio stations for broadcasting state planned and state produced educational programs.

6. *The State Board of Education should initiate plans for making resource bulletins and other publications of state institutions and agencies available as educational materials for schools.* The

preparation and distribution of these materials for school use is the joint responsibility of the State Department of Public Instruction, the State Health Department, the Extension Service of the North Carolina State College, the Extension Division of the University of North Carolina, the State Department of Conservation and Development, and any and all institutions and agencies producing materials of an educational nature.

7. *Provision should be made for expanding supervisory services at the state level and for a comprehensive program of supervision at the local level.* Supervisory programs are for the purpose, in part, of developing greater awareness that there are suitable materials adapted to the developmental needs of children, promoting organized programs for more effective use of an adequate supply of materials, and acquainting administrators and teachers with ways for wise use of the vast wealth of environmental materials.

8. *The Division of Purchase and Contract should be provided with adequate facilities, personnel, and authority for preparing specifications and for evaluating the quality of materials of all kinds offered for sale under the price certifications of that division.* Schools should make use of the services of this division.

CHAPTER IX

PUPIL PERSONNEL AND PERSONNEL SERVICES

A WELL rounded school program is concerned with all the children and youth of a community. It sees that they attend school and are given suitable educational opportunities. *Only as the school is able to meet the many and varied needs of each boy and girl is it able to fulfill its obligations to society.* How well are the schools meeting these needs and providing these educational opportunities?

ENROLLMENT AND ATTENDANCE

The School Census

In North Carolina the school law requires that an annual census be taken and kept up to date. It must include all children from birth to sixteen years of age. This census should identify for the state and for each local school unit all children of compulsory school age and provide statistics on pre-school children so that the schools can prepare for future needs.

Although the school law requires such a census, no provision is made on a state-wide basis to finance the implementation and enforcement of the law. As a result, in many local units the census is inaccurate and out of date. Many school officials do not know how many children of compulsory school age live in their districts or which children are not enrolled in school. The 1940 school census figures for the state as a whole were 61,115 short of the federal census figures for the same year.

Enforcement of Compulsory School Law

Many children who should be in school are not enrolled or do not attend school regularly. Not all children who drop out of school re-enroll the following year, since the entire loss from grade to grade is not accounted for by non-promotions. About 5 per cent of the six, seven, and eight year old children do not enroll in school. This percentage is derived from a comparison of enrollment figures with birth statistics corrected for mortality before age six.

If a school system employs an attendance director, that person is legally responsible for enforcing the attendance law. If no attendance director is employed, the county superintendent of public welfare is charged with the responsibility.

On an opinion questionnaire, 70 per cent of the principals reported lax attendance enforcement in their schools; 77 per cent

of the superintendents reported unsatisfactory attendance enforcement.

Extent of Enrollment and Attendance

The most authoritative information on the extent to which children ages five to seventeen actually enroll in North Carolina is found in a bulletin of the National Education Association.¹ The data in Table 22 show the relative standing of North Carolina and several of its neighbor states. The statistics are for 1944-45.

Table 22

The Percentage of Children Enrolled in Schools in North Carolina and Nearby States

State	Per Cent of Children 5-17 Years Old Enrolled	Per Cent of Children 5-17 Years Old in A. D. A.
NORTH CAROLINA	82.56	73.07
South Carolina.....	82.91	66.88
Virginia.....	84.33	71.67
Tennessee.....	82.57	69.82
Georgia.....	86.04	69.88
Alabama.....	83.83	69.35
Mississippi.....	95.36	76.96

These figures show that North Carolina ranks the lowest in this group of states in the percentage of children from five to seventeen actually enrolled in public school while it ranks next to the highest in average daily attendance. These figures indicate that, relatively, North Carolina does a better job of assuring satisfactory attendance of children who enroll in school than it does of getting all children of school age to enroll.

Children of Mixed Race. In some counties there is a problem involved in providing school facilities for children of mixed race who are not allowed to attend the schools for white children and will not attend the schools for Negro or Indian children. In those situations the compulsory attendance law cannot be enforced without violating deep seated community mores.

Prospective School Enrollment

Statistics indicate that, on the basis of present population, first grade enrollment will increase in 1948, 1949, and 1950. The next two years it will decline slightly but not to the 1948 level. A peak will be reached in 1953. This increase will affect chiefly the en-

¹ Research Bulletin, Vol. XXV, No. 4, December, 1947, Table 24, p. 157.

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¹ *Research Bulletin*, Vol. XXV, No. 4, December, 1947, Table 24, p. 157.

rollment in schools for white children. Below are the birth statistics for North Carolina, 1941-1946 inclusive.

Year	Number of Babies Born
1941	85,210
1942	91,753
1943	96,168
1944	90,458
1945	89,451
1946	100,087

Table 23 indicates the expected number of children alive at ages six, seven, and eight by race for the years 1948-1952 inclusive.

Table 23
Expected Number of Children Six, Seven, and Eight Years
of Age, 1948-1952 by Race, Based on United States
Life Tables of 1939-1941*

Age	Race	Estimated Children Still Alive in Year:				
		1948	1949	1950	1951	1952
6 Years	White	58,693	62,708	59,053	56,256	66,684
	Other	25,204	25,628	25,561	25,317	26,820
	TOTAL	83,897	88,336	84,614	81,573	93,504
7 Years	White	54,232	58,632	62,642	58,992	56,197
	Other	24,659	25,167	25,591	25,524	25,280
	TOTAL	78,891	83,799	88,233	84,516	81,477
8 Years	White	51,588	54,179	58,575	62,582	58,935
	Other	23,445	24,627	25,135	25,558	25,491
	TOTAL	75,033	78,806	83,710	88,140	84,426

* Based on present population, that is net migration assumed to be zero.

Losses During Year

The term "losses" designates children who drop out of school during the school year. Table 24 shows that there were more losses in high school than in elementary schools; there were more in city schools than in county schools in 1943 and again in 1947. In schools for white children there were fewer losses in 1947 than

in 1943. In schools for Negroes there were more losses in 1947 than in 1943. In 1943 there were more losses for white children but in 1947 there were more losses among Negroes. Losses are particularly serious from the sixth through the tenth grades.

The following reasons, in order of importance, were listed by parents as being responsible for losses: (a) failure in subjects, (b) too old for grade, (c) financial need, (d) poor attendance enforcement, and (e) narrow and required curriculum. Teachers attributed losses to these factors: (a) classes too large for individual instruction, (b) failure of school to provide for low mental abilities, (c) poor attendance enforcement, (d) too old for grade, and (e) inadequate guidance services. These opinions came from the opinion questionnaire.

Table 24
Comparison of Per Cent of Losses in North Carolina for
1943 and 1947 by Race and by School Level

Area	Elementary				High School			
	White		Negro		White		Negro	
	1943	1947	1943	1947	1943	1947	1943	1947
State	6.2	4.9	5.4	5.8	11.7	9.9	9.2	11.1
Counties	6.0	4.8	5.2	5.8	10.9	9.9	8.5	10.7
Cities	6.8	5.4	5.9	5.7	13.5	9.8	10.2	11.6

Pupil Progress

The non-promotion problem in North Carolina is serious. Among schools for white children the county elementary schools and the city high schools have the poorest records. In schools for Negroes the county elementary and high schools have the largest number of failures. Each year one out of eleven white children fails to get promoted, while one out of six Negro children fails to get promoted.

Non-promotions in the first grade have been cut in half since 1933. Yet the problem is more serious in that grade than in any other grade in the school system. City schools have a much better record in first grade non-promotions than do county schools. *Only one of four white children and one out of fourteen Negro children who enter the first grade graduate on time.*

Table 25
White Enrollment (O - M) by Grades and Years*

Years	Special Elem.	Grade 1	Grade 2	Grade 3	Grade 4	Grade 5	Grade 6	Grade 7	Grade 8	Grade 9	Grade 10	Grade 11	Grade 12	Special H. S.	Grand Total
1935-36	648	93,024	71,947	68,586	68,833	66,478	59,908	52,683	47,040	36,726	28,757	22,860	703	378	618,571
1936-37	857	84,632	72,307	69,169	66,550	65,467	60,049	52,926	47,805	37,666	30,779	24,112	1,084	363	633,766
1937-38	1,468	83,731	67,373	69,302	66,669	63,354	60,105	53,433	48,818	39,067	32,170	26,569	1,088	442	613,589
1938-39	1,505	83,673	68,021	65,243	66,639	64,348	58,834	54,512	51,002	41,776	34,374	28,388	1,642	458	620,415
1939-40	1,503	80,002	68,650	65,306	62,996	64,239	59,805	53,830	51,211	42,862	36,442	30,360	2,401	520	620,127
1940-41	1,438	79,684	66,946	65,489	63,168	80,236	60,094	54,394	50,383	42,848	37,165	31,976	2,389	606	636,816
1941-42	1,568	79,170	67,168	64,504	63,771	80,289	56,130	54,108	49,272	40,784	36,413	31,712	4,572	437	629,892
1942-43	1,686	75,346	67,896	64,305	62,169	60,112	55,576	50,140	45,673	39,573	34,566	30,029	8,166	180	595,417
1943-44	735	72,444	65,668	64,481	61,971	58,395	54,811	49,659	42,840	39,179	33,144	26,850	7,555	271	576,003
1944-45	730	70,307	63,085	62,508	61,769	57,696	53,202	49,348	43,038	36,934	31,772	24,524	7,591	117	562,621
1945-46	680	70,036	63,871	62,626	61,438	59,651	54,630	49,542	44,632	39,424	30,734	26,847	6,488	254	590,853
1946-47	449	68,822	62,608	61,992	61,260	58,960	55,919	50,944	44,482	40,821	32,885	25,683	23,531	197	588,553

* O indicates original enrollments of North Carolina children while
M indicates enrollments during the school year of children who move into North Carolina from other states.

Table 26
Negro Enrollment (O - M) by Grades and Years*

Years	Special Elem.	Grade 1	Grade 2	Grade 3	Grade 4	Grade 5	Grade 6	Grade 7	Grade 8	Grade 9	Grade 10	Grade 11	Grade 12	Special H. S.	Grand Total
1935-36	756	76,797	35,072	33,325	30,377	25,894	20,920	17,663	12,108	7,844	5,484	3,965		1	270,206
1936-37	870	73,764	34,164	32,518	30,471	26,054	21,277	17,375	12,887	8,557	6,127	4,133	43		268,240
1937-38	1,061	72,777	33,939	31,234	29,823	26,127	22,089	18,187	12,844	9,047	6,509	4,552	66	32	268,287
1938-39	700	71,014	34,399	31,507	29,716	26,401	23,032	18,976	14,365	9,628	7,333	4,988	66	3	272,128
1939-40	516	66,677	34,192	31,429	29,524	26,116	23,063	19,842	15,327	10,698	7,811	5,717	45	5	270,962
1940-41	502	64,106	33,605	31,572	29,916	26,061	22,998	20,059	16,210	11,763	8,376	5,952	228	4	271,352
1941-42	597	60,992	33,911	31,317	29,465	26,572	22,404	19,624	15,401	11,547	9,116	6,325	670	50	268,021
1942-43	723	56,439	33,874	31,932	28,726	25,814	22,730	18,797	14,688	11,195	9,167	6,913	1,595	37	262,630
1943-44	240	53,253	32,561	31,939	29,396	25,300	22,152	19,040	15,080	11,323	8,608	6,601	2,092	27	257,612
1944-45	188	48,315	31,298	30,700	29,513	25,559	22,018	18,885	15,587	11,336	8,480	6,467	1,850	9	250,205
1945-46	269	48,298	30,672	29,862	29,046	26,195	22,496	19,040	16,364	12,336	8,938	6,669	2,070	21	252,266
1946-47	288	46,425	30,874	29,411	28,297	26,220	23,470	19,831	18,443	13,593	9,700	7,203	5,381	2	250,138

* O indicates original enrollments of North Carolina children while
M indicates enrollments during the school year of children who move into North Carolina from other states.

Three out of five white children and one out of three Negro children who enter high school graduate on time. One out of seven white children and one out of four Negro children repeat the first grade.

Tables 25 and 26 show the school enrollment figures for North Carolina by race, year, and grade. Table 27 shows the percentage of non-promotions for the year 1946-47 by race and school level.

Table 27

Per Cent of Non-promotions in North Carolina for the Year 1946-47 by Race and by School Level

Level	White				Negro			
	Elem- tary	High School	Total	1st Grade	Elemen- tary	High School	Total	1st Grade
State.....	9.3	7.7	9.0	15.1	17.2	13.0	16.6	27.3
Counties.....	10.1	7.1	9.6	16.6	19.2	13.7	18.7	30.0
Cities.....	6.7	9.0	7.3	10.1	11.6	12.1	11.7	17.2

Another evidence of poor pupil progress is overageness. The city schools have a better record in this respect than do the county schools. The latest statistics show that in 1944-45 one out of five white children and two out of five Negro children were at least two years overage for their grades.

Table 28

Per Cent of Overageness, Grades 1-12, 1944-45, by Race

Area	White	Negro
State.....	21.74	43.37
Counties.....	23.42	47.92
Cities.....	17.03	32.27

GUIDANCE SERVICES

A program of guidance services should consist of organized activities which aid pupils in making adjustments to and decisions about problems which they encounter. *These activities should enable the individual to know himself both as a member of society and as an individual, to discover his talents and abilities and to relate them to educational and vocational goals, to learn more*

about occupations so that he may intelligently choose and prepare for a life career, and to recognize and overcome difficulties which hinder his progress.

Guidance services which a school may set up to reach these objectives are: (a) a system of cumulative records containing essential data about each individual; (b) adequate information services such as materials about occupations, further training opportunities, and the study of occupations; (c) a comprehensive and effective counseling program whereby each student has the help of a qualified staff member in identifying and solving his problems and in making decisions and plans; and (d) assistance to students as they plan the next educational steps, make vocational selection and placement, and pursue their post-school purposes.

The Status of Guidance Services in North Carolina Schools

Although provisions for guidance services in the North Carolina schools are still inadequate, there has been a steady increase in the number of schools which provide one or more of the guidance services. The figures in Table 29 show the number of schools which reported that they provided guidance services in 1941-42 and in 1946-47. Evidence presented elsewhere in this report indicates that these figures are entirely too optimistic for many schools.

The greatest weakness of the guidance program is in the area of counseling. Less than 40 per cent of the students are being reached by counseling services in the schools. Reasons for this are (a) failure of school people to recognize the importance of guidance and to provide for it; (b) heavy teacher load and lack of funds to provide additional personnel needed for counseling services; (c) shortage of trained personnel; (d) inadequacy of the counselor training program in colleges and universities of the state. In the chapter on vocational education estimates will be found regarding the number of counselors needed for an adequate guidance program for the schools of the state.

Factors that Influence Provisions for Guidance Services

The success of a school in providing and maintaining an effective guidance service is directly related to the interest and leadership of the administrative officers. Usually the most practical way for schools to provide counselors is to designate qualified staff members as counselors and allow them time in the daily schedule for counseling. In most schools in North Carolina, however, the heavy teaching load makes it impossible for even one teacher to be freed from teaching duties for one or more periods of counseling and other guidance activities.

Table 29
Number and Per Cent of Schools Indicating Provisions
for Eight Guidance Services

Administrative Units	Number High Schools Included in Report		Cumulative Records		Standard Tests		File Occupational Information		File Training Opportunities		Occupations Course		Individual Counseling		Placement Efforts		Follow Up	
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
COUNTY UNITS	624	83.3	282	45.0	553	88.5	433	69.3	178	28.3	417	66.1	210	34.0	251	42.0		
White.....	155	78.0	80	51.0	83	53.5	103	66.7	34	21.2	100	64.5	50	32.2	118	77.0		
Negro.....	469	75.5	202	43.3	470	81.0	330	68.6	144	32.0	317	67.0	160	33.2	133	46.1		
TOTAL.....	779	82.1	362	46.3	636	81.0	536	83.6	212	32.0	517	67.0	260	33.2	369	46.1		
CITY UNITS	86	91.4	105	80.0	79	84.0	78	82.1	62	66.0	82	87.2	53	56.3	42	45.0		
White.....	62	80.0	37	60.0	43	69.3	47	75.8	25	40.0	48	77.4	29	47.0	50	82.0		
Negro.....	24	87.1	68	81.1	36	71.1	31	80.0	37	55.1	34	83.3	24	53.0	42	52.5		
TOTAL.....	150	87.1	142	81.1	122	71.1	125	80.0	87	55.1	130	83.3	82	53.0	92	52.5		
SUM TOTAL.....	935	83.0	504	54.0	768	81.0	661	70.0	299	32.0	647	69.1	342	36.5	461	49.2		

Schools which provide half-time or full-time counselors have local supplements which allow them to employ additional personnel for special services.

GOOD CITIZENSHIP

One of the most important functions of the schools is to develop good future citizens of the state and nation. All pupil personnel services of a school and of a school system should contribute to this end.

Periodically there is a wave of concern in most states about problems of juvenile delinquency, the neglect of spiritual and moral values, and the failure of schools to place proper emphasis on or to secure satisfactory results in the form of good citizenship.

There is no evidence that the schools of North Carolina are failing in this respect. In fact any failure in this area must be attributed as much to homes, churches, and communities as to inadequacies in the school program.

It is obvious, however, that most schools are not yet doing all they should do. Many teachers become so interested in trying to do a good job with their subject matter that they neglect or fail to recognize many of the possibilities for developing good citizenship. Too many schools are so concerned about steering clear of sectarianism in the classrooms that they fail to take advantage of many opportunities for teaching some of the basic spiritual and moral values. In too many school communities the teachers are not trained to recognize and deal with—and the community itself is indifferent to juvenile behavior and emotional problems which may later result in delinquency.

It should be recognized by the citizens and by the school officials and teachers of every community in North Carolina that the preparation of good citizens is a basic function of every school and of every class and recreational period. The teaching of reading, arithmetic, science, and every subject is only a means to that end. Only when that objective is consciously recognized and intelligently pursued throughout the state will satisfactory results be attained.

HEALTH SERVICES

It is the joint responsibility of the health authorities and the school authorities to provide health services for children which will help to prevent disease, accident, and malnutrition; discover early those diseases and defects that do develop; and follow up these discoveries to see that treatment and correction are provided.

On the opinion questionnaire principals reported that the pre-

school clinic is the health service most adequately provided. Even this service, however, was considered "good" by only one-half of the principals.

The health services or facilities which the principals considered most in need of improvement are: (a) follow-up to see that defects are corrected; (b) janitorial services to keep buildings sanitary; (c) construction or alteration of buildings so that they can be kept sanitary; and (d) physical examinations for all children.

In response to a questionnaire sent out by the Division of Local Health Administration of the State Board of Health, local health officers reported only partial success in meeting the health service needs of school children. In the high schools these services are almost non-existent except for members of athletic teams.

In checking activities which should be included in the state foundation program, citizens marked "health program" first and "school lunches" second.

Medical and Nursing Services

Medical and nursing services to the schools are provided largely by local health departments. There is, however, only one nurse for every 9,800 people when there should be one for every 5,000, and there are only half enough doctors. The result is that the medical services, as a part of the school program in many communities, have been almost non-existent.

Very important in a school health program is the provision of an adequate school plant with facilities for instructional activities; adequate sanitary facilities including hot water, soap, and towels; approved lunchroom facilities; and space and equipment for isolation of sick children and for examination clinics. The lack of these facilities makes good practices difficult. Of equal or perhaps greater importance are school personnel with adequate backgrounds in health training, a sense of the place of health in the school program, and enthusiasm for making it vital in the lives of the children.

At the state level the School Health Coördinating Service and joint committees which it has inspired have accomplished much in the way of common policies and the stimulation of joint coördinated programs at the local level. One of the accomplishments has been a manual which outlines a coördinated local program for screening and medical examinations.

Medical Examinations

In the program of screening and medical examinations preliminary screening is done by teachers. Nurses assist in inaugurating

the practice. Teacher and nurse jointly select pupils who seem to need a medical examination and the children selected are examined by a physician.

More and more counties are undertaking to carry out this type of program. Its success depends on enough nursing, medical, and health education staff to follow it through; a program and facilities for securing correction of defects found; and coöperative effort.

Mental Health

Mental health is just as important as physical health, yet it receives all too little attention in most schools. Just as the physical and environmental conditions in and about the schools should meet the highest standards, so should every possible means be used to improve the conditions that relate to mental health. A mentally or emotionally ill child may be just as sick as the one who is physically ill. The frustrated teacher often frustrates the pupil. The training of every teacher should include principles of mental hygiene and should enable him to recognize both indications of maladjustment and his part in appropriate action.

While private psychological services and child guidance centers are used by some school systems, the state has no program for providing these services for the schools. Such a program is urgently needed and should be developed on an adequate basis in the near future.

Safety Provisions in Buildings

The state laws covering safety provisions in buildings including fire drills, prohibition of accumulations of trash and debris, structural requirements for fire escapes and other exits, segregation of furnace rooms and shops, and the authority to condemn and close hazardous buildings, appear to be adequate. Yet, there is no provision for a field staff to check on these provisions and see that they are observed.

Building plans are submitted to the State Fire Marshall. Most of the new buildings meet required standards, but later alterations may introduce hazards. While the Fire Marshall, through coöperation from local school officials, has been able to accomplish a great deal, he cannot keep a close check on the potential hazards of every school building. Many schools do not practice fire drills often enough to assure prompt and efficient emptying of the school buildings. Low salaries and other factors are responsible for poor janitorial service. Accumulations of trash and rubbish are found frequently. There is urgent need for seeing that these conditions are remedied.

The School Lunch Program

The provision for training and practice in good nutrition habits is an essential part of the school health service program. On the opinion questionnaire citizens placed lunchrooms second in the list of things they want provided as a part of the public school program. In 1947-48 only 63.8 per cent of the children in average daily attendance in North Carolina schools were in schools which had lunchroom facilities. This does not mean that all these children had an opportunity to eat in the lunchroom, for the lunch facilities in many of these schools were inadequate.

Lunch facilities in schools for white children are much better than those in schools for Negroes. Only 41 per cent of Negro children are in schools with lunch facilities, while 86.6 per cent of white children are in schools with lunch facilities. The urban picture is much better than the rural for the total state and for both Negro and white groups.

Table 30 shows that more than half of the schools in the state have no lunchroom facilities. Of the 1,791 schools that have no facilities, only seventy-one have any plan for developing such facilities in the future.

An analysis of school lunch reports for the fiscal years ending

Table 30
Number of Schools With and Without Lunchroom
Facilities—May, 1948

	Number* Schools Reporting	Number Schools with Lunchroom Facilities					Number of Schools With No Facilities
		Location of Lunchroom			In Operation 1947-48		
		Basement	Separate Building	Other	Yes	No	
<i>State</i>	3,207	432	256	728	1,364	52	1,791
<i>White</i>	1,584	362	224	563	1,121	28	435
<i>Negro</i>	1,623	70	32	165	243	24	1,356
<i>Rural</i>	2,686	289	212	556	1,012	45	1,629
<i>White</i>	1,260	259	194	428	855	26	379
<i>Negro</i>	1,426	30	18	128	157	19	1,250
<i>Urban</i>	521	143	44	172	352	7	162
<i>White</i>	324	103	30	135	266	2	56
<i>Negro</i>	197	40	14	37	86	5	106

* This report includes every school listed in the 1947-48 Educational Directory of North Carolina. Information incorporated in this report was supplied by the superintendents of the 172 school administrative units.

June 30, 1944, 1945, 1946, 1947 and through February, 1948 shows a steady increase in the cost of food and labor from year to year. This increase in cost has been borne by children through increased prices. Each time lunch prices increase lunchroom participation drops significantly.

Nutrition Deficiencies

Beginning in 1944 the Nutrition Division of the State Board of Health surveyed the food habits of both children and adults in several sections of the state. They made three-day dietary surveys of nearly 2,000 school children in sixty-three counties among white and Negro children. They made one-day dietary records of 1,702 adults working in cotton and rayon mills.

The first observation of the Nutrition Division was that the consumption of meat and meat substitutes, fats, sugar, dried beans, and cereals is high in all parts of the state. Definite food patterns in the different sections were found, with the intake of essential foods in the eastern, piedmont, and western areas of the state varying considerably. These differences are:

(a) *East*: The consumption of milk and foods containing vitamin C is far too little. The amount of green and yellow vegetables consumed is satisfactory.

(b) *West*: Milk consumption is higher in the west but still not adequate. The consumption of tomatoes and citrus fruits is low. The use of green and yellow vegetables is not as high as in the east. With the exception of sweet potatoes vitamin A foods are not usually consumed.

(c) *Piedmont*: Higher amounts of citrus fruits and tomatoes are consumed but still the quantity is not adequate. There is moderate use of green and yellow vegetables. Milk consumption is fair, being much better than in the East, but not as good as in the West.

The need for lunchroom facilities is indicated by this state-wide nutrition study. The school lunch is needed to supplement home diets, with special emphasis on foods not generally provided at home.

School Lunch Personnel Needs

At present only a few administrative units have trained personnel in charge of lunchroom operations. In the 172 county and city administrative units fewer than twenty persons who are college trained in institution management are employed to supervise lunchrooms. Most lunchroom managers have had no training and

have had very limited experience in quantity food handling prior to employment in the lunchroom. School principals throughout the state are managing lunchroom activities for which they have neither the training nor the time. The homemaking teacher is probably more qualified to assist the lunchroom manager than any other person in the school system, but if she carries a full teaching load she does not have time to devote to lunchroom supervision or management. Lunchroom operation is a full-time job.

Lunchroom Operation

Contrary to state school lunch legislation and desirable policies, the following practices are found in some school systems in the state: (a) many school principals are paid supplemental salaries from lunchroom funds and, in one known instance, a superintendent is thus paid; (b) salaries for extra teachers are sometimes paid from lunchroom funds; and (c) profits from lunchrooms are being used in the school for items such as athletic equipment, instructional supplies, and electricity for gymnasium.

School Lunch Participation

Average daily attendance records for the North Carolina schools on the Federal School Lunch Program during 1946-47 show that only 51.9 per cent of the children in average daily attendance participated in the lunchroom program. This percentage represents 231,345 children out of 445,814 in average daily attendance. One of the major reasons for low participation is the lack of adequate and desirable facilities. Another major reason for low participation is the price charged for lunch.

The other 192 schools which have lunchroom facilities but are not on the federal program have an average daily attendance of 83,993. These facilities are operated in various ways, some on a private concession basis. In most of these schools there is little control or guidance to assure that children select adequate lunches. While considerable progress has been made with the school lunch program in the state, it is obvious that many important problems remain to be solved.

SUMMARY OF RECOMMENDATIONS

1. *Provision should be made for maintaining an effective continuous school census in every school system in the state. This will require a definite program, adequate financial provision, and a periodic check to assure that all children are accounted for.*
2. *The school census should be used as a basis for assuring that all children of school age are attending school regularly. There*

will be little value in maintaining a school census unless it is used constantly to improve attendance and other phases of the school program.

3. *The compulsory school attendance laws of the state should be better enforced and observed. An adequate census, a system of transfer notices for children who move to other communities, strict enforcement of child labor laws, more attention to attendance on the part of every teacher and administrator, appointment of trained personnel to give specific attention to special problems, broadening of the curriculum, and improved teaching in many schools are all important factors in improving the attendance program.*

4. *In order to provide personnel services essential for all children in the public schools, the foundation program should include provision for the following personnel for each local school system:*

A competent (certificated) attendance director to be responsible for (a) taking and keeping up-to-date a continuous school census, (b) seeing that the school attendance law is observed, (c) reporting to other school units children moving from the local school attendance area, and (d) working with teachers, pupils, and parents to improve the enrollment, attendance, holding power, and pupil progress in the local school unit.

Qualified guidance counselors, on the basis of one full-time counselor for each five hundred pupils, to be responsible for (a) helping to interpret to the teachers basic information about the pupils which is on cumulative records, such as test results, physical and psychological examinations, information about the home, and other pertinent facts; (b) seeing that teachers and pupils have access to adequate occupational and education information; (c) counseling with individual pupils; (d) assisting students in getting placed in the "next step" whether this is in further training or on the job; and (e) following up graduates and drop-outs to see that they are properly adjusted.

Lunchroom supervisors who are qualified to make the lunchroom a place where children will be provided with nutritious meals and will learn good eating habits.

5. *On the state level, proper certification standards should be established and adequate supervision provided for attendance directors, guidance counselors, and lunchroom supervisors. The state department should have on its staff specialists in all of these areas to assist local schools and school systems in improving their programs.*

6. *The State Department of Public Instruction and the colleges*

responsible for the preparation of teachers should cooperate in providing adequate in-service and pre-service training opportunities for attendance directors, guidance counselors, and lunchroom supervisors. More adequate preparation for all teachers in guidance and health services must also be provided.

7. *Local school health services should be expanded and strengthened to a level of minimum adequacy.* In order to meet the health needs of children, the state should expand the cooperative school health department program so that adequate personnel and facilities are provided to enable each child to have a thorough physical examination at least every other year and to have his physical defects followed up and corrected. As soon as possible a health room should be established in every school to provide facilities for isolation of sick children, first aid, and conferences with and examinations by the physician or nurse. Establishment of clinical psychological services available to all school systems is also essential.

8. *School plant sanitation should be improved through better school housekeeping, modernization of many buildings, and strict observance of essential sanitary standards in constructing all new buildings.* Better salaries and definite training qualifications for janitors are imperative.

9. *More adequate supervision of all safety provisions and practices in the schools should be provided.* More strict attention to fire drills and to the elimination of fire hazards is essential in many schools.

10. *The school lunch program should be extended to all schools as rapidly as possible.* The only cost to the pupils should be the cost of food. No profits should be expected from the operation of lunchrooms. At no time should profits be permitted to be used to pay other school expenses not connected with the lunch program.

11. *The preparation of good citizens with proper appreciation and respect for the fundamental spiritual and moral values of life should receive more definite and continuous attention in all school systems and individual classrooms in the state.*

CHAPTER X

INSTRUCTIONAL PERSONNEL

THE term "instructional personnel" as used throughout this chapter includes teachers, librarians, supervisors, principals, and superintendents.

Learning goes on best when teachers are well educated for the work they have to do; when the buildings in which they teach are modern, clean, attractive, and comfortable; when equipment is good and supplies and materials adequate; when the environment in which they work is pleasant and stimulating, and when relationships within the school and between the school and the community are excellent. The morale of the teacher must be high if he is to do his best work.

The pages which follow deal with important problems that concern the welfare of instructional personnel to the extent that such problems affect the growth and development of the learners.

QUALIFICATIONS OF TEACHERS

No more pressing problem faces the citizens of any state than that of providing properly qualified teachers for the schools. A study of Table 31 shows that North Carolina was making excellent progress in procuring better qualified teachers for her schools for the five school years beginning in 1937-38 and ending in 1941-42. World War II seriously interrupted this program and for the five years following 1941 there was a steady decline in the qualifications of white teachers employed in the state.

The "A" certificate in North Carolina represents the minimum of training desirable for a teacher. A holder of this certificate is a graduate of a college approved for teacher education and has had professional training for the work to be undertaken in the schools of the state. Table 31 shows that the number of "A" certificates increased from 11,936 in 1937-38 to 15,144 in 1941-42, a gain of 3,208. The years following, however, present a different story. From a high of 15,144 in 1941-42, "A" certificates declined to a low of 12,795 in 1946-47, a loss of 2,349. There was some gain in 1947-48 for the first time since the war although the proportion of gain was slight.

Who replaced these well trained and competent teachers? What were the effects on the educational program of this loss of professional personnel? These questions have been discussed by both lay and professional groups almost daily since the beginning of World War II. The newspapers of the state have devoted gen-

Table 31

Certificate Status of State Allotted White and Negro Teachers and Building Principals for the Period 1937-1948*

Year	Five Years or More of College (G2-G12)†	College Graduates (AO-All)	Three or Four Years of College Lacking Specified Courses (BO-B6)	Two Years of College (CO-C5)	One Year Of College (E1-AO-A4)	High School Graduates Plus 12 Weeks of College (E1-BO-B3)	Employed in Emergency‡ (Non-Standard)	Total
White Teachers								
1937-38.....		11,936	3,365	522	149	34	6	16,012
1938-39.....		13,274	2,415	351	122	23	3	16,188
1939-40.....		14,391	1,626	239	80	20	5	16,361
1940-41.....		14,967	1,148	184	67	19	3	16,388
1941-42.....	276	15,144	815	146	46	10	5	16,442
1942-43.....	430	14,814	815	303	47	20	49	16,478
1943-44.....	456	13,747	1,109	409	167	84	160	16,132
1944-45.....	445	13,251	1,235	502	238	154	281	16,106
1945-46.....	483	12,824	1,191	555	317	219	368	15,957
1946-47.....	493	12,795	1,369	648	357	267	474	16,439
1947-48.....	542	13,002	1,351	628	321	254	355	16,453
Negro Teachers								
1937-38.....		2,704	2,858	587	184	34	263	6,630
1938-39.....		3,625	2,384	368	111	31	219	6,738
1939-40.....		4,505	1,851	235	83	23	153	6,850
1940-41.....		5,183	1,351	154	54	15	127	6,884
1941-42.....	23	5,806	874	112	27	9	103	6,954
1942-43.....	49	6,190	556	96	10	7	58	6,966
1943-44.....	73	6,277	365	80	16	10	53	6,874
1944-45.....	100	6,357	291	68	15	9	49	6,889
1945-46.....	145	6,282	287	65	20	9	43	6,851
1946-47.....	190	6,298	243	52	18	7	35	6,843
1947-48.....	280	6,240	199	40	13	5	25	6,802

* State Board of Education, "Scholarship and Experience Ratings of Instructional Personnel."

† Key: Letters indicate class of certificate, numerals refer to the number of years of experience. For Examples: A-O refers to a teacher who has received the A certificate as a result of having earned a college degree with the required courses and who has not taught. A-11 refers to the teacher who has a college degree which included the required courses and who has taught for eleven years on this certificate. G refers to holders of graduate certificates, that is, those who have met the requirements for the A certificate and in addition have earned the master's degree and taught the required number of years.

‡ Do not hold any of the certificates and have fewer than sixty semester hours of college credit.

erously of their space in an effort to arouse the public to the tragic consequences of having so many of the children taught by persons who are ill-equipped for this service.

A further study of Table 31 reveals some alarming facts. To

keep schools open, low-standard certificates had to be issued in increasing numbers. Certificates whose requirements were less than those of the "A" credential for white teachers rose from 1,022 in 1941-42 to 2,909 in 1947-48, an increase of 1,887. Particularly distressing was the increase in non-standard certificates during the war years. This certificate was issued to any person, certified by a local superintendent of schools as necessary to keep the school in operation without regard to educational qualifications. Only five of these were issued to white teachers in 1941-42 but 355 were in force in 1947-48. In some instances persons with no college training whatever found themselves responsible for the education of children they had no basis for understanding and whose educational needs they could not begin to meet.

The encouragement given to additional teacher education through the issuance of a graduate certificate has had a wholesome effect. Such certificates for white teachers grew from 276 in 1941-42 to 542 in 1947-48 and for Negro teachers from 23 to 280 in the same period.

In the Negro schools the situation has been much better than in schools for white children. Instead of a decrease in "A" certificates there has been a steady increase from 5,806 in 1941-42 to 6,240 in 1947-48, an increase of 434. The decrease of 58 in the number of the holders of this certificate from 1946-47 to 1947-48 appears to be accounted for by the increase in the number of holders of graduate certificates. There has been a corresponding decrease in certificates lower than "A" grade from 1,125 in 1941-42 to 282 in 1947-48, while "non-standard" credentials decreased from 103 to 25 during the same period of time.

The reason for this is easy to find. Opportunities for profitable employment in areas other than teaching were open to white teachers on a far greater scale during the war years than to Negro teachers. Teaching is one of the best professions open to Negroes today; it is not yet the most profitable area of employment for white persons when economic conditions are normal, and it falls to a decidedly lower level when industry is particularly prosperous.

In summary it should be pointed out that there has been a steady deterioration in the quality of instructional personnel in North Carolina's white schools since 1937. The fact that there are in 1948 nearly 60 times as many non-standard certificate holders among the white teachers as in 1937 should be cause for genuine concern. The downward trend in qualifications of white personnel must be reversed.

The committee believes that as soon as possible the State Board of Education should fix a date after which no certificate will be issued to any applicant who does not possess a baccalaureate de-

gree from a properly accredited institution of higher education with adequate professional training for the work to be undertaken. The committee also urges that the State Board of Education take steps to give greater encouragement to holders of certificates below the "A" level to qualify for the "A" certificates as rapidly as possible. Many of the recommendations in this section of the report are designed to facilitate this process.

EXPERIENCE OF TEACHERS AND PRINCIPALS

How long do persons who start to teach in North Carolina remain in the profession? The answer to this question has a direct bearing on several phases of this school program. Obviously, the larger the percentage of persons who drop out of teaching, the greater the number of new teachers who will be needed each year.

It is not possible to give an exact answer to this question from available data. However, some observations may be made on the basis of the experience of teachers and principals of the state. The number of years of experience of the white and Negro teachers and principals employed at the beginning of the school year 1947-48 is given in Table 32. A study of this table shows that there were 1,179 white teachers and 356 Negro teachers starting who had not had previous school experience. On the other hand 394 white teachers and principals and 104 Negro teachers and principals had more than 35 years of experience in school work.

If all persons who enter teaching continued in the profession, the number of persons with 25 years of experience, for example, would be only slightly less than those with just one year of experience, the difference being explained by the number of deaths and disabilities. A study of the Table 32, however, shows that about one-fifth of the number who have continued in the profession five years or more have dropped out by the end of the fifteenth year. By the end of 25 years, about 50 per cent of these have been lost to the profession. There are substantial losses during the first five years but the data available do not show the extent of these losses.

There is today an acute shortage of fully trained teachers due to death, disability, retirement, general exodus from the profession for higher salaries, rapidly increasing school enrollment because of a decidedly higher birth rate, and an immediate need to decrease the size of classes. To make matters worse there is an alarmingly small enrollment of persons in curricula that prepare for teaching on the elementary level. Thus North Carolina will be confronted during the next few years with a critical, even desperate situation. Disaster threatens the white schools.

Table 32

Total Years of School Experience of Teachers and Principals at Beginning of School Year 1947-48 (Both State and Local)

Years of Experience	White Teachers and Principals		Negro Teachers and Principals		Total	Per Cent
	Number	Per Cent	Number	Per Cent		
0*.....	1,179	6.16	356	4.82	1,535	5.79
1-5.....	3,981	20.79	1,831	22.07	5,612	21.15
6-10.....	3,640	19.01	1,377	18.63	5,017	18.90
11-15.....	3,326	17.37	1,526	20.65	4,852	18.29
16-20.....	2,771	14.47	1,180	15.97	3,951	14.89
21-25.....	2,108	11.01	690	9.34	2,798	10.54
26-30.....	1,131	5.91	348	4.70	1,479	5.57
31-35.....	617	3.22	179	2.42	796	3.00
36-40.....	274	1.43	69	.93	343	1.29
41-45.....	92	.48	23	.31	115	.43
46-50.....	21	.11	5	.07	26	.10
51-53.....	7	.04	7	.09	14	.05
TOTAL.....	19,147	100.00	7,391	100.00	26,538	100.00

* No experience prior to 1947-48

SCHOLARSHIPS FOR PERSONS PREPARING TO TEACH

The small enrollments in white teacher education institutions leads to the inescapable conclusion that drastic steps must be taken immediately. As a means of encouraging competent high school graduates to enter teacher education programs the committee believes that a system of substantial scholarships should be established and made available to capable young men and women who need financial assistance to attend college.

Citizen opinion in the state strongly favors such a scholarship program. In response to the question, "What do you think should be done to help meet the acute shortage of teachers?" 2,357 persons replied, "Provide scholarships or low cost teacher education for capable students to prepare to teach." A still larger number, 4,635 said, "Raise salaries enough to attract good teachers." The remainder, only 221, suggested lowering the standards of certification. Better salaries should not only aid in recruiting teachers but should also be effective in holding competent teachers in the profession after they enter. Higher salaries are important and their effect both in recruiting and in retention must not be discounted. Scholarships are also important because they not only will make it possible for capable persons not now going to college

to prepare to teach but they will help to increase the prestige of teaching because of the state's evident interest and emphasis.

As further evidence of the desirability of the scholarship plan, it should be recorded that the President's Commission on Higher Education has recently proposed that the federal government provide a system of scholarships and fellowships to attend college for high school graduates who are not financially able to pay their own expenses. This system if made operative would, however, provide no special encouragement for such graduates to prepare for teaching.

Fortunately, there is evidence of the effect of a scholarship system provided for teachers. The State of Florida has for the last few years provided through legislative appropriation scholarships both for teachers in training and those in service. Reports from that state indicate a large increase in the number of persons preparing to teach and a greatly stimulated program of teacher improvement.

The committee strongly recommends the establishment of a system of scholarships at the earliest possible date for persons who will prepare to teach in North Carolina.

TEACHER SELECTION

The committee believes that most local boards of education have tried earnestly to secure the best qualified teachers for their schools. As more teachers become available in certain areas there will be pressures to keep persons in the classrooms who do not meet acceptable standards. The committee recommends that unqualified teachers neither be retained nor elected if qualified teachers are available. Such a procedure will aid in keeping the quality of instruction on a high level in every school district in the state.

TEACHER LOAD

One of the factors that has retarded teacher recruitment has been the heavy load carried by the teachers throughout the state. Citizens of North Carolina generally would be concerned if they knew their teachers, particularly those in the larger schools, were carrying one of the heaviest if not the heaviest load of the teachers of any state in the nation.

In a recent opinionnaire study the following question was asked the citizens of the state: "What should be the class load (pupils enrolled per teacher) in each of the three grade groups?" The responses are summarized in Table 33.

An analysis of Table 33 shows that out of a total of 7,433 answers from the citizens concerning the size of classes for primary

Table 33
Number of Citizens Favoring Various Class Sizes for
Primary, Grammar, and High School Grades

Number of Pupils Per Class	Primary	Grammar	High School
25-29	4,939	2,735	2,985
30-34	1,968	3,010	1,967
35-39	365	775	778
40-44	161	160	609
TOTAL	7,433	6,680	6,339

grades, 66 per cent of those responding said the teaching load should be between 25 and 29, while 27 per cent said that 30 to 34 pupils constituted a reasonable load. On the grammar grade level, 41 per cent of the 6,680 people who responded said that 25 to 29 pupils was the most desirable load, while 45 per cent thought 30 to 34 pupils constituted a good teaching situation. On the high school level, 47 per cent of the 6,339 persons who replied thought 25 to 29 was a reasonable load, while 31 per cent said 30 to 34 pupils.

When this same question was presented to a group of principals in North Carolina the results were as shown in Table 34.

Table 34
Number of Principals Favoring Various Class Sizes for
Primary, Grammar, and High School Grades

Number of Pupils Per Class	Primary	Grammar	High School
25-29	409	218	194
30-34	57	225	127
35-39	5	19	62
40-44	1	2	6
TOTAL	472	464	389

Of the 472 principals expressing an opinion about size of classes in primary grades, 87 per cent were of the opinion that 25 to 29 constituted a desirable teaching load. On the grammar grade level, 47 per cent said the teaching load should be 25 to 29, while 48 per cent believed 30 to 34 pupils was a satisfactory load. Of the 389 principals answering for the high school, 49 per cent thought the most effective high school teaching could be accomplished with

a load of 25 to 29, while 33 per cent said that 30 to 34 pupils was satisfactory.

Information was sought from 3,558 primary teachers concerning what they thought would be a desirable teaching load. Of this number, 1,366 said the load should be between 25 to 29; 1,093 of them expressed the conviction that 29 to 31 pupils was a reasonable load. A total of 69 per cent thought that the teaching load should not exceed 31 children to a class. Similar information was sought from 3,552 grammar grade teachers concerning the load on this level. Again 69 per cent believed that a teacher should not have more than 31 pupils in a class in the grammar grades.

North Carolina has a policy (1947-48) of allotting teachers primarily on the basis of approximately one teacher to thirty-five pupils in average daily attendance in the larger schools. This cannot help but result in a wide spread of pupil-teacher ratio in the state. For example in a recent survey of 3,684 primary teachers, 44 reported having fewer than 20 pupils enrolled per teacher; 1,182 reported from 20 to 31 pupils; 816 reported having 40 to 49 pupils; and 219 reported between 50 and 60 pupils. Of 3,979 grammar grade teachers, 64 reported that they had fewer than 20 pupils each; 967 reported from 29 to 31 pupils; 1,016 reported from 40 to 49 pupils; and 195 reported between 50 and 60 pupils.

These reports indicate that there is too great variation in the teaching load on all grade levels. The committee recognizes that always there will have to be a few classrooms in which the enrollment will be too small to be economical or too large for best results. There seems little justification, however, for such a great number of classrooms being overcrowded.

In view of opinions expressed by citizens, teachers, and principals of the state and by authorities throughout the nation who have studied the problem, it seems desirable that the basis for allotting teachers should be reduced at once to 30 pupils in average daily attendance and to be still further reduced, as soon as possible, to 27 pupils in the larger schools.

TEACHER SALARIES

The teacher problem in North Carolina would be less acute today if the state had assured salaries for teachers comparable to those paid in other lines of work. The committee recommends that the state assure a minimum salary of \$2,400 per year for the beginning teacher who is a graduate of a standard accredited college and who has professional training for the work to be undertaken. The committee further recommends that \$100 be added to this salary for each year of experience up to twelve years, thus allow-

ing teachers holding the baccalaureate degree to earn a minimum of \$3,600 annually. Substantial increases in salaries for teachers is not only one of the most effective methods of halting the serious deterioration in the quality of teaching personnel, as shown in Table 31, but it is a necessary means of securing and maintaining the required numbers.

Substantial salary increases have been made by most states, first, because the worth of teachers has been increasingly recognized, second, because the rapid rise in living costs made salary adjustments imperative, and third, to meet the competition of business and industry. Table 35 shows what has been happening to the cost of living during recent years.

Table 35
Index of Consumers' Prices for Moderate-Income
Families in Large Cities*
(1935-1939=100)

Year and Month	All Items
1935	98.1
1936	99.1
1937	102.7
1938	100.8
1939	99.4
1940	100.2
1941	105.2
1942	116.5
1943	123.6
1944	125.5
1945	128.4
1946	139.3
1947	159.2
1948 (Approximate)	170.0

* Bureau of Labor Statistics, U. S. Department of Labor

An examination of Table 35 indicates that the cost of living index jumped from 100.2 in 1940 to 159.2 in 1947. In January 1948 it was 168.8. If salaries had been adequate in 1940, they would have had to be 68.6 per cent higher in January 1948 to buy a comparable amount of goods. Few school districts in America could show such an increase in salaries of teachers.

Figure 2 indicates all too clearly that teachers' salaries have not kept pace with those of workers in other occupations. The income of citizens in industry and in business have more or less kept pace with the cost of living but this has not been true of the salaries of teachers.

The committee regrets that salary data for 1947-48 are not available and could not be obtained except at prohibitive costs. Such data, however, would apparently not change the picture materially or alter the recommendations which are being made.

Per Cent
of
Increase

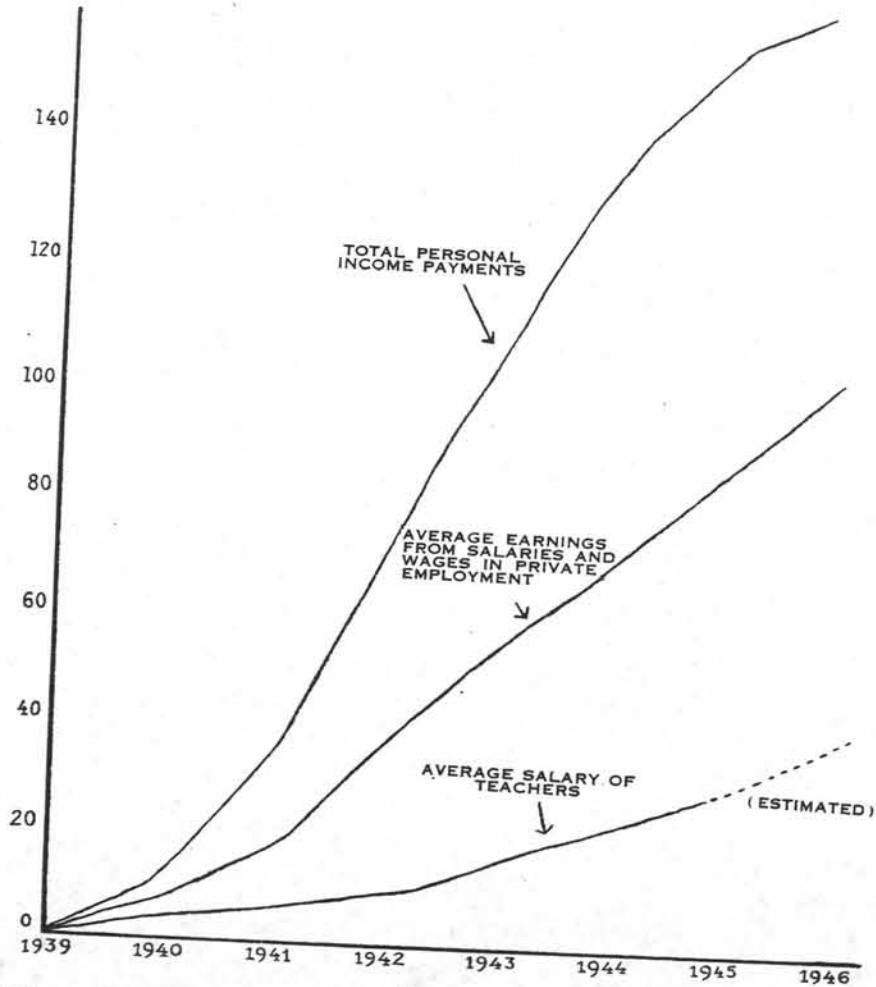


Figure 2. Teachers' Salary Increases Lag Behind Those of Other Workers. (Information from National Education Association's Publications.)

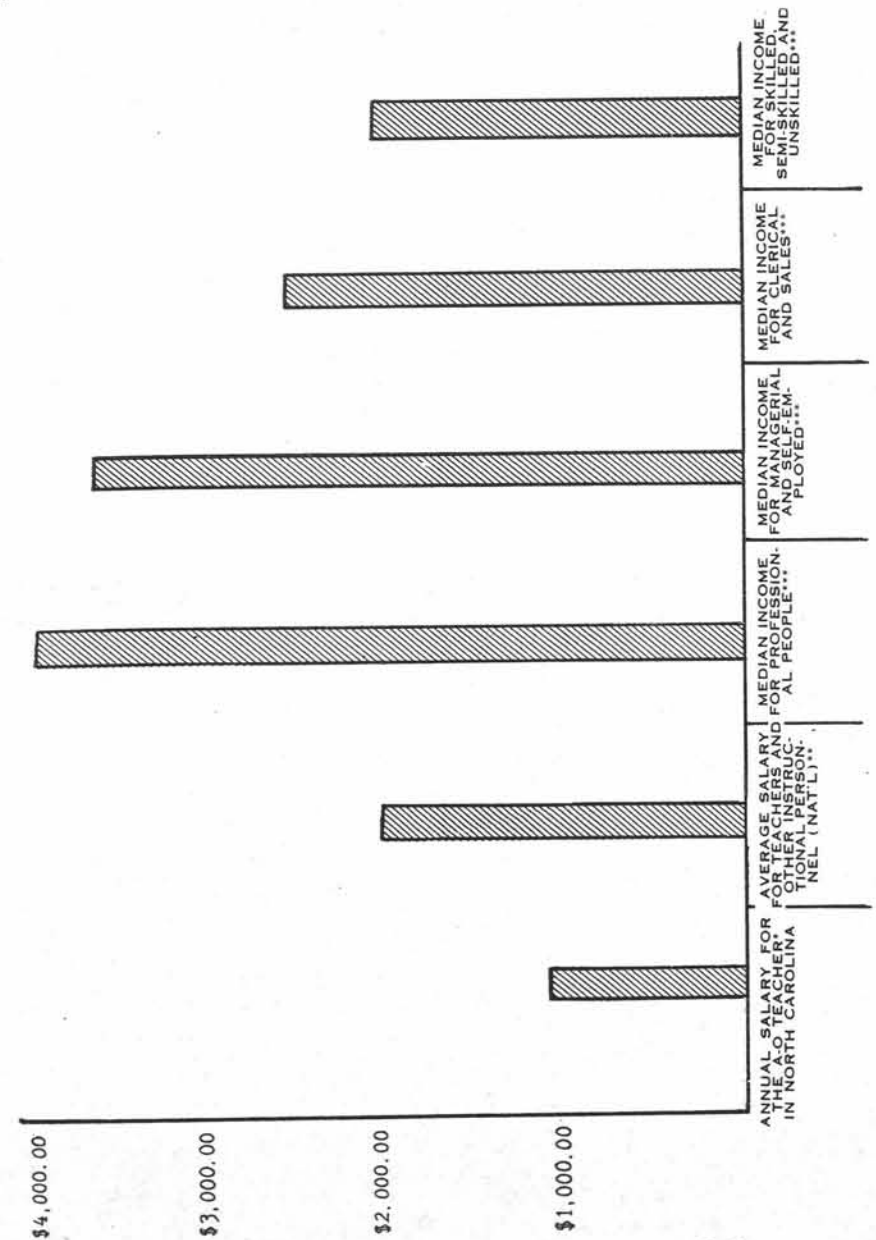


Figure 3. Some Occupational Salary Comparisons, 1946.

* According to North Carolina Teachers' Salary Schedule.
 ** Estimated by National Education Association.
 *** Average annual income per spending unit (families and single individuals) estimated by Federal Reserve Board.

Figure 3 shows the salaries of teachers in North Carolina and in the nation, as well as of workers in other occupations for 1946. A study of this graph reveals that the teachers of North Carolina fared poorly in comparison with other workers in the state and poorly also in comparison with the average salaries for teachers and other instructional personnel on a national basis.

Clearly, teachers by this standard are grossly underpaid even if some allowance is made for their greater security in employment and longer vacation without pay. Comparable professional people were, in 1946, receiving about four times as much as the teachers of North Carolina. Even clerical workers were receiving almost twice as much.

An increase in the salaries of teachers in North Carolina is necessary if the instructional personnel in this state are to receive compensation approximating that of persons in other professions who have the same amount of training.

A careful study of Table 36 discloses that North Carolina in the year 1945-46 was thirty-fifth among the forty-eight states and the District of Columbia in the average salary paid its teachers. Thirty-three states and the District of Columbia were paying higher salaries than North Carolina. Estimated salary for 1947-48 shows that North Carolina, despite its substantial salary increase, has now dropped to thirty-eighth in rank.

North Carolina's children are entitled to just as good teaching as are the children of any state in the nation but North Carolina's best teachers can hardly be expected to remain in service in the state unless the salaries they receive compare favorably with the higher salaries paid in certain other states. All are acquainted with the great mobility of skilled labor. It must not be assumed for a moment that teachers are not mobile too.

Another reason for increasing salaries is the imperative necessity of bringing back into the profession some of the qualified and experienced teachers who have left. At best it will be several years before young people can be recruited and trained.

At present salaries the only way to get young people to go into teaching is to draft them. A committee of the Metropolitan School Study Councils sent a questionnaire to more than 2,700 high school seniors. Only 6 per cent of these were planning to become teachers.

A similar inquiry was addressed by the committee to sophomore students in the colleges of North Carolina. Of the 1,958 white students replying only 197 or 10 per cent indicated that they are planning to enter teaching. There are about 9,000 white sophomores, thus it appears that a total of about 900 of these will prepare for teaching. But the annual recruitment needed from this

Table 36
Average Salaries by States of All Instructional Personnel

Rank	State	Salary* 1945-46	Estimated Salary† 1947-48	Rank	State	Salary 1945-46	Estimated Salary 1947-48
1.	New York.....	\$ 2946.00	\$ 3500.00	26.	Vermont.....	\$ 1692.00	\$ 2050.00b
2.	California.....	2875.00a	3600.00	27.	Montana.....	1680.00a	2637.00b
3.	Dist. of Columbia..	2637.00	-----	28.	West Virginia.....	1676.00	2262.00b
4.	New Jersey.....	2561.00	2900.00	29.	Idaho.....	1672.00	2215.00
5.	Washington.....	2555.00	3250.00	30.	Kansas.....	1666.00	2238.00
6.	Connecticut.....	2393.00	3067.00b	31.	Wyoming.....	1654.00	2300.00
7.	Massachusetts.....	2370.00	2800.00b	32.	Virginia.....	1640.00a	2050.00
8.	Michigan.....	2337.00	3050.00	33.	Texas.....	1626.00	2700.00
9.	Illinois.....	2280.00	2600.00	34.	Missouri.....	1620.00	2026.00b
10.	Maryland.....	2262.00	3300.00	35.	NORTH CARO..	1602.00	2015.00
11.	Delaware.....	2202.00	2605.00	36.	Iowa.....	1580.00a	2200.00
12.	Arizona.....	2167.00	3270.00b	37.	Louisiana.....	1537.00	2600.00
13.	Ohio.....	2165.00	2763.00b	38.	New Hampshire..	1530.00	2250.00
14.	Oregon.....	2164.00	2909.00b	39.	South Dakota....	1530.00	1800.00
15.	Indiana.....	2143.00	3100.00	40.	Nebraska.....	1514.00	1800.00
16.	Pennsylvania.....	2124.00	2527.00	41.	Maine.....	1495.00a	2000.00
17.	Rhode Island.....	2098.00	2700.00	42.	North Dakota....	1469.00	1600.00
18.	Utah.....	2016.00	2900.00	43.	Kentucky.....	1295.00	1600.00
19.	Nevada.....	1992.00	3100.00	44.	Tennessee.....	1287.00	1785.00
20.	New Mexico.....	1970.00	2800.00	45.	Alabama.....	1276.00	1900.00b
21.	Wisconsin.....	1970.00a	2225.00	46.	South Carolina...	1152.00	1550.00
22.	Minnesota.....	1878.00	2200.00	47.	Georgia.....	1081.00	1800.00
23.	Colorado.....	1815.00a	2100.00	48.	Arkansas.....	1068.00	1450.00b
24.	Oklahoma.....	1796.00	1950.00	49.	Mississippi.....	856.00	1350.00
25.	Florida.....	1719.00	-----				

* Source of Salary 1945-46: Preliminary Figures from the United States Office of Education.
 a Estimated by National Education Association, Research Division.
 † Source of Estimated Salary 1947-48: National Education Association, Research Division.
 b Estimated by Secretary of State Education Association, April, 1948.

group for several years is about 3,500. In answering this inquiry the sophomore students stated repeatedly that the major reason they were not preparing to teach was the low salaries paid. This was mentioned 927 times with other deterrents mentioned as follows: living conditions 48, teaching load 74, adult attitudes 41, social restrictions 50, equipment and facilities 191, pension 106, and working conditions 48.

HIGHER SALARIES OR LOWER STANDARDS

Thousands of citizens were asked whether they preferred to overcome the acute shortage of teachers by raising salaries or by lowering standards. A tabulation of replies shows that most favor higher salaries; only about three per cent suggested lowering standards. Some may say that the present crisis is only temporary.

that the cost of living will soon collapse, and that a depression period will cause former teachers to return to teaching. Economists certainly have not been able to tell when the cost of living will decrease or when the depression period will arrive, if ever. While some prophets have been forecasting a readjustment in the cost of living and a depression, the cost of living in America has been soaring. Another five years of an economy comparable to the one through which we have just gone and our schools will be in a sad plight. The problem must be faced now, for teachers are fast leaving the profession and the bulk of those remaining are nearing retirement. There is a bare trickle of replacements coming from the white colleges.

There have been increases in salaries for teachers in recent years but these have not been large enough to affect significantly the relation between salaries and cost of living increases. The salary adjustments that have been made were overdue and were far too small to have any great competitive significance. For other occupational groups were receiving salary adjustments upward at the same time adjustments were made for teachers.

The question will be raised as to why the starting salary of a standard teacher (college graduate) is proposed at \$2,400. This salary was chosen after many investigations had been made. These are summarized in the following paragraphs.

First, the National Education Association through its research organizations proposed in 1946 that a qualified teacher anywhere in America should have a minimum of \$2,400 as a beginning salary. This great professional organization of teachers has spent hundreds of thousands of dollars in careful research in order to determine what is best for America's schools and America's children. The committee could find no good reason for failure to accept the recommendations of the National Education Association. All studies of the committee support the findings of the National Education Association.

Studies of the needs of white schools for the next several years have shown that about 3,500 white persons must be recruited into teaching annually. What salary must be offered to induce as much as 40 per cent of the present college students to elect teaching? Data obtained from college sophomores in the state and presented in Table 37 permit the calculation of such a salary. Actually college graduates will ask more than sophomores do, for they will have other jobs offered to them and many will accept these offers. Also many of the sophomores will fail to graduate. Hence the number that must be recruited into training is, probably nearer 50 per cent of the total. The table therefore indicates that the minimum salary necessary to attract half of this group would be

at least \$2,100 for nine months or \$2,333 for the ten months of service proposed for teachers.

Table 37

Number of College Sophomores (White Students) Desiring the Salaries Shown Before They Will Prepare for Teaching in the Elementary and High Schools

Annual Salary Desired	Elementary School			High School		
	Men	Women	Total	Men	Women	Total
Below 1700.....	53	161	214	54	154	208
1700-1800.....	15	35	50	4	8	12
1800-1900.....	126	95	221	30	58	88
1900-2000.....	25	10	35	13	7	20
2000-2100.....	277	118	395	146	97	243
2100-2200.....	26	6	32	19	10	29
2200-2300.....	61	16	77	87	29	116
2300-2400.....	25	3	28	22	6	28
2400-2500.....	147	27	174	195	59	254
2500-2600.....	128	38	166	190	56	246
2600-2700.....	14	5	19	36	5	41
2700-2800.....	13	2	15	39	10	49
2800-2900.....	32	3	35	42	6	48
2900-3000.....	78	14	92	168	27	195
Over 3000.....	101	13	114	169	19	188

Another estimate of a fair salary can be obtained from the study of Figure 2. If the line representing salaries of persons in private employment be extended by rough estimate to 1948, it would show about 100 per cent increase in earnings between 1940 and 1948. If teachers had been given the same percentage of increase enjoyed by persons in private employment and if they were employed on a ten months basis, they would now be receiving \$2,160 annually. This would still be less than the salaries of other groups.

A further study of Figure 2 shows that if the curves are projected to 1948 the earnings of those in private employment are about 40 per cent more than those of teachers. If the present beginning salary of \$1,620 received by teachers in North Carolina were increased by 40 per cent, the teachers of the state would be entitled to \$2,268 on a nine months basis or \$2,520 for ten months.

The poll of citizens' opinion showed clearly that North Carolina would not be satisfied with a system of education the equivalent of the best in the South or the average for the nation. The great majority of these citizens would like to have schools that

equal the best in the nation. They want their children to have the opportunities that can come only to those who attend schools where the best teaching is done. Good teaching depends to a considerable degree on salaries paid to teachers because the best salaries tend to attract the best teachers. Every study of state systems of education indicates that those states that rank highest on educational indices pay their teachers the best salaries. Table 36 shows that the average salary of all instructional personnel in New York (the state with the highest salary) for 1947-48 was \$3,500 while in North Carolina it was \$2,015, a difference of \$1,485. If North Carolina should make up this difference by adding \$1,485 to the present starting salary of \$1,620, the starting salary would become \$3,105 for nine months or \$3,450 for ten months.

What did the citizens of North Carolina consider an adequate and a fair salary when asked this question directly? The average suggested as a beginning salary by thousands of persons polled is \$2,182 for nine months, which when converted to a ten months basis is \$2,424.

The committee felt that teachers themselves should be given an opportunity to express themselves on the salary problem. Of 10,969 teachers polled, 10,271 reported that their present salaries were inadequate. The increase they thought desirable averaged 40 per cent which, if added to the \$1,620 annual salary now being received by beginning teachers, would provide \$2,268 for nine months of \$2,520 on a ten months basis.

A survey of the opinions of school principals in the state indicated a preference for a beginning salary of \$2,250 for nine months or \$2,500 for ten months.

One of the fairest and most equitable methods of determining the *beginning salary* for teachers is the generally accepted procedure summarized below and explained in the paragraphs which follow:

(a) Subsistence wage (cost of room and board of teacher living away from home—\$80 per month x 2) for 12 months.....	\$1,920
(b) Return on investment in education @ 5% (\$750 per year x 4 years).....	150
(c) Return of investment in education (2 ½% of \$3,000)	75
(d) Payment of retirement fund (5% of total of items a, b, c).....	107
(e) Savings (10% of subsistence wage).....	192
Total.....	\$2,444

Reliable studies¹ have shown that the total amount needed for subsistence is approximately twice the cost of room and board for a teacher living away from home (and the great majority of teachers fall in this category). Careful sampling indicates that the average cost of room and board is \$80 per month. This figure multiplied by 12 months and doubled yields a subsistence wage of \$1,920.

A good average for the cost of a year of college education, with the costs ranging from approximately \$500 to \$1,000 for all expenses is \$750. In some institutions the cost runs as high as \$1,200 or \$1,500. Multiplying \$750 by 4 gives \$3,000. A yield of 5 per cent on this investment means an allowance of \$150.

Beginning work at twenty to twenty-two years of age and working until 60 or 62, the average teacher would spend approximately 40 years in the teaching profession. Amortizing the teacher's investment of \$3,000 at 2 ½ per cent each year (2 ½% x 40 = 100%) gives a return of the investment of \$75 per year. All of the teacher's investment will have been returned to him after 40 years of teaching.

Since the teacher is required to pay 5 per cent of his salary into the retirement fund, it is only fair that his salary should include an allowance of this amount for retirement. Thus 5 per cent of the total of items a, b, c gives an allowance of \$107 for retirement.

Of course, the teacher's salary should include a small amount for savings. It is widely accepted that this item should represent 10 per cent of the subsistence wage which in this case is \$192.

This procedure gives an initial salary of \$2,444 for a teacher who is a college graduate with an "A" certificate.

If the salaries indicated by these nine approaches are summarized and arranged in order of size it becomes obvious that the beginning salary of \$2,400 proposed by the committee is both fair and necessary.

1. A study of salaries of those privately employed.....	\$2,160
2. What sophomores demanded.....	2,333
3. Study made by National Education Association.....	2,400
4. Average of what citizens think the salary should be..	2,424
5. Salary yielded by recognized living cost formula.....	2,444

¹ Cooke, Dennis H., *Administering the Teaching Personnel*, Chapter IX, Benj. H. Sanborn & Company, Chicago, 1939.

¹ Cooke, Dennis H., *Problems of the Teaching Profession*, Chapter XVII, Longman's, Green & Co., N. Y., 1933.

¹ Elsbree, Willard S., *Teachers' Salaries*, Bureau of Publications, Teacher's College, Columbia Univ., N. Y., 1931.

¹ Harry, David P., *Cost of Living of Teachers in N. Y. State*. Contributions to Ed., No. 320, Teachers College, Columbia Univ., N. Y., 1928.

- | | |
|---|---------|
| 6. What principals think the salary should be..... | \$2,500 |
| 7. What teachers think the salary should be..... | 2,520 |
| 8. Another study of salaries of those privately employed..... | 2,520 |
| 9. Salary equal to that paid by the state which pays the most | 3,450 |

The foregoing salary estimates deal only with the questions of recruiting teacher trainees and providing a base for estimating salaries that are fair for present teachers and that will help to stop the exodus from teaching in North Carolina. In addition, there is an urgent, immediate need to provide salaries which will attract qualified teachers not now teaching back into the classroom.

Perhaps a final word should be said in justification of the twelve annual increments of \$100 each. Additional salary for experience has long been recognized as desirable educational practice. Whether the increments should be for ten, twelve, fifteen, or for some other number of years is a question that has yet to be settled on a scientific basis. There is a general belief supported by considerable public opinion that there is justification for such increments over a period of at least twelve years. Teachers learn and grow with experience. Certainly we can expect teachers to improve and be worth more each year for a minimum of twelve years. Furthermore, additional salary for service rendered makes for larger satisfaction and higher morale. Finally, all teachers are assuming added responsibilities with increasing age. They need the additional income to enable them to carry their part of the load normally assumed by a self-reliant citizen.

The committee is convinced that all teachers who do well in the profession will profit from some graduate education. Good teachers want to continue to learn and to grow. Graduate schools provide a stimulating environment for intelligent inquisitive teachers. To encourage such teachers to continue their education and become of larger worth to the profession, the committee recommends that each teacher earning a master's degree with professional education for the work to be undertaken be paid an additional \$300 annually. This added increment is deemed to be the minimum required to motivate graduate study and compensate the teacher for the loss in salary and the investment in graduate education. Local administrative units may increase this minimum.

PRINCIPALS' SALARIES

It is recommended that the salary for a principal be on the same scale and increment plan as for a teacher holding the master's

degree plus \$300 annually for the first five teachers under his supervision with a decreasing allowance for every additional five teachers up to a maximum of \$5,000. If this recommendation becomes effective, the principal with no previous experience as a principal and in charge of the smallest school now authorized to have a classified principal will receive a salary of \$2,700 plus \$300 for three years of teaching experience required for a principal's certificate plus \$300 for the first block of five teachers, making a starting salary of \$3,300. The nine remaining increments which he will receive on his "A" certificate will bring his salary to a maximum of \$4,200 if he continues to be a principal in the smallest authorized school. If he is or becomes principal of a larger school he will receive a steadily declining allotment for each additional block of five teachers so scaled as to yield an ultimate maximum of \$5,000 for a school of 50 or more teachers. Local administrative units may supplement this salary.

The committee believes that such salaries will be sufficient to induce competent persons to accept the responsibility of the principalship and that the compensation will be adequate to attract persons who have genuine capacity for professional leadership.

Attention should be called to the fact that added allowance is by blocks of teachers instead of by single teachers so as to reduce by 80 per cent certain abuses inescapable in any such allowance plan.

SUPERINTENDENTS' QUALIFICATIONS AND SALARIES

The committee recommends that a superintendent of schools hold a master's degree from an accredited institution, have specific training for the work to be undertaken, and that he shall have three years of experience as a teacher and two years as a supervisor or principal before being issued a superintendent's credential. Good educational practice demands these qualifications for the person charged with the responsibility of administering a system of schools.

The committee further recommends that the minimum salary paid a superintendent be \$4,200 and the maximum \$6,600, intermediate salaries to be dependent upon years of experience and the number of teachers under his supervision. Under the scale proposed the superintendent would receive the minimum salary paid an "A" teacher with a master's degree, \$2,700, plus \$500 for five years of service as a teacher and a principal, plus an allowance of \$1,000 for the first block of ten teachers, making a total of \$4,200. Seven additional increments of \$100 each on his teacher's certificate will yield \$4,900 if the number of teachers under his supervision continues to remain below 20. Decreasing allowances

for each additional block of ten teachers will make possible an ultimate salary of \$6,600 unless it is increased by local supplement.

SALARIES AND COST OF LIVING INDEX

The committee strongly recommends that salaries of instructional personnel, when and if adjusted as recommended in preceding paragraphs, be tied to the cost of living index of the United States Bureau of Labor Statistics and thereafter that they rise and fall with such index. The committee further recommends that the administration of this program be under the direction of the State Board of Education. It is only fair that teachers and other instructional personnel bear their just share of loss of income when depressions come and the state's income from taxes shrinks. There should be an automatic method of providing for reduction in salaries to avoid running the state into debt. If this were done legislators would not have to bear the blame periodically for voting necessary reductions. Democratic government is constantly endangered by the fact that it is easier and more satisfying to vote increases than it is to vote reductions.

It is unfortunate that in the past it has seemed necessary for members of the teaching profession to descend on the Capitol every two years and urge needed salary adjustments. This has not been conducive to good public relations or good work in the schools. The proper and the wise thing to do is to establish fair salaries, tie these to the cost of living index, and let instructional personnel use the energy now devoted to securing adequate salaries for professional improvement.

SECRETARIAL ASSISTANCE AND TRAVEL

Supervisors, principals, and superintendents of schools, if they are to do their work effectively, should have competent secretarial help so they will not be required to spend time which should be given to professional duties doing clerical work. The committee recommends that adequate secretarial assistance be authorized for persons in these positions.

Supervisors, principals, superintendents of schools, and some teachers because of the nature of their work are required to do considerable travel in the performance of their duties. The committee recommends that provision be made in the budget for such necessary travel.

PERIOD OF EMPLOYMENT FOR INSTRUCTIONAL PERSONNEL

The committee believes that the schools of North Carolina would profit from employing teachers and principals for ten months each

year. It recommends, therefore, that they be so employed and that they be paid in equal installments on or before the tenth day of each calendar month for which they are employed. Principals are now being employed for ten months each year and the nature of the work for the month that school is not in session has been determined. This plan is proving to be very satisfactory.

Strong support for such a plan was given by the citizens of the state when they were asked to respond to the question, "Should teachers be employed and paid for nine and one-half or ten months of service annually so they can have time to work together when school is not in session in planning the year's program?" A total of 4,237 citizens replied "yes" to this question while only 781 responded "no."

There is real need for an opportunity for teachers to work together for a time before the opening and after the closing of school. Many of the better school systems have long practiced such a program. Some of the activities that can profitably engage the attention of teachers at such work periods are: (a) planning the year's work; (b) holding preliminary conferences with pupils and parents in an effort to find the best program for the pupil; (c) obtaining and arranging teaching materials and supplies; (d) registering pupils; (e) engaging in an in-service program from which will come stimulation and enthusiasm for the work to be undertaken; (f) visiting the homes of pupils in their classes; (g) taking the school census; (h) completing the necessary records and reports; and (i) doing remedial work with pupils who need it. Pupil failures could undoubtedly be reduced if teachers were free to plan for more effective work at the beginning of the year and to work with pupils individually at the end of the year.

There is also need in every school system for part of the instructional personnel to serve on a year round basis with provision for two weeks vacation and for limited professional leave. A good educational program cannot stop when the school term ends. There is need for some principals, vocational teachers, music and recreation directors, librarians, and some teachers to continue to serve during the summer months. It is therefore recommended that provision be made for approximately one-third of the instructional personnel eventually to serve for twelve months with the regular monthly payments to be continued on the same basis as for the regular ten months. Each local school system which wishes to embark on such a program should be required to prepare a plan and justify the services of the personnel proposed to be employed.

ATTENDANCE AT PROFESSIONAL MEETINGS

Teachers should be encouraged to attend professional meetings. It is recommended, therefore, that schools be closed during district meetings of the North Carolina Education Association and North Carolina Teachers Association in order that all teachers may have an opportunity to attend. These meetings provide helpful programs of in-service education and the sessions seldom require more than one day—never more than two. If teachers are employed for ten months, the time spent at these meetings can and should be credited in the ten months and still not interfere with a school term of 180 days.

SICK LEAVE

To protect the health of both the teacher and the pupil, school systems have found it advisable to provide cumulative sick leave with pay for teachers. In response to a questionnaire to citizens and principals there was strong sentiment in favor of sick leave with pay for teachers and for cumulative leave. When the opinions of teachers, principals, and citizens are combined there seems to be sentiment for sick leave with pay for a period of ten days, cumulative to thirty days. The committee believes this to be satisfactory and recommends it.

ABSENCE FROM CLASSES FOR CAUSES OTHER THAN ILLNESS

The State Board of Education, by the authority granted to it in Chapter 115, paragraph 370, of the Public School Laws of North Carolina, has adopted the following regulations concerning absence of teachers and pay of substitutes: (a) a teacher may be absent for an initial period of 20 days, pay a substitute \$5.00 per day, and keep the balance of her salary; and, (b) this period of 20 days may be extended for an indefinite number of times by the local school board. These regulations have proven satisfactory for all absences other than sickness and it is recommended that they be continued with such modifications as are necessary to prevent abuses.

TEACHER RETIREMENT

The General Assembly of 1941, recognizing the need for a plan to provide some security for teachers who had served the schools of the state but who because of age or ill health were no longer able to teach, passed the retirement act which became operative July 1, 1941. This law has been under almost constant study by the members of the retirement system and by the board of trustees and changes and improvements have been made from time to time.

North Carolina's retirement system is in sound financial condition since all provisions have been carefully planned and subjected to the most minute scrutiny by the actuary. The teachers now in service seem well pleased with their retirement program. Inquiry was made, however, concerning the safety of retirement funds, for obviously these are entitled to maximum protection. As matters now stand, there is nothing to prevent the General Assembly from spending any or all the money now accumulated in the retirement fund. No one expects it to do this, but the committee cannot foresee the political or economic pressures that may develop. Of course, teachers have a contract but they cannot take this to court without the permission of the very legislative body which could vote away their money under some unforeseen stresses. The retirement fund is entitled to the extra protection of an amendment to the constitution.

With the consent of the people the General Assembly could eliminate the protective amendment but this would require several years—time enough for public opinion to be mobilized against injustice or time enough possibly for the pressures to subside or the emergency to pass.

MERIT MEASUREMENT

The problem of discovering good teaching and of rewarding it on a proper basis has proved vexing for a long period of time. All parents know that some teachers are better than others. Administrative and supervisory officers in our schools know that some teachers are superior, others good, and some less effective. Perhaps even more important, it is not possible to plan intelligently a teacher education curriculum or an in-service improvement program until good teachers can be distinguished from poor teachers and until those qualities which make a good teacher can be identified and measured.

The commission was requested by the General Assembly to study this problem and discover, if possible, scientific bases for more fairly evaluating and paying teachers. A preliminary pilot study has yielded promising results. Further experimentation has been authorized and is being planned in the hope of finding a satisfactory solution to this difficult problem.

SUMMARY OF RECOMMENDATIONS

1. *Every step possible should be taken to raise the quality of instruction throughout the state so that North Carolina's children will have educational opportunities comparable to those of the leading states.*

2. As soon as possible the State Board of Education should fix a date after which no permit to teach will be issued to any applicant who does not possess a baccalaureate degree from a properly accredited institution of higher education with adequate professional education for the work to be undertaken.

3. The State Board of Education should continue to take steps to encourage holders of certificates below the "A" level to qualify for the "A" certificate as rapidly as possible.

4. The General Assembly should provide funds for the establishment of a system of substantial scholarships for competent high school graduates as a means of encouraging them to prepare for and enter the teaching profession, such system to be administered by the State Board of Education.

5. No teacher without a baccalaureate degree and professional preparation should be elected to or retained in a teaching position if properly qualified teachers are available for service in the state.

6. Teachers should be allotted for larger schools on the basis of 30 pupils in average daily attendance. This number should be reduced as soon as possible to 27.

7. A minimum salary of \$2,400 should be assured for all beginning teachers who are graduates of accredited colleges with professional education for the work to be undertaken. To this minimum should be added \$100 for each year of experience up to twelve years. Any local administrative unit should be permitted to supplement these proposed salaries.

8. In order to encourage good teachers to continue their education and to recognize their larger worth to their communities and their profession, each teacher earning a master's degree should be paid \$300 additional annually. Local administrative units should be permitted to supplement this salary.

9. To qualify to serve as a principal of a school a candidate should be required to hold a master's degree from an accredited college with specific training for work as a principal and to have had three years of experience as a teacher.

10. A principal should be assured a minimum salary on the same scale and increment plan as a teacher holding the master's degree plus \$300 annually for the first five teachers under his supervision with a decreasing allowance for every five additional teachers up to \$5,000. This schedule will make possible a starting salary of \$3,300 for a principal in the smallest authorized school and at least \$4,200 if he continues in this size school, and \$5,000

if he moves into the largest class of schools. This minimum salary may be supplemented by local administrative units.

11. To qualify to serve as a superintendent of schools a candidate should be required to hold a master's degree from an accredited college with specific training for work as a superintendent and to have had three years of experience as a teacher and two years of work as a supervisor or principal.

12. The minimum salary for a superintendent of schools should range from \$4,200 to \$6,600, intermediate salaries to be determined by his years of experience and the number of teachers under his supervision. Any administrative unit should be permitted to increase this salary by local supplement.

13. When and only when the minimum salaries herein recommended are established, these salaries should be tied to the cost of living index and thereafter rise and fall with such index.

14. Teachers should be employed for ten months to enable them to give more adequate educational service to the children under their supervision. They should be paid in equal installments on or before the tenth day of each calendar month for which they are employed. Any members of the instructional personnel employed for a longer time should be paid at the same proportionate rate.

15. Schools should be closed during district meetings of the North Carolina Education Association and the North Carolina Teachers Association in order that all teachers may have an opportunity to attend.

16. The present regulations of the State Board of Education regarding absence of instructional personnel from classes for causes other than illness should be retained.

17. To protect the health of both teachers and pupils, sick leave with pay should be authorized for a period of ten days annually. It is further recommended that such leave be cumulative to 30 days.

18. The money accumulated in the Teachers' Retirement Fund should be given the extra protection afforded by an amendment to the State Constitution.

19. Legitimate expenses including travel incurred in the performance of the duties of teachers, principals, supervisors, and superintendents, should be provided in the budget of the school system.

20. *Any school system should be authorized to employ one-third of its special service teachers and vocational teachers on a basis of 12 months with additional salary to be paid on the same proportionate monthly basis for the two additional months.*

21. *Persons employed for twelve months should be granted two weeks of vacation with pay each year. Provision should also be made for limited leave for professional improvement.*

22. *The merit study with its very important possible by-products should be continued.*

CHAPTER XI

TEACHER EDUCATION

THIS chapter deals with the education of teachers in North Carolina. The committee has not attempted to assess all of the good things being done in the state. It has instead tried to evaluate the needs as they exist today and has made an earnest effort to point the way to a program which, if put into effect, should help materially to assure an adequate supply of competent instructional personnel for North Carolina's schools.

NORTH CAROLINA'S STAKE IN TEACHER EDUCATION

There is no problem more fundamental to the welfare of all of the people than that of providing good schools for all of the children. No opportunity richer in potential returns to the state is presented to the citizens of North Carolina at this time than that of providing good teachers, supervisors, principals, and superintendents for all of the schools of the state. Good teachers, supervisors, and administrators are needed today to a degree that is truly crucial.

If all of the teachers in all of the schools in the state were as good as the best teachers now employed in some of the schools, North Carolina's prominence in education, and hence in government, economics, and culture, would be assured. If all beginning teachers were of the caliber of the best young people who are being professionally trained each year in some of the college programs, the future would be bright. If the schools during the next decade could be staffed by the capable and well qualified teachers the state's educational leaders are now envisioning, North Carolina's citizens could be assured that a great majority of their social and economic aspirations would be realized.

It is evident, however, even to a casual observer, that many of the schools are not staffed with teachers of this type and that the institutions responsible for the education of teachers are not providing now and cannot provide in the immediate future, under the present organization, the instructional personnel necessary for the kinds of educational programs to which North Carolina's children are entitled.

It is appropriate, therefore, that the problem of teacher education be appraised and that suggestions be made for its improvement to the end that adequate instructional personnel shall be available.

The Present Situation

Every school district in North Carolina knows from first hand experience that there is a serious shortage of teachers for the schools, but too few citizens realize the true extent and dangerous nature of that shortage. It is common knowledge in North Carolina that more than 2,000 teachers are teaching in the elementary schools on emergency credentials. It is not common knowledge, however, that too many persons are serving as teachers in the secondary schools and in administrative positions who do not possess the qualifications for their work desirable in a good school program. Nor is it common knowledge that the institutions responsible for the education of white teachers will this year (1947-48) graduate only 199 persons who will be qualified to teach in the elementary schools, while the state demands a minimum of 1,500 white elementary teachers annually for replacement alone. What does this mean? This means that North Carolina is faced with the necessity of procuring from some source more than 3,500 qualified white elementary teachers, while only 199 persons will be available from her own institutions this year.

There is one bright spot in the teacher supply picture in North Carolina. The supply of teachers for Negro schools is more than adequate on both elementary and secondary levels, and the expressed vocational intentions of enrollees in both the publicly supported and private Negro institutions indicate that more than enough graduates will be turned out to fill all of the vacancies in North Carolina as they occur.

In spite of the fact that the teacher education institutions have not been able to supply qualified teachers for North Carolina's schools there have been few, if any, classrooms closed because of the teacher shortage. Emergency teachers who were available for teaching positions have been secured. Unless a serious depression comes soon or *unless the State of North Carolina can work out its program to make teaching more attractive than it has been in the past, there is every indication that the state will have to get along for a considerable number of years with teachers who are not well prepared for the tasks to be undertaken.*

It should be said, in passing, that the emergency teachers have in most instances given the best service they could. They are in the main an earnest sincere group of people who would like to be good teachers. They deserve to be commended for undertaking a difficult task and for trying hard to do a good job. But however sincere the effort, *the result has been an inadequate program of education for many of the children of North Carolina.*

The citizens of North Carolina and their educational leaders

seem to be convinced that the school program of yesterday is not good enough for today and that the school program of today is not good enough for tomorrow. They are proposing many new tasks which the schools could and should perform. They are calling for older tasks to be performed with more nearly universal efficiency. The good teachers with experience will find these new obligations challenging to their abilities, demanding new proficiencies and keener insights. Beginners will have to have even better preparation than has been afforded in the past if they are to meet the new obligations imposed upon the schools.

Indications are clear that the preparation of prospective teachers and administrators and the continued education of teachers and administrators on the job will have to be different in character from and higher in quality than has existed in the past. It is encouraging to witness the zeal with which this challenge is being met by educational leadership in the state. Such zeal augurs well for the future.

The Five-Fold Task of Teacher Education

Teacher education is concerned (a) with getting the right kinds of people to be teachers; (b) with preparing them to begin teaching as adept, skillful workers—expert in improving the ways people behave; (c) with making those beginning teachers into real professional-level workers; (d) with assuring continued excellence in doing the ever changing job of meeting the educational needs of children and adults; and (e) with making those who teach into real leaders who will be able to improve their communities.

Each citizen of the state, therefore, has a great stake in the effectiveness of teacher education. The child is dependent upon good teachers if he is to utilize his own abilities in finding his place in society. The parent is staking his ambitions and his hopes on that same competence of teachers. The taxpayer is staking his money spent for education; the capitalist, his investments in the future of the state. Those who would see us govern ourselves better, see us be more healthy, see us advance our economic welfare, see us make democracy work better—all of these stake their hopes on teachers who can really teach. The fortunate thing is that *North Carolina can provide the kind of teacher education it needs at a cost it can afford.*

The Improvement Task

Information collected by the committee gives overwhelming evidence of two facts: (a) there is urgent need for the improvement of teacher education in the state, and (b) the citizens are insisting that such improvement take place.

At the suggestion of the committee, colleges carefully studied their own teacher education programs. They found some strong points and some satisfactory features but stated clearly that they needed to be doing much better jobs.

Recent graduates looked back at their preparation for teaching and pointed out glaring weaknesses. School pupils appraised their teachers and found serious lacks. Parents did the same. School superintendents, while saying they were getting better beginners than they did years ago, were emphatic in their declarations that preparation of teachers is still inadequate.

Visiting consultants looked at college preparation programs, analyzed supervisory activities, and observed classroom work. While they found much to praise, they united in pointing out serious shortcomings in the teaching being done.

The number of specific needs for improvement which were uncovered totaled in the hundreds. The major causes of inadequacy were few in number but they were causes which can be removed only through powerful concentrated effort. *This means centering the attack on a very few areas—strategic in nature—so that immediate progress can be assured.*

In order to meet the demands of the people for better teacher education, therefore, strong attacks should be launched to do these eight things: (a) professionalize teacher education; (b) select and secure good candidates; (c) equip colleges to do professional preparation of beginners; (d) provide continuation education; (e) develop qualified leadership; (f) improve organization and administration; (g) make better use of certification and, (h) provide for state-wide planning.

The succeeding sections of this chapter outline attacks on each of these areas. Each section should be considered as opening up a path to the one goal the people are demanding of their public school system—better teaching.

PROFESSIONALIZING TEACHER EDUCATION

It should not be necessary to point out that the day has passed when "just anyone can teach." It is necessary to emphasize the fact that the day has also passed when "any college graduate can teach." A great deal is known today about how to teach. There is a well developed body of scientific knowledge about children and how they learn. Similarly, a great deal is known about communities and how they can be improved. It is difficult for any layman to grasp the extent of knowledge today about the sheer techniques of teaching. As much is known about the technique of

teaching reading, for example, as about the technique of removing the vermiform appendix.

All this is intended to convey what is meant by "professionalizing" teacher education. Medical education has been professionalized, pre-medical work prescribed, and then pre-clinical work, followed by clinical work, internship, and so on. The aim of such professional medical education is to take a good citizen with a sound general education and equip him to practice medicine.

That is the kind of process that should be followed in teacher education. There may not be as much information about teaching as about certain aspects of medicine but *a great deal more is known than the colleges and universities are teaching.* Too many of them are still laboring under the popular misconception that the education of a teacher is a simple inexpensive process—done for the most part as a minor feature of getting a college degree.

Changing teacher education into professional education cannot be done overnight but a strong beginning in that direction should be done immediately. These three practical steps are strongly urged: (a) establish and enforce more rigid criteria for accrediting colleges to be professional schools for the education of teachers, (b) concentrate the responsibility for operating teacher education within each college, and (c) set the approved colleges to work at evolving really professional curricula for the education of teachers.

Criteria for Approving Institutions for the Education of Teachers

The law has properly placed the responsibility for approving institutions in the hands of the State Board of Education acting through the State Department of Public Instruction. The department has wisely followed the procedure of having criteria for approval worked out coöperatively by the State Department of Public Instruction and the North Carolina College Conference. At the present time twenty white colleges, eleven Negro colleges, and one college for Indians are approved. Eight of these institutions are approved for graduate work to the master's degree level and two for doctoral level work.

Working coöperatively, the North Carolina College Conference has recently completed a new set of criteria which are much more rigorous professionally. These criteria have been adopted by the State Board of Education for application beginning in 1949-50.

Firm and determined adherence to these standards will make a long and desirable step toward the professionalization of teacher education in North Carolina. The committee strongly endorses them and urges their enforcement. In so doing, it realizes full well that *several institutions approved under the old standards*

cannot be accepted under the new ones unless they make considerable additions to their staff and facilities for educating teachers and unless they considerably improve the quality of their work. It also realizes that the enforcing agency—the State Department of Public Instruction—may be subjected to pressures from ill advised sources to relax the standards in favor of one institution or another; it urges resistance to such pressure.

The standards for approval have been arrived at democratically; they call for democratic evolution toward even higher standards as the years pass. Each college is given wide leeway to improve its program of teacher education in its own way but must improve year by year or be removed from the approved list. This is a sound principle and should be followed faithfully. The state is now just at the beginning in professionalizing teacher education and it can succeed in this vital task only if continuous and vigorous efforts are put forth.

Responsibility for Planning and Operating Teacher Education in Each College to be Concentrated

On every college campus there should be a clear cut concentration of power and responsibility for planning and operating the total teacher education program. One agency should have responsibility for coördinating the curricular offerings and developing the needed courses, facilities, and schedule change; guiding all students who are preparing to teach; and recommending students for certification. It should be active in placing its services at the disposal of faculty and students. It should depend upon cooperation and democratic processes in achieving its goals; its concern should be with getting the job done properly, not with doing the entire job itself.

One of the chief reasons North Carolina does not have the professionalized teacher education it should have is that the principle stated in the foregoing paragraph has not been followed in the largest and strongest colleges and universities. *Teacher education has been neglected and consequently is only a minor activity on those very campuses where it should be most potent.* The committee respectfully calls on the administration of these universities and colleges to take steps to remedy this situation at once; the state cannot afford anything less than the best from its best higher education institutions.

Evolution of Professional Curricula

The colleges and universities of the state should begin at once a coöperative effort to develop really professional education for teachers. To do this, practically every college in the state will

find it necessary to get much closer to the public schools than it is now. Teachers and administrators in the public schools will have to help the colleges identify the professional competencies teachers need. College faculty members will need to spend much time in public schools. Public schools will have to be used in providing adequate practice and internships for students in training. These things can be done satisfactorily only when increased funds are made available for professional teacher education.

The evolution of professional curricula by each college cannot be left to chance. State wide organization and promotion is needed. A State Council on Teacher Education, recommended later in this chapter, is perhaps the best machinery, provided it has executive services from an expanded Division of Professional Service in the State Department of Public Instruction.

This section is concluded by calling attention to the fact that professional teacher education can flourish as it should in the state only when the public and teachers themselves realize that teaching really is a profession. Low regard for a vocation has never yet produced high standards in the preparation provided for it. Teaching is not now a despised profession in the state, although some well meaning publicity by the teaching profession itself has so depicted it. Neither is it, however, a highly honored profession. But this it should be and must be.

TEACHER SELECTION AND RECRUITMENT

The objective of selection and recruitment is to provide the schools with an adequate supply of superior teachers. This implies an emphasis upon quality, both at the level of recruitment and at the level of guidance for those in training for teaching. *Selective recruitment should begin with the secondary school and continue throughout the period of training.*

The Need

The degree and nature of the need for recruitment is revealed in the supply and demand data which are presented here. According to these data the one pressing problem of recruitment which over-shadows all others in North Carolina right now is the need for white elementary teachers. Because of the lack of these teachers there is danger of the educational system crumbling at the foundations.

The white senior colleges of North Carolina will this year (1947-48) graduate 199 students who have prepared to be elementary teachers, and 1,046 students who have prepared to be secondary school teachers. This is a ratio of 5.26 secondary teach-

ers to one elementary teacher. In 1940-41 the teacher output from the white senior colleges was 647 elementary and 1,001 secondary, or a ratio of 1.54 secondary teachers to one elementary teacher. The comparison of these two years reveals a trend of serious consequence as far as the output of elementary teachers is concerned.

The Negro senior colleges in 1947-48 will graduate 468 elementary teachers and 572 secondary teachers, a ratio of 1.22 secondary teachers to one elementary teacher. In 1940-41 the teacher output from the Negro senior colleges was 420 elementary and 279 secondary, a ratio of .66 secondary teachers to one elementary teacher. Here again the trend is toward high school teacher education, but the situation is not yet so serious.

It is estimated that there is need for at least 1,500 new white elementary teachers annually to care for the normal turnover, based upon the present number of teachers. Additional teachers will be needed for the very great increase in school population and for some decrease in teacher load. These two factors make necessary an increase in the present number of teachers required for the elementary schools. There are at present at least 2,000 white elementary teachers whose qualifications are below the minimum acceptable standard. More than 3,500 new white elementary teachers would be required for 1948-49 to care for the teacher turnover, to replace the 2,000 teachers who hold less than the Class A certificate, and to meet the need of an increased school population. As has been pointed out, the colleges will graduate 199, but not all of those will teach.

About 500 new white high school teachers will be required annually to care for the normal turnover. There is a small number of high school teachers whose qualifications are below the minimum acceptable standard. The over-all output of high school teachers is about adequate now. There still remains, however, the problem of proper balance in the respective teaching areas such as English and social studies.

The present quantitative supply of Negro elementary teachers is quite adequate. The same is true of Negro secondary teachers except in certain specific areas.

The teacher supply problem, however, can never be solved by simply counting jobs open and getting enough people to take those jobs. Teaching of the kind the citizens of North Carolina demand can be done only by people of superior native ability and talents; too many teachers now have inferior ability and, in some cases, absolutely disqualifying emotional and personality difficulties. *Typically, colleges are not making any serious attempt to select those who shall be allowed to teach; they are with few exceptions accepting all who think they might want to teach.* The same can

be said about the procedures for granting teaching certificates.

One of the great needs of teacher education is to inaugurate a positive program of teacher selection. This can be done only if (a) colleges and public schools get together in studying the problems of selection; (b) colleges have expert advice and help on selection procedures—something the state does not now provide; (c) the organized teaching profession backs up the use of selective procedures; (d) the public understands and endorses the elimination of some people from preparation for teaching; and (e) there is an increased supply of really able people seeking preparation for teaching.

Responsibility for Selection and Recruitment

Selection and recruitment is everybody's responsibility but nobody is doing much about it. Here is a cataloging of individuals, groups, agencies, and organizations who have a responsibility. They should all be utilized in any comprehensive program of selection and recruitment.

Secondary School. Perhaps recruitment should begin with the elementary school. The influence of a good teacher at that level has been an important factor in the decision of many high school graduates to become teachers. Every secondary school, however, should have a general guidance program which would be basic to the selection and guidance of prospective teachers. The purpose of guidance and selection at this level is threefold: (a) to discover those pupils who hold promise of becoming good teachers; (b) to afford some opportunity for self revealing experiences similar to those which may be encountered in teaching; and (c) to interest the desirable prospect in the teaching profession. At this point perhaps the most important single factor is the teacher himself. Great teachers have always been imitated by their pupils.

Junior College. While junior colleges do not prepare teachers, many students in the senior colleges are transfer students from junior colleges. Junior colleges, therefore, have a responsibility for discovering potential teachers and for helping them articulate their training and experience with the teacher education program of the senior college.

Senior College: Pre-Service. At the senior college level, selection, guidance, and recruitment are continuing processes with increasing attention to specificity. The first years should be ones of sorting, that is, of selecting and guiding promising individuals, and of redirecting the unfit into other and more appropriate fields. Further selection and elimination of prospective teachers will take place at the close of the sophomore year. The first formal program of general selection will come then. After that time, there

will be continuous screening as weaknesses are revealed with supervising teaching being the final test.

Senior College: In-Service. Even though the program of selection and guidance on the pre-service level may be as effective as possible, some who graduate and are certified to teach will not possess the necessary qualifications for good teaching. In spite of the most ethical and scientific placement of teachers, some mistakes in placement will be made. It is necessary, therefore, that the senior college be concerned with its product, at the in-service level, to the end that it may help to make the product a better teacher and help to eliminate from the profession those who should not teach at all. This service would constitute a part of the supervisory program during the period of probationary certification.

The Organized Profession. The organized profession itself must begin to proclaim the virtues of teaching. There are attractions in teaching and there are satisfactions in rendering the kind of public service which can be found in no other calling or profession. These values need to be emphasized and publicized.

The Teacher. Teachers should realize that they themselves, as examples, exercise a tremendous influence upon the high school graduate in his choice of a profession. There is little hope unless somewhere in his school experience the student, before graduating from high school, had at least one inspiring teacher, a person whom he would like to emulate and whose cause he felt compelled to espouse.

The Public. The public must become conscious of the teacher situation. It must be intelligent about what is happening to the children in the public schools. *Without public recognition of the importance of education and the strategic position of the teacher in the educational process, teaching cannot have the prestige which will challenge capable and promising youth to enter it.*

State Department of Public Instruction. There is now no single agency or organization in the state that has the responsibility for teacher selection and recruitment. The logical agency is the State Department of Public Instruction. There must be added staff personnel to devote full-time to this work.

Factors Influencing Recruitment

During the spring of 1947 a significant state wide effort at teacher recruitment was encouraged by the State Department of Public Instruction. Each accredited white high school was asked to make a special effort to interest promising seniors in becoming teachers. Some of the positive influences most effective in gaining recruits, as reported by the principals, were personal concern and work of the principal; good teachers; pupil participation (by high school

seniors) in certain teaching activities; the increase in salary; pointing out advantages of teaching; guidance program in high school; development of interest in children; and presenting the opportunity for employment. The negative influences, as indicated by the reasons why high school seniors do not desire to become teachers, were low pay, lack of freedom, not interested in teaching, not year-round employment, too much expected of teachers, too little appreciation by the public, not suited to teaching, too long hours, too many extra duties, crowded classrooms, unable financially to make the preparation, and poor working conditions.

The influences catalogued here emphasize the importance of direct and positive effort at recruitment at the local level. Something could and should be done about the influences that discourage prospective promising teachers such as low pay, lack of freedom, three months of unemployment, heavy teaching load, crowded classrooms, and poor working conditions. Surely these conditions should be removed if they are handicaps to recruiting since they are also handicaps to good teaching.

What Can Be Done

Measures must be taken to increase the output of white elementary teachers lest there be a generation of school children who will be denied the privilege of having the quality of elementary teaching to which they are entitled. To aid in recruiting more elementary teachers, the committee proposes that the following three steps be taken as quickly as practicable: (a) assure salaries that are adequate in the economy of today; (b) improve working conditions including a reasonable load; (c) provide transportation allowances where necessary so that teachers can afford to commute from population centers to more isolated schools; and (d) change the college atmosphere from one of recruiting "majors" for subject matter departments to one of wise counseling in the light of needs of the state and the abilities and aptitudes of the students.

Elementary Education at Chapel Hill

The state should strain every strength to make good elementary teacher preparation available at every possible institution. It is recommended especially that *elementary teachers be educated at the University of North Carolina at Chapel Hill*. At present no man who may want to be an elementary teacher can be educated at Chapel Hill. About one thousand girls are enrolled at Chapel Hill. Many of them should be elementary teachers but, if they are to be teachers, they must prepare to be secondary teachers. There are good reasons other than recruitment for doing elemen-

tary teacher education on the undergraduate level at the University at Chapel Hill but the recruitment opportunity should not be overlooked.

Recruitment Councils in Each Administrative Unit

The superintendent of every administrative unit should be responsible for supplying the equivalent of his teacher needs from the graduates of his own high schools. That is not now being done. There is evidence to indicate that many superintendents feel no concern in this matter. This would seem to be especially true of city superintendents. It is recommended that there be a teacher recruitment council in each county and city administrative unit. On the council would be the superintendent, as chairman, the principals of the accredited high schools, good classroom teachers, Parent Teacher Association representatives, civic club leaders, and other lay persons.

State Wide Citizens' Commission on Recruitment

A state wide citizens' commission on teacher selection and recruitment should be created. The secretary of this commission should be a representative of the State Department of Public Instruction who is charged with the responsibility for teacher recruitment. The efforts of this commission should be directed at students now enrolled in college and high school students.

Recruitment Personnel, State Department of Public Instruction

The State Department of Public Instruction should have adequate personnel which would devote its entire time to teacher selection and recruitment. This personnel should work with the State Commission on Recruitment and the recruitment councils in the administrative units.

A System of Scholarship Aids

College education is a requisite for becoming a teacher. The first job, therefore, is to get the prospective teacher into college. Studies reveal that as many superior high school graduates do not attend college as do attend. There are various reasons for this but a very compelling one is the lack of money. That factor should be eliminated. Based upon known evidence, three graduates from a city high school will attend college to two graduates from a rural high school. Of those who attend college the rural high school will contribute two teachers to one teacher from the city high school. As between the elementary teacher, where the shortage is most acute, and the secondary teacher, the rural high

schools would supply three elementary teachers to one elementary teacher from the city high school. Obviously, *there is a rich field for teacher recruitment in these superior graduates of the rural high schools.*

It is proposed, therefore, that a system of state grants-in-aid be made available to high school graduates. An appropriation of at least \$250,000 should be provided the first year with a maximum of \$1,000,000 the fourth year and thereafter to assist young people who will prepare for teaching. The amount of the grant to each individual should be limited to a maximum of \$400 per year. To be eligible, students would have to qualify on the basis of past school records and on the measurements now being validated by the merit research. The grant-in-aid to each individual should be in the form of a loan with the notes for one year's scholarship to be cancelled by one year's service as a teacher in the state up to a maximum of four years. These scholarships should be so administered by the State Department of Public Instruction as to control the flow of teachers to that segment of the school systems where at any given time the need is most urgent.

A Citizens Program

In conclusion it should be emphasized that the major burden of recruitment is not one to be borne by the teaching profession itself. It is a job for the citizens of North Carolina. They can solve the problem if the state's leaders think it is important. They can solve it by giving the job of attracting good teachers into the schools the same sort of attention they give the meeting a war emergency, and epidemic of disease, or the need for good roads. They cannot solve it by inaction.

EQUIPPING COLLEGES TO DO EFFECTIVE PRE-SERVICE EDUCATION

North Carolina is justly proud of her public and private colleges. These institutions have in past years provided the schools of the state with teachers. But the teacher education program of the past are not adequate for the teachers needed today. Teaching has become a highly technical calling, demanding carefully built professional preparation. College programs for teachers are too frequently incidental adjuncts to a general college education.

This general college education is essential for the teacher, just as for the physician and the engineer. The impoverished two-year "normal" course for teachers is just as inadequate for current needs as is the four-year liberal arts non-vocational program alone. Most pre-service curricula for teachers in North Carolina bear too close relationship to one or another of these patterns.

There is no tendency here to blame the colleges unduly. For the most part, *the citizens of the state have failed to provide the state colleges with staff or equipment to do professional education for teachers.* Private colleges have followed the lead of state colleges. Both have lacked concentrated challenging leadership toward evolving the programs needed, but both have also had to try to do a high-level job with low-level resources.

If North Carolina is to have the programs needed for the pre-service preparation of teachers, the inadequacies in present offerings must be faced frankly. A composite picture is presented in the paragraphs which follow, but this is done only for constructive purposes and with the ever-present caution that a composite picture cannot represent any single institution.

Inadequacies in the Program

With only one or two exceptions there is not found on college campuses a "tone" or atmosphere which conveys the impression that teaching is an important profession and that preparation for it is a respected honored pursuit. This is in marked contrast to the atmosphere which surrounds preparation for medicine at Duke University, preparation for engineering at North Carolina State, and preparation for law at the University at Chapel Hill.

With two or three notable exceptions, *general education for teachers is almost non-existent.* There is little evidence that there has been any careful planning to accomplish general education. Instead, prospective teachers take a few introductory courses in specialized fields and miss much that is basic to an understanding of the world today. This is particularly true in the fields of natural science and mathematics.

Opportunities for professional growth are meager. The prospective teacher has limited contacts with children and youth and this comes only late in the college program. An even worse situation exists in the provision of opportunities to study schools in action and to learn by actual guided participation in school affairs. Prospective teachers are deprived of the simplest sort of contacts with the community; they have no opportunity to develop insight into the process of working with other community groups or agencies. The simplest individualized guidance, counseling service, and even physical health services are too frequently not available to teachers in training. Finally, the caliber of the faculty who teach young teachers-to-be is far lower than North Carolina can afford to have. There are notable exceptions to this general summary, of course, but by and large the state teachers colleges and small private colleges just cannot meet the competition they face to secure and hold outstanding teachers.

To complete at least partially the picture of inadequacies, there are listed without comment the following additional blocks to the development of adequate teacher preparation at the undergraduate level: (a) the false conception that the first two years must be given over almost exclusively to "general" education; (b) lack of organizational and administrative machinery (for example, scheduling classes) for carrying on an adequate program of teacher education; (c) lack of vision, or lack of energy, on the part of the majority of education staff members; (d) the inflexible and heavy requirements and schedules for subject matter majors; (e) failure to treat and schedule sophomore and junior education courses as laboratory courses; (f) lack of advance planning of course schedules for students so that the academic load of student teachers can be reduced during their student teaching quarter or semester; (g) inadequate time and credit value for student teaching; (h) lack of personnel to supervise student teaching; (i) inadequate supply of master or supervising teachers; (j) inadequate provision of schools for children where laboratory experiences can be carried on; (k) lack of means of transportation; and (l) lack of cohesive direction of student teaching. There are other "blocks" but those mentioned illustrate the major weak spots in the present program.

If space permitted, a corresponding array of strong points in present teacher-preparing curricula could be presented but the purpose of the present report is to eliminate insufficiencies. There is reason to believe that changes can be made which will give North Carolina the pre-service preparation programs needed, and attention is now turned in that direction.

What Can be Done to Equip the Colleges Adequately for Teacher Education

The committee feels that the following five steps can and must be taken:

(a) *Complete replanning of the professional sequence for teachers is necessary.* Perhaps it should begin with the freshman year; certainly with the sophomore. Students planning to teach should be registered in education by the end of the freshman year. Academic people should be in on the planning. Let the motto be: "More and more direct experience." The new certification regulations make it necessary that colleges go through such planning and give them wide leeway for individual initiative. This is a commendable feature. However, individual colleges are going to need much help. This help must be provided. The major channel for this service will be the State Council on Teacher Education

which is described later. In addition the State Department of Public Instruction should be provided with at least one additional highly trained consultant in the field, and at least \$5,000 a year should be provided to make it possible to secure consultant services from without the state when needed.

(b) *Many new and replacement members of college faculties should be provided.* This step will necessitate a better salary schedule than now exists—particularly in the state Negro teachers colleges. The competition for college faculty is keen. Young alert persons should be sought for education department staffs. Particularly acute is the need for providing psychological counselors and guidance officers and for expanding vastly the health service personnel.

(c) *Physical facilities should be increased at once.* These range from desirable classrooms to special rooms for health centers, and to transportation facilities so that students can have direct contact with schools and communities.

(d) *Each college must have constant access to a school (or to school systems whose programs it influences), to a community, and to various social agencies.* The committee does not suggest that each college operate its own school; the use being made of those the colleges are now operating leaves some doubt as to the value received from the money being spent on them. Where there are campus schools they should be used primarily for observation and demonstration purposes rather than for student teaching. Where no campus school exists satisfactory arrangements should be worked out with a neighboring public school system.

(e) *A minimum of eight weeks of all day supervised teaching for each candidate should be provided.* Such teaching should be as an apprentice to a capable teacher and in a suitable school. The college should provide as consultants or college directors well qualified teachers, at least one for every twenty students. These consultants or directors *must* have travel funds.

If the foregoing steps are taken colleges will be placing 3,000 to 4,000 students a year into full-time student teaching experiences. The success of student teaching experience as a developer of good teachers depends on many factors. The three chief ones are the student, the college consultant, and the teacher. Steps toward getting the students needed were discussed earlier in this chapter. Now it is clear that the state must have well-equipped college consultants (about 150-200 of them, eventually), and at least two thousand *especially prepared master teachers.*

Proposals for Improving Student Teaching

The committee recommends that student teaching be recognized as an obligation of the state's public school system, with colleges acting as agents and having considerable individual leeway. The full cost should be borne by an appropriation to the State Department of Public Instruction. There would be established a special post graduate teaching certificate for "supervising teachers," requiring specific preparation. Holders of this certificate would receive—because of their special qualifications and special duties—salary increments above the present top figure for graduate certificates, and would agree to take student teachers when called upon to do so. Because of certification requirements these supervising teachers could be led to develop the special skills which their job demands, and which furnish the key to really successful student teaching.

In addition, a special certificate should be authorized for college coordinators of student teaching—also requiring special competence for this highly technical job. To each college each year the State Department of Public Instruction should allot salaries and travel funds for one coordinator for each twenty students doing student teaching. The college could use as many persons (some part-time) to serve as coordinators as it desired, provided each such person held a coordinator's certificate and the college's overall plan was approved by the state department. (In the case of private colleges, payments would have to be direct to individuals.) Public school systems selected as student teaching centers should be paid a minimum of \$15 per student teacher yearly to provide the materials, clerical help, and other things necessary in a desirable student teaching situation.

Training programs for supervising teachers and coordinators would have to be provided. Such programs can be established best through intercollege cooperation.

A program such as this could be launched with an initial appropriation of \$200,000. Its maximum cost under almost ideal conditions which could not be attained for many years would be approximately \$1,000,000. The State of North Carolina would find it difficult to buy more educational benefit for any other million dollars it would spend.

Additional Ways of Improving Pre-Service Education

Below are listed without comment a few additional ways of getting colleges to improve their pre-service education of teachers.

(a) Get college administrators to study the situation with regard to teacher education.

- (b) Get colleges to provide for needed changes through democratic administration.
- (c) Get some more elective leeway into the college curricula.
- (d) Provide all colleges with more and better qualified teachers. Too many students are having only graduate fellows as instructors.
- (e) Reduce class sections which are too large. At most colleges the student teacher ratio is much too high. This is true particularly at the state's Negro teachers colleges.
- (f) Develop adequate college salary schedules which provide for regular and systematic increments and promotions for successful service. Schedules reveal wide variations among state institutions and among private institutions. Also there is discrimination within institutions.
- (g) In the program for the preparation of high school teachers introduce much study of human behavior into the "general education" phase; stop relying upon departmental majors to provide adequate specialization programs; include in the concept of specialization for high school teachers the equipment to teach in at least two fields when it is desirable; provide a "Preparation for Student Teaching" course taught by a coordinator with the help of specialists from the subject matter areas. This will be more helpful than the present special methods courses.
- (h) Give much more attention in elementary training programs to preparation of teachers to deal with children in all areas of living. Emotional stability and good health habits are just as important as the three R's.
- (i) Strengthen the education of the elementary teacher in the fields of natural, physical, and social sciences, and particularly health education.
- (j) Get college faculty members better acquainted with the conditions and programs of public schools. Get them to know the community and area served by their college.
- (k) Develop follow-up programs in colleges. Colleges should assume responsibility for the success of their graduates and also for services to the area in which the college is located.
- (l) Resource-use concepts should be interwoven with all curricula and colleges should use and develop resources both for their own growth and improvement and for the education of teachers.
- (m) The university system in any state should point the way in teacher education. The University of North Carolina should,

therefore, assume its responsibility in this state. It cannot do so under the present organization but could develop to the point of professional leadership if suggested reorganization is effected.

There are available in North Carolina both the leadership and the financial resources to do what is needed in the education of teachers. Public school personnel is eager to cooperate in bringing about a great re-awakening in teacher education; the public is demanding better teachers. Immediate steps can be taken to put the state on the march again. Some steps will require legislative action; most steps will require only the genuine interest of educators themselves plus the encouragement of an aroused public sentiment.

PROVIDING FOR CONTINUATION EDUCATION

The teaching task is so great that professional workers can never be finished with their study. Even if every teacher in North Carolina has received the best pre-service preparation possible, continuation education for them would still be essential. Medical and engineering professions have demonstrated this for their members; the same conditions hold for teaching.

The present situation in North Carolina with its large number of emergency teachers makes the need for continuation doubly urgent. This condition is likely to continue for years to come. The only educational hope for thousands of children in the state lies in putting into immediate operation a vigorously expanded plan for continued education.

Another portion of this report has underlined the need for much better trained school superintendents and principals in the state. This, too, is both an emergency and a long term demand upon continuation education.

A Three-fold Task

There are *three phases of continuation education for teachers:* (a) the phase of taking fresh college graduates and turning them into competent, sure, professional workers; (b) the phase of assuring continuous growth on the job, thus keeping ahead of the demands of changing times and conditions; (c) the phase of providing for master level individual competence in one or more specialties.

Continuation education is provided by many agencies. The primary one is the local school system itself through supervisory services performed by superintendents, principals, and supervisors. Next is the State Department of Public Instruction with its specialized services. A host of other public and private organizations

also have one specialized function or another in the field. However, the key continuation education services in most states are those provided by the colleges and universities through consultant services to local school systems, off-campus teaching, summer sessions, and graduate study for advanced degrees.

Although some continuation education is now provided in North Carolina by each of these agencies, the evidence collected leads the committee to the considered judgment that North Carolina has not made a realistic attack upon in-service education. The most serious difficulty seems to be psychological. *Colleges and especially the state university have little feeling of responsibility for anything which occurs off their campuses*; members of the State Department of Public Instruction have all too often conceived their jobs to be regulatory and prescriptive rather than developmental and educative; local principals and supervisors have been absorbed in the administrative phases of their jobs, while local boards of education have been quite loath to provide supervisory personnel or financial appropriations for in-service education.

The citizens of the state, however, take an emphatic position that extended continuation education for teachers should be provided. Teachers themselves state they are not getting the help they want or need. Many college and university leaders, as well as officials of the State Department of Public Instruction, have expressed a strong conviction that the state must be up and doing at once. Rapid improvement is possible.

Paths to Improvement

The first need is to establish machinery for developing a state-wide coördinated plan for providing continuation education. The State Council on Teacher Education (described later) is one good vehicle for doing this, especially if the State Department of Public Instruction will act as executive agent.

The limited personnel of the State Department of Public Instruction should be expanded to include at least ten or twelve specialized instructional consultants who will be available on call to assist local school systems and groups of teachers and to act as liaison agents between the needs of local school groups and the resources (e.g. college teachers, other public school teachers) to meet these needs.

Financial provision should be made to afford the services of a full-time instructional supervisor for the teachers in every local school system. This is particularly important in the county school systems of the state. However, the provision of such personnel should be made only as fast as properly prepared persons can be produced. North Carolina does not now have a satisfactory edu-

cational plan for preparing really good principals and supervisors. At least one such plan should be in operation by September, 1949, and the College of Education of the University of North Carolina should be asked to assume leadership in securing coöperative development of the needed opportunities for white school leaders, while North Carolina College should do the same for Negro leaders.

Colleges of the state must recognize their role in continuation education and render vastly expanded services in this field. Aside from working closely with the public schools in the area which they serve, the teachers colleges must be able to offer consultant service to any public schools in the state when called on to do so. Each college should accept one or more particular areas of service, and the summer school offerings should be planned in the light of teachers' needs for continuation education. The University of North Carolina needs to recognize its responsibility in setting the pattern for the rest of the colleges in the state by providing effective dynamic leadership for all phases of continuation education for teachers.

The program of continuation education must not develop into a fixed pattern. There needs to be constant evaluation and experimentation as well as coördination of efforts of all concerned. This should be one of the chief functions of the State Council on Teacher Education. This council should quickly acknowledge the fact that all worthwhile "growth experiences" for teachers are not to be found on college campuses nor tied up with college credits. The State Council on Teacher Education, working coöperatively with the Division of Professional Service of the State Department of Public Instruction and the teachers' associations, should plan for professional growth credits which would be reflected in certificate renewal and perhaps salary increments for such experiences as (a) non-credit workshops and institutes; (b) professional studies and evaluations carried on by administrative units or individual schools; (c) educational travel in other states extending over a period of a month or more; (d) summer encampments in dramatics, music, creative arts, and so on.

Graduate Degrees. Considerable difficulty has arisen from the use of one pattern for graduate study in an attempt to meet all the needs of teachers for continuation education. Many teachers, including administrators, wanted a master's degree and at the same time wanted to do professional work. The only pattern for a master's degree was not a professional pattern; it was a scholarly pattern and a very good one at that. The people who were proud of that pattern naturally resisted attempts to make it over; the teachers said it did not meet their needs. Some compromises were made but the scholarly pattern was damaged and the professional

needs were not met. The committee believes graduate schools have made an honest attempt to serve the needs of teachers through graduate education but they have found it impossible to "sacrifice" their ideals of scholarly research preparation.

In order to reestablish the exacting scholarly nature of graduate study and at the same time provide an advanced degree program suitable to the needs of most teachers and administrators, it is proposed that there be established in the state colleges and universities a functional professional degree to be known as the Master of Education degree. The Master of Education degree programs should be administered by the school or division of teacher education in the institution offering the degree.

There should be no general program for the degree. Instead there should be specified paths for each of several vocational fields (for example, supervisors, primary teachers, counselors, and so on). A college should be approved to offer specified patterns. Prerequisites would vary with patterns but a bachelor's degree should be universally required. Supervised internship should be required in some patterns.

Entrance upon candidacy should require demonstration of adequate general and professional background (standards should be set higher than in present master's degree programs but in more meaningful professional terms). Award of the degree should depend upon proof of competency rather than the mere accumulation of hours of credit.

Summer Sessions. The present practice in the state university system which requires that summer sessions be entirely self-supporting is inhibiting the provision of the kind of continuation education teachers need. There should be numerous off-campus and on-campus workshops each summer; highly specialized offerings should be developed; and careful supervision of graduate work should be provided. To operate this kind of program will require state subvention of the summer sessions in about the same proportion as state subvention of the regular sessions.

PROVIDING LEADERSHIP FOR IMPROVEMENT

At the Local Level

Reference has already been made to the fact that *the primary obligation for continuing the education of teachers rests upon the local school system.* It is also true that the local school system must participate effectively in pre-service preparation by following employment practices which encourage high standards of selection and training, cooperating with colleges in devising better curricula, providing colleges with helpful follow-up information about their

graduates, and affording opportunities for supervised student teaching and internship.

These facts are stressed because tradition is to the contrary. *Local school systems are looked upon as "consumers" of teachers which others produce.* Local administrative policies frequently ignore any obligation for teacher education. Financial budgets typically recognize in only meager fashion the duty of the local school system to produce good teachers. Such conditions should be remedied.

Leadership in teacher education at the local level is frequently hindered in North Carolina school systems by confused and inept administrative structure. It is essential that each board of education adopt sound policies of administrative organization, setting forth the relationships which are to exist between the board of education, the superintendent of schools, principals, supervisors, and teachers. Another chapter of this report considers this problem in detail.

The superintendent of schools is the responsible professional leader of a local school system. He must be given leeway to exercise leadership. He must be trained and personally qualified to do a skilled professional job. The ability to guide a dynamic local program of teacher education should be one prerequisite to holding this responsible position.

Local school principals, however, occupy the key action role which determines whether there shall be an effective local program of teacher growth. The principal needed in North Carolina is a person who is truly expert in being an educator of teachers and a leader of instructional improvement. Evidence collected by the committee indicates quite clearly that *the professional qualifications required of school principals in North Carolina do not meet this need.*

It is strongly urged, therefore, that an immediate effort be launched under the leadership of professional organizations and the State Department of Public Instruction (a State Council on Teacher Education would be an excellent channel for cooperation) to improve the professional stature of local school principals.

The key to the entire problem for local leadership is that initiative must exist at the places where schools are most vitally in contact with the children and the parents. These local movements must then be recognized in a state program for promotion, recognition, and salary adjustment.

At the State Level

The Division of Professional Service in the State Department of Public Instruction is now responsible for state level services

relating to teacher education. The services and responsibilities of that division now relate to (a) standards which an institution must meet to be approved for teacher education and approval of institutions for teacher education; (b) the curricula of the colleges in the pre-service education of the teacher; (c) the program of in-service education of teachers as that program affects in any way the certification of teachers; and (d) overall leadership or professional service to all higher institutions in the state in which teachers are educated, to public school personnel in their professional interests and in their efforts to grow and improve professionally, and to lay groups and individuals as they become interested in the teacher, his work and welfare.

The staff personnel of this division is not adequate to render effective services in all areas now attempted. The staff needs to be expanded to provide the following additional services: (a) guidance and leadership in the selection and recruiting of teachers; (b) administration and supervision of an enlarged and expanded program of supervised student teaching; (c) administration and supervision of a program of scholarship aid; and (d) placement or employment services for teachers.

Teacher placement is a professional responsibility. The major objective of placement is to secure and maintain the best possible teaching. The state has an obligation to see that the best possible teachers are available to the schools. Only the state is in position to know the complete teacher needs and demands. On the state level the State Department of Public Instruction should perform such functions as supplementing the placement services of the colleges within the state, serving out-of-state applicants, keeping records of available positions and available teachers, supplying data on supply and demand, and affording field services in connection with placement.

Qualifications of the staff. The professional staff members of the State Department of Public Instruction should possess the qualifications which would enable them to render the services expected and needed. This involves qualities of leadership which come through special training and experience in addition to that required at the local levels. It would be desirable for division heads in the State Department of Public Instruction to have education equivalent to the doctorate. All professional personnel should have qualifications equivalent to or beyond those possessed by persons with whom they will work in a consultant or supervisory capacity.

Compensation. The staff required for the state level service cannot be had without adequate compensation. There should be a "salary system operating on a graduated scale of earned incre-

ments for tenure, merit, and professional growth, which recognizes classification of positions and equalization of salaries for comparable types of work." Adequate salaries, to be determined by the State Board of Education, should be paid heads of divisions and other professional personnel in the State Department of Public Instruction.

The salaries proposed here imply a possible reorganization of some of the activities in the State Department of Public Instruction. There should be a functional organization which provides for bringing into a major division all related activities. Probably in what is now the State Department of Public Instruction there should not be more than five major divisions.

Opportunities for Growth. The personnel and budgetary policies of the state should provide opportunities for the professional staff to improve itself through study, travel, and any other means of growth. In many cases this would mean advanced study in a recognized graduate school. The general principle of the sabbatical leave should apply in all those activities calculated to improve the services which would be rendered by the individual.

The key point made in regard to leadership for teacher education is that *the eventual state program will be little better than the leaders who build that program.* For leadership there must be qualified leaders. The notion that qualified leaders can be had without planned effort is outworn; in this competitive age if the schools of North Carolina want talent they will have to develop it and pay for it.

ORGANIZATION AND ADMINISTRATION IN THE STATE COLLEGES

The state supported colleges in North Carolina constitute the state's major dependence for producing an adequate supply of graduates professionally prepared to begin teaching. These colleges must also play a major role in continuation education for teachers.

This section centers attention upon the organization and administration of these colleges, regarding them from the standpoint of teacher education. In doing so, however, there is no intention to belittle the significant service being rendered to teacher education by the private colleges of the state.

Central Control

At the present time North Carolina has thirty-two institutions of higher education offering programs for the education of teachers. Of these, twenty are responsible for the education of white teachers, eleven for Negroes, and one for Indians. The three units

of the Greater University are the University of North Carolina at Chapel Hill, State College at Raleigh, and Woman's College at Greensboro, all under one central board of control and administration. The North Carolina College at Durham and the Agricultural and Technical College at Greensboro operate under separate boards of control.

Each of the three teacher education institutions for whites and each of the three for Negroes operates under a separate board of control. The State College for Indians is also operated under a separate board.

The present method of organization and administration tends to create undesirable competition and considerable variation in standards of support and operation. The board representing a particular institution which has the initiative, drive, and influence to get support in the General Assembly makes more rapid progress than one which is less powerful. There is no real coordination of the program of teacher education. Even the coordination in the University system has been more to prevent overlapping of functions than to insure a more adequate supply of well-educated teachers for the schools of the state.

All these factors point to the need for a reorganization and the establishment of common goals and purposes with particular reference to the special task to be done by each institution.

After careful consideration it is recommended that East Carolina Teachers College at Greenville, Appalachian State Teachers College at Boone, Western Carolina Teachers College at Cullowhee, Fayetteville State Teachers College at Fayetteville, Elizabeth City State Teachers College at Elizabeth City, Winston-Salem Teachers College at Winston-Salem, and Pembroke State College for Indians all be administered under one central board, preferably the State Board of Education, if this board is set up according to recommendations being made in the chapter on organization.

The duty of this board should be to determine policies for these institutions. It should have responsibility for the selection of the administrative heads and should act in the capacity of a central authority. It should draw up proper rules and regulations for the work of the board.

Problems Within Institutions

The work in teacher education at the Agricultural and Technical College in Greensboro should be examined very carefully in order to insure complete coordination of work and a more thorough teacher education program. At the present time the Department of Education is in the School of Education and science but the teacher education program and vocational education are

not a part of the Department of Education. There is an urgent need for careful survey and reorganization of the teacher education program at the Agricultural and Technical College.

At North Carolina College, which is responsible for the graduate program for Negro teachers, some reorganization should take place. Consideration should be given to providing minimum responsibilities in the field of elementary education at the undergraduate level in order to form a basic foundation for graduate work in that field. It is suggested that North Carolina College should plan for approximately one-third of the graduate work in elementary education to be conducted at the three Negro teacher education institutions located in different sections of the state. This would give full responsibility for graduate leadership to North Carolina College, and permit a considerable amount of highly professional activities needed by graduate students to take place at the three undergraduate institutions. The college itself should consider staffing problems and should add qualified instructors as rapidly as possible. The present arrangement for a staff to come from the University of North Carolina is commendable but should not be extended any longer than is absolutely necessary in order to provide the program in its early stages. In the first place, it is an additional burden on the staff members at the University, and, in the second place, it does not provide the continuous careful guidance which graduate students should have.

The program of teacher education in the Greater University should be reexamined with the view of making certain necessary changes. In the first place, reallocation of functions should be considered. At the present time, the University of North Carolina at Chapel Hill is responsible for graduate elementary education but is not permitted to set up a basic elementary program at the undergraduate level. It is necessary to have an undergraduate program if the graduate program is to be thoroughly developed and administered. In addition to that, a number of young women and young men at the University are particularly fitted for elementary education but cannot get the training at that institution.

It should be noted also that State College in Raleigh has excellent facilities in mathematics and science and should be permitted to develop a program of teacher education in these fields and possibly in others. At the Woman's College, additional emphasis should be given to the work in elementary education and certain specialized programs for secondary teachers. This will require the privilege of offering graduate work in supporting academic fields at Woman's College.

At the time of consolidation the School of Education at the

University and the one at the Woman's College were abolished and Departments of Education were established in each of these institutions. There have been two serious consequences of this move. One has been a measurable loss of coordination in the programs offered by the three units of the University System. This should be corrected by creating a coordinating council, composed of the chief teacher education officer in each institution, to advise the President and each Chancellor.

The second consequence has been even more disturbing. At Chapel Hill, which should be the most potent teacher education institution in the state, if not in the South, a rather disjointed Division of Teacher Education was created and a Department of Education set up. This structure simply has not worked; maybe it could be made to work, but after this long trial the chances do not seem good. The committee strongly recommends the establishment at Chapel Hill of a School or College of Education, headed by a Dean, to assume the responsibility for developing an outstanding program of teacher education at the institution.

The committee also recommends the reestablishment of the College of Education at Woman's College and the establishment of a College of Education at North Carolina State College, each to be headed by a Dean and each made responsible for the development of a program for the education of teachers.¹

State Superintendent of Public Instruction

The constitutional provision for a State Superintendent of Public Instruction outlines rather clearly the general responsibilities and duties of this officer with respect to public schools. There is no direct statement of responsibility with regard to teacher education. It is proposed, therefore, that a statutory provision be set up which will fix upon the office of the State Superintendent of Public Instruction general responsibility for encouragement and leadership in teacher education in the state, calling for continuous analysis, study, and courageous leadership in making teacher education programs more sensitive to the needs of the new day. In other words the State Superintendent of Public Instruction should be a key person in the development of an adequate program of teacher education.

¹ Acting upon the recommendation of President Frank P. Graham, the Executive Committee of the Board of Trustees of the Greater University of North Carolina, at its meeting on May 17, 1948, authorized the reestablishment of the Schools of Education at Chapel Hill and at the Woman's College, and the establishment of such a School at State College. These actions were ratified at the meeting of the whole Board of Trustees on June 2, 1948. The School of Education at Chapel Hill has been reestablished with Guy B. Phillips as Dean.

Salary Schedules

One of the direct outcomes of the central board of control for the state teachers' colleges should be the establishment of a sound salary schedule for all of the institutions involved. There is a lack of information in the state regarding the inadequate pay for instructors in the teachers colleges. At the present time, with keen competition for college teachers, it is difficult for the North Carolina institutions to maintain permanent well qualified staffs. In too many cases increases have been given on an irregular basis in an effort to hold certain persons rather than developing the more basic foundation of a sound salary schedule. If teachers colleges are to be effective, salaries high enough to attract qualified persons for the entire staff must be maintained.

There are basic considerations in the development of a salary schedule. In the first place, the beginning salary should be sufficiently high to meet competition and to attract outstanding talent. In the second place, there should be increases in the salary scale which will be sufficient to hold the teachers and the specialists who are required for the work. Satisfactory performance of the work assigned should also be taken into consideration in developing a salary schedule. A typical salary schedule should provide for reasonable living standards and should reflect a recognition of the individual's worth to society. A further principle is stated in the proposal that faculty representatives should participate in the development of a salary schedule. A final and imperative statement is that salary scales must always be related to performance of those persons operating in the system. Quality of instruction must be maintained and should be directly related to the operation of the salary schedule. In general the above principles follow the report of the President's Commission on Higher Education. It is recommended that these general principles serve as the foundation for the building of a salary schedule applicable to all these institutions under the central board.

It is generally accepted that the salary schedule for all public institutions of higher education should be maintained at the same level. It is as important that good teaching be provided at the teacher education institutions as it is in the University of North Carolina. Present practice does not approach this ideal. The following salary schedule is proposed for the beginning of the new centralized program with a definite commitment to an increase in the salary scale to conform to others in operation in institutions of the state.

PROPOSED SALARY SCALE FOR TEACHERS COLLEGES

Instructors.....	\$2,800-3,600
Assistant Professors.....	3,200-4,000
Associate Professors.....	3,600-4,500
Full Professors.....	4,000-5,200

It is proposed that, in addition to these scales, \$500 be allowed for a head of a department and \$1,000 be added for the position of Dean. It is proposed further that additional work in the summer term should be at the same rate of pay as the regular session. Adequate travel funds for faculty travel must also be provided.

Physical Facilities

One serious shortage in teacher education institutions of all types has been that of appropriate and adequate physical facilities. It is recognized that there is a direct relationship between good teaching and good facilities.

There is the serious question as to whether or not there are more than one or two reasonably satisfactory teacher education buildings on the campuses of North Carolina. In most cases these buildings were constructed at an earlier day when the present concept of teacher education was undeveloped; consequently, in most cases, the buildings are not planned with any view to satisfactory utilization for the purpose of teacher education. In most cases they are merely a number of classrooms stacked up together. There is, therefore, a definite need for new buildings and in some cases remodeled units.

Another observation which should be made is that at present the care of the average campus building is inadequate. Sanitation, lighting, and general conditions are unfavorable in terms of teacher education standards. It is likely that some of the poor conditions in public school buildings may be an indirect result of the fact that teachers were educated in such unattractive and unsuitable surroundings.

There is a serious shortage of equipment designed to meet modern teacher education needs. Laboratories, audio-visual aids, library and reading room facilities, and general exhibit halls are limited in quality and type. The properly prepared teacher must make use of these facilities; consequently, the teacher education institutions must have them.

Under the proposed plan for an extended student teaching program, there is necessity for the provision of adequate travel facilities in the form of busses and cars. If the teachers of the state are distributed properly for clinical experience, the institutions must provide the means of travel to the desirable places where

training is to be secured. There is today a demand that all of the state teacher education institutions should be more adequately supported from the standpoint of physical facilities.

Budget Provision

This report commends sound budgetary practices. The individual or the units of government which fail to observe sound business practices are doomed to failure. Attention, however, is called to the danger of having outside budgetary control actually affect the internal and basic operations of an institution. When the General Assembly has allotted the budget to an institution in general classification, it should be within the power and discretion of the administrative officer of each institution, subject to the State Board of Education, to decide upon the expenditure within the total budget. Central budget auditing officers should not be permitted to control instructional or personnel problems through budget operations. There should be flexibility within the budgets of the respective institutions and a careful check as to the honesty and integrity of the expenditure of these funds. Details of operation within the institution and within the allotted budget should not be controlled from a central office in Raleigh. *The present system of controlling education through fiscal and bookkeeping officers should be modified to accord with the aforementioned principles.*

Special Services

Teacher education institutions preparing prospective teachers should look carefully at the nature and quality of the special services rendered in the institution. In the first place, health service should be provided for all college students. This should be so comprehensive and adequate that a sound concept of good health and health education should be clear in the minds of every prospective teacher. This should consist of regular examination, check-up, and guidance. It should consist of carefully designed health measures in the institution.

Every institution has a responsibility for the development of a guidance and personnel program which will insure, in so far as possible, that every individual student gets all of the advice and counsel he needs in making decisions. Adequate staff leadership and organization of the personnel service should be developed in each institution. In this way selection of good prospects for teaching may be made and individuals who may not show teaching promise may be redirected into other fields.

Another area of service that is being neglected in too many

teacher education institutions is that of audio-visual aids. The prospective teacher should have a chance to learn the use that can be made of audio-visual materials through using them himself. He should gain an understanding of their implications and their practical utilization. All of the institutions in the state that educate teachers need to improve this phase of their educational program.

A neglected area of service of the teacher education institutions in North Carolina is that of placement and follow-up. No institution can meet its full obligation without carefully organizing this follow-up service. Staff members should be employed who are skilled in this type of service and they should be given adequate facilities and funds to carry on the work. This leads directly into programs of continuation education for those who have finished at the institution. Such services call for funds in the budget of the institution.

CERTIFICATION AS A MEANS OF IMPROVING TEACHER EDUCATION

The purpose of certification is to guarantee, as far as it is possible to do so, that each child will have the quality of teaching which he needs and deserves. This implies a continuous and continuing concern about teaching as related to the individual teacher to the end that at all times he may be rendering the best service of which he is capable.

Legal Responsibility for Certification

The certification of school personnel is a responsibility of the state. More than twenty-five years ago the North Carolina General Assembly recognized that fact and vested the State Board of Education with that authority and power. Article 17, Section 115-150, of the Consolidated Statutes reads:

"The state board of education shall have entire control of examining, accrediting without examination, and certificating all applicants for the position of teacher, principal, supervisor, superintendent, and assistant superintendent in all public elementary and secondary schools in North Carolina, urban and rural. The board shall prescribe rules and regulations for examining, accrediting without examining, and certificating all such applicants for the renewal and extension of certificates and for the issuance of life certificates."

The only exception to the exercise of this power is in the case of county and city superintendents. The General Assembly of

1929, said, and each subsequent General Assembly has said, a county or city superintendent must be a graduate of a standard four year college or hold a superintendent's certificate. The alternative in this statute removes all professional qualifications from the superintendency. Most new superintendents since that day have qualified on the basis of being four year college graduates and not by having a superintendent's certificate. It is urgent that this statute be repealed; it undermines the otherwise sound structure of certification in the state.

Requirements for Certification

In its quantitative requirements for the certification of school personnel, North Carolina occupies a place of eminence among the states of the union. Since 1931 a degree from a standard four year college has been one requirement for the certification of all beginning or new secondary teachers, and since 1939 a degree has been one requirement for the certification of all new or beginning elementary teachers. North Carolina was the sixth state to reach that requirement for the elementary teacher and is now one of the fourteen states which have that minimum standard.

This achievement of the state is due in part to (a) the long period of continuous service of the person in the State Department of Public Instruction officially responsible for teacher education (twenty-five years); (b) the fact that certification has been a responsibility of the State Board of Education; and (c) the democratic procedures which have been employed in the administration and supervision of the work. During all these years no changes in teacher education and certification have been made by the State Board of Education that had not first had some study cooperatively on a state wide basis and that had not been approved by the colleges of the state. This provision in North Carolina for a cooperative democratic procedure is somewhat unique and should be given the fullest indorsement. The idea is further expanded through the proposal for a State Council on Teacher Education, as recommended elsewhere in this report.

Information on the specific requirements for certification is available through proper sources in the State Department of Public Instruction. These requirements, therefore, are not included here. They have general indorsement, however, except as noted. Special commendation is given to the changes in the professional education requirements which become effective as of July 1, 1950.

Presented here in more or less outline form are the general requirements for the various types of certificates now issued. For each type, a brief statement is given on *the requirements for issuance and validity and renewal.*

A. Elementary Teachers

(a) *Requirements for Issuance.* Since 1939 a degree has been one requirement for all new or beginning elementary teachers. If all requirements are met the Class A Certificate is issued. If all requirements, except practice teaching are met, the Class B Certificate may be issued, which would be changed to Class A after one year of successful teaching experience.

There is an optional certificate for the elementary teacher, one requirement for which is a master's degree. This is called the Graduate Elementary Certificate.

(b) *Validity and Renewal.* Both the Class A and Graduate Elementary Certificates are valid for five years from date of qualification. The Class A Certificate issued prior to 1931 may be made valid for life after five years' teaching experience, and after securing credit for six semester hours in methods and supervision. The Class A Certificate issued in 1931 and thereafter may not be made valid for life. Six semester hours of credit, earned within the five year period, would renew the certificate for five years. After that renewal, the certificate may be kept in force by teaching as many as two years within a five year period. The renewal of the Graduate Elementary Certificate requires credit for six semester hours of graduate work, one-half of which must be in education, and earned during the five year period. After that renewal, the certificate may be kept in force by teaching three years or more within a five year period.

B. Secondary Teachers

(a) *Requirements for Issuance.* Since 1931 a degree has been one requirement for all new or beginning secondary teachers. If all requirements are met the Class A Certificate is issued. If all requirements except practice teaching are met, the Class B Certificate may be issued, which would be changed to a Class A after one year of successful teaching experience.

There is an optional certificate for the secondary teacher, one requirement for which is a master's degree. This is called the Graduate Secondary Certificate.

(b) *Validity and Renewal.* The same as that described for the elementary teacher.

C. Supervisor

(a) *Requirements for Issuance.* He must hold or be qualified to hold the Class A Primary or Grammar Grade Certificate; have three year's experience in teaching within the past five years; and

in addition to the foregoing requirements, secure six semester hours of credit in education, specializing in administration and supervision of elementary school.

(b) *Validity and Renewal.* The certificate is valid for five years. After five years successful experience as a supervisor and after securing credit for six semester hours in city or rural school administration and supervision, the certificate may be made valid for life.

D. Elementary School Principal

The requirements are the same as for the supervisor, except to be made valid for life the experience must be as an elementary school principal.

E. High School Principal

(a) *Requirements for Issuance.* He must hold or be qualified to hold the Class A High School Teacher's Certificate; have three year's teaching experience within the past five years; and, in addition to the foregoing requirements, secure credit for six semester hours in education specializing in high school administration and supervision.

(b) *Validity and Renewal.* The certificate is valid for five years. After five years of successful experience as principal and after securing credit for six semester hours in administration and supervision, the certificate may be made valid for life.

F. Principal

(a) *Requirements for Issuance.* One requirement for this certificate is a master's degree.

It has been an optional certificate since July 1, 1943, and will be required of all new and beginning principals as soon as conditions permit.

(b) *Validity and Renewal.* The certificate authorizes one to serve as principal of a strictly secondary school, a union school, and an elementary school, and to be a supervisor. The certificate is valid for five years. Credit for six semester hours of graduate work, one-half of which must be in education, earned within the five year period will extend the expiration date for five years. After renewal the certificate may be kept in force on three years' experience within the five year period.

G. Superintendent

(a) *Requirements for Issuance.* One requirement for this certificate is a master's degree.

(b) *Validity and Renewal.* Initially the certificate is valid for five years. It may be kept in force on continuous experience as a county or city superintendent.

Desirable Changes and Additions in Certification Requirements

The general philosophy underlying teacher education and certification is indorsed. This philosophy recognizes that the teacher must be broadly educated, that he must possess the special knowledges peculiar to the curriculum on the level and/or in the special areas in which he teaches, and that he have the professional skills and competencies necessary for effective and creative teaching. Continued progress has been made toward a realization of the philosophy. The changes and additions proposed here are further steps toward a more complete realization of the philosophy.

1. *Secondary Teachers*

(a) *Broaden some of the areas of subjects specialization.* This would likely mean an increase in the credit now required.

(b) *Provide for minors in most, if not all, of the subject areas.* This is not true now.

(c) *Require every teacher to have one major and one or more minors.* In general, at present, most teachers have two majors.

(d) *Expect most of the teaching assignment to be in the field of the major.*

(e) *Make the certificate valid in grades 7-12.*

2. *New Areas of Certification*

There is need for certification in areas for which provision is not now made. These include special education, guidance and counseling, distributive education, and others.

3. *Probationary Certification*

(a) In general, certificates now issued are valid for five years from date of qualification. There is here an implication of finality and completeness of preparation to be a teacher which does not give encouragement to teacher growth while on the job. *Teachers upon graduation from college should know that there is still much to be learned about teaching.* A plan of certification should recognize that fact, thus challenging the novice at the very beginning of his work.

(b) Moreover, even with a high degree of selection of those who would teach and with a most careful and scientific guidance program in the college, there will still be those who graduate from

college to be teachers who will not succeed as teachers. Mistakes will have been made. Mistakes will have been made also in the choice of a teaching field which a probationary period of certification will help to discover and remedy. *This probationary period of certification will serve as a screening process to reduce to a minimum those who might not succeed as teachers.*

(c) *For the beginning classroom teacher, this probationary period of service perhaps should extend over a period of three years.* For the principal, supervisor, and superintendent a period of two years would likely suffice, since such persons would have already served a probationary period as beginning teachers. During this period of trial every possible help should be given and every means be employed to properly appraise the worth of the individual and to determine his fitness to continue in his particular field of service.

4. *Renewal of Certificates*

(a) *Any renewal requirement for a certificate can have but one objective and that is to improve the service rendered.* It is assumed that teacher growth is a continuous and continuing process and that improvement is possible. On that principle one cannot justify a renewal requirement which would involve only one type of experience or that would cease to operate after a given number of years as teacher or administrator. The present renewal requirements which provide for life certificates or the keeping of certificates in force on experience are not in harmony with this principle.

(b) *The renewal requirements for certificates should be an integral part of a comprehensive program of in-service or continuation education.* The experiences and activities which might result in professional growth are legion. The number and kind would vary somewhat with the type of service, that is, whether teacher, principal, supervisor, or superintendent. These experiences and activities should be catalogued to be used as guides for self appraisal and continued growth. At frequent intervals there should be evidence of one's having had some of the experiences, either for a continuation of the certificate or as a basis for experience increments and increased compensation.

5. *Professional Leadership Certificates*

To implement the recommendations previously made concerning the development of professional leaders (supervisors, principals, superintendents, supervisors and directors of student teaching), *steps should be taken looking toward developing and issuing a special professional leadership certificate.*

STATE WIDE COÖRDINATION FOR THE IMPROVEMENT OF
TEACHER EDUCATION

How can North Carolina pull together all the varied interests which have a stake in teacher education? How can the state husband its resources for the education of teachers? These questions have given the committee genuine concern. An attempt will be made to answer them in the paragraphs that follow.

A Variety of Interests

The examination of teacher education in North Carolina revealed a number of interests vitally concerned with bettering teacher education. Parents, colleges, school superintendents, principals, classroom teachers, State Department of Public Instruction leaders, professional organizations—these are only a few of the groups who recognize the necessity of having better teachers.

It is well that there is such a variety of activity. The total job is a big one and it must be divided up. It is not well, however, if this variety leads to weakness. Many of the past efforts have been too scattered and weak, chiefly because there was no way of concentrating all the effort being put into improving teacher education. There is a real need for pulling together if the program is to be improved effectively and economically.

Husbanding Resources

It is never excusable to waste resources; it would be unwise and unfortunate if the state failed to make the fullest possible use of its resources—institutions, personnel, finances—for educating teachers. Yet the scattered control which exists in teacher education makes it easy to duplicate services, operate many weak programs instead of a few strong ones, and fail to develop new offerings when they are needed.

Perhaps the greatest danger faced in this regard is the failure to make use of all of the thinking power when difficult problems are faced. For example, if effective training programs for school principals are to be developed, more thinking power than is present in the staff of a single college should be brought to bear on the problem. To build such programs the thinking of principals themselves, employers, teachers, and community leaders will be needed.

Another danger is that of wasting effort through duplicating services. For example, only a few persons who are specialists in student counseling can be employed each year. If five colleges set up programs to train such counselors each will have only a

few students. Competition being what it is, some effective way must be found for these five institutions to arrive at a voluntary agreement that one will train counselors and the others will spend their money on something else which is needed.

The foregoing illustrations, which could be expanded almost indefinitely, point up one of the greatest needs in the state—machinery for making the wisest use of *all* available resources for educating teachers.

State Advisory Council on Teacher Education

The North Carolina College Conference has shown the way in establishing coördinating machinery; its activities and influence have been most valuable. *The Committee proposes a State Advisory Council on Teacher Education which would be patterned to capitalize upon the success of the college conference.* It is recommended that the State Board of Education authorize such a council which will (a) seek to bring about increasing voluntary coöperation in improving teacher education; (b) serve as a means for state-wide planning for teacher education; and (c) advise the State Department of Public Instruction in regard to teacher education. The council should be composed of not more than twenty-five members appointed by the State Board of Education on recommendation of the State Superintendent of Public Instruction. The members of the collaboration committees of the two colleges conferences should be appointed as members of this advisory council. The remaining members of the advisory council should be appointed for staggered terms of three years, with the advice of the boards of directors of the North Carolina Education Association and the North Carolina Teachers Association. There should be representation from public schools, State Department of Public Instruction and lay interests.

The State Department of Public Instruction should provide the advisory council with the services of a staff member to serve as its executive agent.

The success of such bodies in Kentucky, Florida, California, and several other states would indicate that the implementation of this recommendation may well prove to be one of the finest permanent outcomes of the studies promoted by the North Carolina State Education Commission.

Subjects for State-Wide Effort

Preceding sections of this report have already outlined many big jobs for the State Advisory Council on Teacher Education. Working out plans for student teaching, developing criteria for approving teacher education curricula, and evolving a coördinated

plan of continuation education are just a few of the tasks with which this body should be concerned.

Attention should be called to "gaps" which exist at present in the provision for training of specialized personnel for the public schools. The schools need people to fill these positions; *in many cases progress is being blocked because North Carolina has no source of supply for the specialists needed.* Yet the quantitative demand for such workers is relatively small and the training programs are relatively expensive. In many cases satisfactory programs can be developed by pooling the resources of several colleges and other agencies. In other cases one college should be asked to develop a special program to serve the entire state.

The committee is convinced that specialized training programs must be developed. The State Advisory Council on Teacher Education can be of great service in getting these programs developed rapidly. The minimum list of fields includes workers in special education, teachers of industrial arts, counselors and pupil personnel workers, coordinators for distributive education, coordinators for health education, directors for audio-visual aids, plant operation and maintenance personnel, school lunch program directors, and attendance specialists.

It is clear that long term skillful effort will be required to meet most of the problems which face teacher education. It is equally clear that there will be needless duplication with a consequent waste of money and effort unless means are found to provide a coordinated program. The committee believes that the creation of a State Advisory Council on Teacher Education will be one essential means of helping to assure the continuous improvement of teacher education in North Carolina and strongly recommends the creation of such an organization.

SUMMARY OF RECOMMENDATIONS

1. *Definite and exacting criteria for accrediting colleges to be professional schools for the education of teachers should be established and vigorously enforced.*
2. *The standards for teacher education which are to become effective in 1949-50 should be promptly and strictly enforced.*
3. *In each teacher education institution one agency should be given responsibility for developing the program for the education of teachers, recommending for certification, placement, and follow-up.*
4. *A vigorous program of recruitment of teachers for elementary schools should be inaugurated and carried on as outlined in this report.*

5. *Salaries of teachers should be increased considerably and the teaching load reduced as a means of making teaching more attractive and providing more effective work.*

6. *A system of competitive scholarships for persons preparing to teach should be established by the General Assembly as a means of attracting additional and more capable teachers into teaching.*

7. *Physical plants and facilities for teacher education should be more adequate at all institutions. These should include classrooms, audio-visual aids, library and reading room facilities, exhibit space, and laboratories.*

8. *Adequate facilities for observation, participation, and student teaching should be made available.*

9. *A minimum of eight weeks of all day supervised student teaching should be provided for each student teacher.*

10. *Each college should provide one consultant for each 20 student teachers, the consultant to serve as a liaison agent between the college and the schools where student teaching is in progress in an effort to insure to each student the experiences necessary to become a good teacher.*

11. *A special post graduate teaching certificate for supervising or critic teachers should be established. Additional salary should be paid for the supervision of student teachers.*

12. *Each college which educates teachers should accept as its responsibility a part of the in-service program for the education of teachers, such part to be determined by the college and the State Department of Public Instruction.*

13. *Graduate programs that will be of largest worth to the teacher and to the community in which he will teach should be developed.*

14. *The staff of the Division of Professional Service in the State Department of Public Instruction should be enlarged and strengthened to administer and supervise the expanded services of the division.*

15. *The State Department of Public Instruction should be provided with at least one additional highly trained consultant in teacher education to work with the colleges in the development of their professional programs for teachers.*

16. *Division heads in the State Department of Public Instruction should have education equivalent to the doctoral degree and other professional personnel should have qualifications equivalent to or beyond those possessed by persons with whom they will work in a consultant or supervisory capacity.*

17. *Adequate salaries to be determined by the State Board of Education should be paid heads of divisions and other professional personnel in the State Department of Public Instruction.*

18. *Opportunities for professional growth should be made possible for professional personnel in the State Department of Public Instruction.*

19. *The three teachers colleges for whites, the three teachers colleges for Negroes, and the State College for Indians should be placed under the administration of a single board, preferably the State Board of Education if this board is set up according to the recommendations in the chapter on organization.*

20. *The following improvements should be made at the various state institutions offering programs of teacher education:*

(a) *The work in teacher education at the Agricultural and Technical College at Greensboro should be reorganized to insure better coördination and a more thorough teacher education program.*

(b) *The staff at North Carolina College should be strengthened to make possible a stronger graduate program.*

(c) *Approximately one-third of the graduate work for Negro elementary teachers should be done at the three Negro teacher education institutions; the other two-thirds should be given at North Carolina College. All of it should be done, however, under a coöperative agreement of the institutions participating.*

(d) *The University of North Carolina at Chapel Hill should begin at an early date to offer a program of education for elementary teachers.*

(e) *The State College at Raleigh should offer curricula for the education of teachers in science and mathematics.*

(f) *The Woman's College at Greensboro should offer graduate work in such supporting academic fields as is considered necessary.*

(g) *Schools or colleges of education should be reestablished at the University and Woman's College and a school or college of education should be established at State College, Raleigh.*

21. *The State Superintendent of Public Instruction should be charged by law with the general responsibility for encouragement and leadership in teacher education.*

22. *A sound salary schedule should be established for all of the state supported teacher education institutions in North Carolina.*

23. *Travel funds and travel equipment should be provided for all teacher education institutions.*

24. *Health services and counseling and guidance services should be provided in all institutions.*

25. *Follow-up services should be made a part of every teacher education program in the state.*

26. *Certification of instructional personnel should be studied democratically and continuously to insure a constantly improving program of education in North Carolina.*

27. *As a means of assuring the continuous improvement of teacher education in North Carolina there should be created a State Advisory Council on Teacher Education whose responsibility will be to (a) bring about coöperation, (b) serve as a state-wide planning agency, and (c) advise the State Department of Public Instruction on teacher education problems.*

CHAPTER XII

PUPIL TRANSPORTATION

THE information used as the basis of this report was obtained in three ways. (a) Much of it was taken from the records or official documents on file in the office of the State Director of Transportation. (b) Some of it was obtained in answers to questionnaires. Questionnaires concerned only with transportation were used by committee members in about twenty counties with answers obtained from teachers and administrators, county board members, and parents. A different questionnaire was used for all of the county superintendents. Several questions on transportation were included in the opinion poll which was used with thousands of persons throughout the state. (c) The third source of information used in the study was observation and interviews during visitation. Members of the committee visited several counties and interviewed school personnel, school board members, other county officials, and school patrons. During these visits all aspects of the program of pupil transportation were studied.

By assembling the information obtained from these three sources the committee was able to obtain a fairly complete picture of the present transportation program in North Carolina. It then attempted to evaluate this program by application of the commonly accepted criteria of safety, economy, efficiency, and adequacy. Obviously the judgment of the committee on the degree to which the program measured up to desirable standards was subjective to some degree but conclusions were facilitated by comparing the experiences of North Carolina with those of the other states.

DEVELOPMENT OF PUPIL TRANSPORTATION

It has long been an accepted principle in the United States that *it is the responsibility of the state to place within the reach of every child the opportunity for an education.* As long as people accepted a narrow and limited education as satisfactory the state discharged this responsibility primarily through the establishment of small schools within walking distance of most of the children. As demands on the schools for a broadened program increased these small schools found it more and more difficult to meet the needs and the move toward enlarged schools got under way. This made necessary the transportation of children from larger areas into a single school and, as roads and transportation equipment improved, the consolidation of small schools was accelerated. As a result of the necessity for providing a better educational pro-

gram, the transportation of children to and from school has become one of the most important of the auxiliary activities of the school.

In North Carolina, as in other states, pupil transportation at public expense began rather sporadically and on the initiative of local units. The state first permitted the use of public funds for paying the costs of pupil transportation in 1911. Because of poor roads in many areas, poor equipment, and other factors there was no immediate rush to take advantage of this permissive legislation. By 1919 only 7,900 pupils were being transported in North Carolina in 150 vehicles. Table 38 shows the growth of pupil transportation in North Carolina since 1925-26.

Table 38
The Development of Pupil Transportation in North Carolina Since 1925-26

Year	Number of Vehicles	Daily Operating Mileage	Number of Pupils Transported	Cost of Operation	Operating Cost Per Pupil
1925-26.....	2317	51,869	87,283	\$ 1,202,720	\$ 13.78
1930-31.....	4240	117,740	200,416	2,174,134	10.85
1935-36.....	3995	125,776	271,994	1,879,128	6.91
1939-40.....	4536	158,936	333,561	2,294,332	6.88
1946-47.....	4836	185,851	347,073	5,006,799	14.43

As indicated in this table most of the growth in pupil-transportation has taken place in the last 25 years. About four times as many pupils were transported in 1946-47 as in 1925-26. In 1946-47 forty-two per cent of the pupils enrolled in the public elementary and secondary schools of the state were transported to school as compared with approximately 20 per cent for the nation as a whole. In 1946-47 nine per cent of the funds for current expenses of the public elementary and secondary schools of North Carolina were used for pupil transportation as compared with approximately 5 per cent for the nation as a whole. Therefore *pupil transportation has become an even more important auxiliary service of the schools in North Carolina than it has for the nation as a whole.*

STATE AND LOCAL RESPONSIBILITY FOR PUPIL TRANSPORTATION

As has been indicated pupil transportation was first undertaken in North Carolina on the initiative of the local school systems and it was carried on at first largely without the benefit of state supervision, financial assistance, or regulation. Until 1931 the administration, supervision, and responsibility of providing funds for

transportation service was an obligation of each county board of education, although county boards were aided by the State Equalization Fund. Thus the state had only general control over the organization of transportation facilities.

The 1931 General Assembly directed the State Board of Equalization to make a thorough study of the several county systems. The study was aimed at the adoption of a standard system of regulations governing pupil transportation, and the board also was authorized to study bus routes and to make regulations governing the qualification and uniform compensation of employees of the county systems. As a result of the equalization board's study, definite plans and specifications for school bus equipment were adopted and the counties were required to purchase the new type equipment. Uniform operating standards, rules, and regulations governing pupil transportation were also adopted.

In 1933 the state assumed a large part of the responsibility for providing a minimum program of pupil transportation and has continued since that time to bear this responsibility. The present law states that "The control and management of all facilities for the transportation of public school children shall be vested in the State of North Carolina, under the direction and supervision of the State Board of Education, which shall have authority to promulgate rules and regulations governing the organization, maintenance, and operation of the school transportation facilities."¹ The law also provides that the State Board of Education shall set standards for school busses; purchase busses, equipment, and supplies on state contract; set up the qualifications for bus drivers and fix procedures for their employment; route school busses; approve the employment of mechanics; and define responsibilities of local school officials. The responsibilities assigned by law accurately reflect the present activities of the State Board of Education with respect to the program of pupil transportation. This board not only carries on the activities which are enumerated but it has published a handbook in which it has defined the responsibilities and duties of various school officials, drivers, mechanics, and pupils as well as outlined some of the procedures which are to be followed.

In addition to the responsibilities vested in the State Board of Education, certain further responsibilities are vested in the State Highway Department. The Highway Safety Division is required to furnish training for all prospective drivers of school busses. The Highway Safety Division and the State Patrol Division of the North Carolina Department of Motor Vehicles participate in

¹ *Session Laws, 1947*, paragraph 115-374.

the certification of school bus drivers. In addition the State Highway Department is required "to give particular attention to the upkeep of school bus routes."

The administration of the program of transportation is left largely in the hands of local school officials. They employ school bus drivers, see that they are properly certificated, do part of the work of training them, and supervise them. Local school officials employ the mechanics, with the approval of the State Board of Education, operate the garages, and make recommendations with respect to the routing of busses. Local units purchase the necessary supplies on contracts which have been made by the state. Local school employees keep the records and make the reports from which data on the program are assembled. Local boards of education may make additional rules and regulations, not in conflict with those issued by the State Board of Education, for the control of the program of pupil transportation.

From time to time the complaint is heard that "the state exercises too much control" over the program of pupil transportation. Usually, when analyzed, these complaints are found to stem from petty irritations due to the fact that state standards and regulations prevent local patrons or school officials from doing certain things with school busses or from making frequent alterations in school bus routes. Some complaints will occur in connection with these aspects of any program of pupil transportation regardless of the source of administrative authority, and most persons in North Carolina who voiced such complaints indicated that they were not suggesting any change in the scheme of administration but felt that different regulations would "interfere" less. In view of the sentiment expressed by the great majority of local school administrators and the manner in which the program is being operated, there seems to be no serious reason to recommend a change in the present division of authority with respect to pupil transportation between the state and local school units.

FINANCING PUPIL TRANSPORTATION

The cost of operating a minimum program of pupil transportation is financed directly by the State of North Carolina. The state operated system of school transportation has resulted in remarkable economies. The cost per pupil transported in North Carolina in 1947 was \$14.43 as compared with the national average of \$29, and the per pupil cost of transportation in North Carolina was the lowest of any state.

The State Board of Education is given an appropriation for operating this program. The state board, in turn, studies the needs

of each county and budgets an amount sufficient to operate the program in each. This includes the money for operation and supplies such as gas, oil, tires, and batteries; repair parts needed in the maintenance of the fleet; mechanics' salaries; drivers' salaries; and miscellaneous items. The local units purchase supplies in accordance with bids made to the state. They requisition funds from the state to pay for supplies, salaries of transportation employees, and other items included in its transportation budget. If the local unit finds that the allotment for a certain item, such as tires, is not sufficient, the state adjusts the budget in so far as the local unit can justify it. If the local unit wishes to pay its drivers or mechanics more than the minimum established by the state, it must do so from local funds. Reports from the county superintendents indicate that last year 73 counties expended approximately \$200,222 in supplementing the salaries of mechanics and bus drivers. Some counties find it necessary to supplement the salaries paid to mechanics because local wage scales are above the average for the state. Most of the supplements paid to bus drivers were primarily in those counties which use some or many adult drivers although some of the supplements were paid to student drivers.

The state also furnishes the funds for the purchase of school busses to replace those which have worn out. The matter of when a school bus should be replaced is decided jointly by state and county authorities. The record of maintenance costs over recent years and the frequency with which breakdowns have interfered with service are the chief factors in determining the answer to this question. Over a period of several years the state has averaged purchasing about 600 busses annually for replacement purposes. The old busses which have been replaced are sold by the state to the highest bidder.

Funds for capital outlay for new busses to increase the present fleet in a county, for providing a building for a repair shop or garage, or for equipping or replacing the equipment of a school bus garage must be provided entirely from local sources. *This characteristic of the plan for financing pupil transportation in North Carolina is one of the chief defects of the whole program.* Its undesirable results are several. In the first place it may cause a waste of state funds in the continuation of small and inefficient schools. One situation was found where three small schools could have been closed and, with the addition of one teacher at a larger school and two busses, the pupils could have been transported to the larger school. The difference between the cost of operating two busses and the salary for two teachers would have almost paid for the busses in two years and thereafter would have represented

a net saving. The waste continued because the county could not afford to purchase two new busses. As a result the children have continued to have less desirable educational opportunities than could be available to them. This situation is especially striking in the case of many of the small high schools in the state.

The use of local funds for initial capital outlay has an undesirable effect on the quality of transportation service provided for the children of North Carolina. As is indicated in a later section of this report, this service leaves much to be desired, particularly in some counties. This, again, may be traced primarily to the fact that the counties do not have sufficient funds for the purchase of new busses. There seems to be little chance for relieving some of the overcrowded conditions on busses and of making the first pick-up of children approximately one hour before school until a change is made in the method of providing funds for the purchase of busses to expand present fleets.

The maintenance of the school bus fleet also is adversely affected by the method of financing capital outlay for garages and garage equipment. Of approximately ten school bus garages inspected, only one was housed in a modern building designed for that purpose. Several were in ramshackle buildings so poorly suited to the purpose that a maintenance program could not function with maximum efficiency. Some did not have equipment which they could have used profitably. In these cases the counties either could not or had not seen fit to spend money for good buildings and equipment. The state owned the bus fleet, it was paying for the operation and maintenance of the busses, but it could not safeguard its investment by providing an efficient garage in which to carry on the program.

No recommendation is made for a change in the present plan for financing the operation of the bus fleet or for the purchase of new busses for replacement purposes except that the possibilities of further increasing the objectivity of the plan for allocating funds for use by the local school units be carefully studied. Subjective allocations are always liable to possible abuse.

With respect to financing capital outlay for pupil transportation it is recommended that the cost of buildings to be used as school bus garages and the original equipment of the buildings be financed in the same manner as other school buildings; the State Board of Education be given sufficient funds to replace or add to the equipment of any garage when it is deemed advisable; and the State Board of Education be given sufficient funds to purchase new busses needed for the expansion of present bus fleets when and to the extent agreed upon by state and county transportation officials.

THE FUNCTION OF PUPIL TRANSPORTATION

There are two aspects to the question of what shall be the function of pupil transportation. (a) Under what circumstances shall pupils be transported? This is most frequently defined in terms of distance. (b) To what kind of activities may children be transported? In some states they may be transported only from home to the school building and return while in others busses may be used for a wide variety of school activities.

With respect to children who may be transported, the present North Carolina law says: "The State Board of Education shall, in coöperation with the district principal, unless road or other conditions make it inadvisable, route the busses so as to get within one mile of all children who live more than one and one-half miles from the school to which they are assigned; provided that the State Board of Education may, in its discretion, route said busses in such a manner as to get within one-half mile of all children who live more than one and one-half miles from schools to which they are assigned. . . . The State shall not be required to provide transportation for children living within one and one-half miles of the school in which provision for their instruction has been made."²

The State Board of Education has never availed itself of the authority to route busses within one-half mile of children living more than one and one-half miles from school for the simple reason that it has never been given funds to meet the additional estimated expense.

The problem of fixing a walking distance for school children is a relative one which cannot have one single answer. The age and physical condition of the children, the climate and weather, the kind of neighborhood or country through which they must walk, traffic hazards, and whether or not they have a long ride after walking are just a few of the factors which have a bearing on the answer to what is a reasonable walking distance. The application of a single standard in an area even as large as a county may work a hardship in some cases. There is, however, another side to the question. When a bus goes down a lane one-half mile to pick up a child it may increase by five minutes the riding time of thirty children already on the bus and move up by five minutes the time at which they must leave home. If this occurs three or four times an aggregate of several hours of time will be lost by other children on the bus. Necessarily, a standard must be set up which seems to be best for all concerned and only exceptions which are absolutely necessary should be made.

² *Session Laws, 1947*, paragraph 115-376.

With respect to the use of school busses for school activities the present law says: "That use of busses shall be limited to the transportation of children to and from school for the regularly organized school day; provided . . . the State Board of Education is authorized and empowered . . . to permit the use and operation of school busses for transportation of school children on necessary field trips while pursuing the courses of vocational agriculture, home economics, trade and industrial vocational subjects, to and from demonstration projects carried on in connection therewith; . . . for transportation of school children and school employees within the boundaries of any county or health district to attend State planned group educational or health activities."³

Thus the use of busses for purposes other than getting children to and from school is rather strictly limited. The number of requests made to the State Board of Education for permission to use the busses for the specified purposes indicates that such use is infrequent and accounts for an extremely small per cent of the school bus mileage in the state.

There has been a growing tendency on the part of many states to liberalize the restrictions on the use of school busses to permit their use for any regularly scheduled school activity. There is no doubt that there are frequent occasions where the use of school busses will contribute considerably to the achievement of desirable educational objectives. It seems that the school plant is not being fully utilized unless it is used for all phases of a comprehensive educational program. On the other hand, use of busses for such trips can and frequently does cause considerable dislocation of regular schedules of the busses. Since this is the primary purpose for which the busses were purchased such dislocations should be held to a minimum. Further, when a program of maintenance is so set up that busses are greased, gassed, inspected, and repaired on the school grounds during the day, great care must be exercised to prevent the upsetting of this schedule.

It is recognized that the use of school busses must be carefully safe-guarded to prevent abuses and to avoid unnecessary interference with maintenance schedules. It is believed that such safeguards as are necessary can be provided by regulations of the State Board of Education. In the interest of permitting the development of an adequate program of education which at times must extend beyond the four walls of the classroom, it seems apparent that the law should be changed to remove the limitation: "while pursuing the courses of vocational agriculture, home economics, trade and industrial vocational subjects, to and from demonstration projects

³ *Session Laws, 1947*, paragraph 115-374.

carried on in connection therewith—" and to substitute the broader phrase: "While pursuing educational courses or programs as defined by the state board."

ROUTING OF SCHOOL BUSESSES

As has been previously indicated, the responsibility for routing school busses, "in coöperation with the district principal," is vested in the State Board of Education. The law further states that "All bus routes thus established shall be filed with the county board of education prior to the opening of school; and in the event any of said routes are disapproved by the county board of education, notice of same shall be filed with the State Board of Education, and a hearing on such appeal shall be had by said board within 30 days."⁴ There is every indication that the present division of authority with respect to the routing of school busses has, on the whole, worked quite satisfactorily. An overwhelming majority of the local school administrators are in favor of leaving the present arrangement undisturbed.

The efficiency of routing busses may be judged primarily by the extent of overlapping of school bus routes and, to some degree, by the quality of the transportation service to the children. When judged by the first factor the routing of busses in North Carolina has been efficiently done. The amount of overlapping is small and that which exists is due primarily to the location of roads. Since district and county lines are disregarded in the routing of busses it would be extremely difficult to reduce the present amount of route overlapping.

When judged by the quality of service to children it would seem, at first glance, that the routing might be considerably improved. For example county superintendents in 73 of the 100 counties of North Carolina estimated that 3 per cent of their transported pupils have to leave home more than two hours before the school session begins, 7 per cent more than one and one-half hours before the opening of school, and at least 20 per cent more than one hour before school begins. Further examination of data, however, indicates that this condition is not due to the faulty routing of school busses but to the lack of a sufficient number of busses to give adequate service to the pupils. The following figures from records in the office of the State Director of Transportation clearly support this conclusion.

Number of busses operating over one route only.....	2,392
Number of busses operating over two routes.....	2,208
Number of busses operating over three or more routes....	290

⁴ Session Laws, 1947, paragraph 115-376.

Total number of bus routes.....	7,678
Average mileage of bus routes, one way.....	12.5
Average miles traveled by each bus per day.....	37

The conclusion that many of the children who must leave home two to two and one-half hours before school are carried on first trips of busses making two trips was supported by statements of county superintendents of schools. Obviously these children have too long a school day and many of them arrive at school buildings before any constructive activity is provided for them. *The only solution to this problem is to increase the number of busses.* The possibility of making this increase hinges on providing a different method of financing the purchase of new busses for expansion of the fleet.

There was some indication of bad overcrowding on school busses. More of the persons responding in the opinion poll complained about overcrowded busses than about any other feature of the transportation program. There was evidence that a great deal of this is due to picking up children within legal walking distance of the school. The overcrowding of pupils who are legally entitled to transportation, however, can be relieved only by providing sufficient additional busses.

Although the State Board of Education has been assigned the responsibility for routing school busses it does not at present have sufficient staff to give adequate attention to this task. Shifts in pupil population make necessary periodic thorough study of the school bus routes in each county. Some study is desirable every year and rather thorough study at least once every two years. This the present staff is unable to do. In fact the present staff cannot give thorough study in all cases where there have been complaints on school bus routes. Such time as they can give is devoted almost wholly to "trouble shooting" in response to these complaints. The state should provide through its staff much more help in the routing of school busses than it now finds possible.

All school officials report that the State Highway Department has done an excellent job in discharging its responsibility "to give particular attention to the upkeep of school bus routes." Obviously the State Highway Department does not have sufficient funds to hard surface all or even a major portion of the school bus routes and it cannot keep all these routes in passable condition at all times. This department, however, seems to make every reasonable effort to keep the routes open. With respect to the routing of school busses it is recommended that the State Board of Education work toward the objective of providing sufficient busses so that every child legally entitled to transportation will have a seat

on a school bus and no child will be required, except in very unusual cases, to leave home more than one hour before the school session opens. Sufficient staff should be provided to enable the State Director of Transportation to make an annual study of the school bus routes in each county. The State Highway Department should be furnished with information concerning changes in bus routes as soon as these changes are made.

THE SCHOOL BUS FLEET

North Carolina now has in operation more than 5,000 school busses. More than 40 per cent of these busses have been purchased since 1945, although more than 25 per cent of them are eight to ten years old. Information is given below as to the size and age of the busses which make up the fleet.

<i>Number of School Busses by Size</i>		<i>Number of School Busses by Age</i>	
10-19 capacity.....	50	1938—125	1942—375
30-39 capacity.....	1,735	1939—620	1944—350
40-49 capacity.....	3,400	1940—800	1945—275
		1941—610	1946—1,210
			1947—820

The standards which are observed in the purchase of school busses are very similar to those which were recommended by the National Conference on School Bus Standards, although the North Carolina standards are more exacting in some respects.

A common complaint of persons contacted in the opinion poll was that the school busses were unheated. The state is now requiring heaters in all new busses purchased and that condition will be remedied in a few years. The standards now in effect are sufficiently high to guarantee, in so far as school bus construction can do so, reasonable safety and comfort for the children who are transported.

SCHOOL BUS MAINTENANCE

Ninety-eight of the 100 counties in North Carolina maintain school bus garages in which is carried on a major portion of the school bus maintenance program. A county garage may employ one or several mechanics, depending on the size of fleet to be maintained. The efficiency of the program is increased by the use of service trucks to carry on the inspection, lubrication, and minor repairs at places where busses are stored during the day. *When considered from the standpoint of economy and from the standpoint of keeping the busses regularly in service, the program of school bus maintenance in North Carolina is probably the outstanding one of the nation.*

In spite of its general excellence the program of school bus maintenance has some defects, most of which can be remedied. The buildings used as garages in some counties are not at all satisfactory for the purpose and sometimes garages do not have all of the equipment they could profitably use. This can be remedied by a change in the method of financing as was previously recommended. Many of the counties are too small to own equipment which is occasionally needed and no provision has been made for setting up garages in which this kind of work can be done. The State Board of Education does not have sufficient staff to give as much help as is desirable in supervision of the operation of these garages. Most county superintendents stated that they would like for their men to have much more help from the state level in organizing the maintenance program and in carrying it on. The State Director of Transportation has been able to operate some regional conferences for school bus mechanics but has not been able to give a very large percentage of the help which could be profitably used.

With respect to school bus maintenance it is recommended that:

(a) The State Board of Education be authorized and granted sufficient funds to set up from two to four area garages to take care of those maintenance jobs which require rather expensive equipment and special skills but which are needed so infrequently in the average county that it could not justify the investment in the needed plant and equipment.

(b) The staff of the State Director of Transportation be sufficiently increased to enable him to give counties adequate assistance in the operation of school bus maintenance programs and to operate directly those area garages which are established.

SCHOOL BUS DRIVERS

North Carolina has received nation-wide publicity because of its extensive use of high school pupils as school bus drivers. During the past five years between 80 and 85 per cent of the bus drivers in the state have been high school boys and girls. Because such extensive use of boy and girl drivers represents a practice different from that of most states and because the use of boys and girls can be an important factor in achieving economy in pupil transportation, other states have been greatly interested in the North Carolina experiment.

The school bus driver is the most important single element in the transportation program. Upon him, much more than upon the kind of traffic hazards to be faced or even the construction of

the bus, depends the safety of the children who are transported. This is very important because *safety of the children is the number one criterion for judging the success of a transportation program*. The driver can do as much to achieve economy in transportation as almost any other single individual. Indeed the economy with which his own vehicle is operated is almost entirely in his hands. The driver should be an important public relations agent for the school. The way he handles children and the way he deals with parents will have a great deal to do with the attitude of a considerable number of people toward the school.

Although school boys and girls have been driving most of the school busses in North Carolina for more than fifteen years a good part of the public is not yet convinced that they are as good drivers as adults. In the opinion poll conducted in connection with the survey approximately one-half of the persons who answered this question stated that they thought adults were better bus drivers than high school boys and girls. There was no such division of opinion, however, among the county superintendents who supervise the transportation program of North Carolina. Seventy per cent of the county superintendents who replied to the questionnaire stated that high school boys and girls made more satisfactory bus drivers than the adults available.

One of the questions most frequently raised concerning use of school boy and girl drivers is whether they will be as safe drivers as adults. Table 39 shows the accident record of bus drivers in North Carolina during the last five years.

Table 39
Accident Record of North Carolina School Bus Drivers

Year	Total Number of Drivers	Total Number of Accidents	Student Drivers			Adult Drivers		
			Number of Drivers	Per Cent of Total Number of Drivers	Number of Accidents	Number of Drivers	Per Cent of Total Number of Drivers	Number of Accidents
1941-42.....	4807	107	3987	83	88	820	17	19
1942-43.....	4810	129	3904	81	103	906	19	26
1943-44.....	4782	71	4052	85	42	730	15	29
1944-45.....	4789	76	4063	85	56	726	15	20
1945-46.....	4814	78	4005	83	60	809	17	18
Average.....				83.4			16.6	
TOTAL.....	24,002	461	20,011		349	3,991		112

This table reveals that, over the five-year period from 1941-42 to 1945-46, an average of 83.4 per cent of North Carolina's school bus drivers were high school boys and girls. It also shows that this average of 83.4 per cent of bus drivers of the state who were high school boys and girls were responsible for only 75.7 per cent of the accidents involving school busses. This may not be an entirely valid comparison because adult drivers may have been assigned the more dangerous routes of the state, although there is no record to show that these accidents occurred on the more dangerous routes. This record certainly may be interpreted, however, to indicate that the experience of North Carolina shows *there is nothing to the contention that properly selected and trained high school boys and girls will be more reckless bus drivers than adults*.

Another frequent charge is that discipline is not as good on school busses driven by boys and girls as it is on those drivers by adults. Many disciplinary troubles on busses may be traced to overcrowded conditions instead of to the type of driver in charge. The county superintendents indicated that complaints about discipline on busses seem to come in as frequently for adults, considering the number employed, as for student drivers.

There is one fundamental issue that should be considered in settling the question of whether students or adult drivers will be used on school busses. Suppose it is agreed that, on the average, adult drivers are in some degree more satisfactory than student drivers. These adult drivers will be paid an average of \$25 to \$50 more per month than student drivers. For a county with 50 busses and a nine-month term this could amount to \$10,000 to \$20,000 per year. The fundamental question which must be considered is whether this additional investment of \$10,000 to \$20,000 in drivers' salaries will yield as much return to the boys and girls of the county as it would have if it had been invested in the educational program of the county. Certainly, most of the counties of North Carolina must take the additional money required from the educational program if it is used for the higher salaries of adult drivers.

There is no general agreement on a satisfactory minimum age for school bus drivers. It is pretty generally agreed that, regardless of minimum or maximum ages, a great deal can be done in obtaining competent school bus drivers by setting adequate standards for drivers, by using the proper methods in their selection, by giving them proper training, and by giving them adequate supervision.

The standards for school bus drivers in North Carolina are rather brief and few in number. One standard is that he must be between the ages of sixteen and sixty. Another is that he be

"able-bodied, free from communicable disease and physical handicaps, mentally alert, and sufficiently strong physically to handle the bus with ease, and to make emergency repairs." A third requirement is that he be trained and examined by the Highway Patrol, and that the Highway Patrol certify that he is a fit and competent person to drive a school bus. Apparently there is no machinery for enforcing the second requirement concerning the physical fitness of the driver. No medical examination is required and apparently no one knows that the drivers meet this requirement. The fact that this situation has been little noticed probably is because over 80 per cent of the drivers are boys and girls and less likely to suffer from health defects than adults. These standards, if strictly observed, should offer every reasonable protection. The requirement of a medical examination for school bus drivers would be in keeping with a practice which is gradually being adopted by other states.

Present regulations vest authority for selecting bus drivers in the school principal subject to the approval of local committeemen or trustees and of the county superintendent. This provides for the selection of the driver by the person who supervises him and to whom he is locally responsible, but provides for a review of the judgment of the principal. Such a procedure seems to have resulted in the selection of reasonably competent school bus drivers in North Carolina.

The training program for school bus drivers in North Carolina was the first such state-wide program in the United States. There are several excellent features of this training program. First, every person who drives a school bus must have completed this training program. There are no exceptions to this rule, so far as could be determined. Second, a person must have taken this training before he is appointed as a driver. The principal does not select someone and hope he can qualify as a driver. This relieves the training officers of working under the pressure that certain persons should be certificated because they have been elected as drivers. Third, the state now has a sufficient staff to do a more adequate job of training than was once possible. Most county superintendents feel that the training officers are doing a fairly thorough job in the actual training and, very frequently, in following up this training with an attempt to see how well the trainees are performing.

The present training program deals primarily with traffic laws, rules and regulations, good driving practices, and related topics. The training program appears to be weak in providing sufficient training for drivers in how to deal with parents and patrons, handle disciplinary problems, and make necessary records and reports.

There are many statements in the rules and regulations concerning some of these points but often the interpretation of rules and regulations or experience in carrying them out are more important than merely knowing the rules and regulations. Such training should be the job for school administrators. While much of it is being done, much remains to be done because the responsible school administrators do not have the time for it.

The supervision of school bus drivers is primarily the responsibility of local school principals. Some seem to devote considerable time to this task while others devote very little to it. Again this seems to be the result of a lack of time on the part of principals. Many of them have full-time duties in addition to their responsibilities for pupil transportation and, until this condition is relieved, very little improvement can be expected in the supervision of school bus drivers.

With respect to school bus drivers it is recommended that a medical examination be made one of the requirements for school bus drivers; materials be prepared to aid school administrators in training bus drivers to keep accurate records and make necessary reports; and the responsibility of the principal for supervision of bus drivers be recognized more universally in the time schedules of school principals.

SCHOOL BUS INSURANCE AND LIABILITY

There are two legal provisions in North Carolina related to insurance and liability in transportation. One is concerned with fire insurance and states that "The State Board of Education, in its discretion, may effect fire insurance coverage on the school busses, or act as self-insurer."⁵ At the present time the State Board of Education is carrying fire insurance in the amount of \$5,650,000 to cover 5,100 busses. This insurance is purchased by bid. During the last five years this board has paid out \$43,339 for fire insurance on school busses and during the same period it has received insurance payments in the amount of \$13,864 due to fire damage to school busses.

The second provision is concerned with the payment of medical or funeral expenses for pupils injured or killed on or by school busses. This law is as follows:

"The State Board of Education is hereby authorized and directed to pay out of said sum provided for this purpose to the parent, guardian, executor, or administrator of any school child, who may be injured and/or whose death results from injuries received while such child is riding

⁵ *Session Laws, 1947, paragraph 115-341.*

on a school bus to and from the public schools of the state, or from the operation of said bus on the school grounds, or in transporting children to and from the public schools of the state, medical, surgical, hospital, and funeral expenses incurred on account of such injuries and/or death of such child in an amount not to exceed the sum of six hundred and no one-hundredths dollars (\$600.00)."⁶

The State Board of Education has been making payments of state funds in accordance with the provisions of this act since 1937. The board has been guided, to a large degree, by the standards and recommendations of the Industrial Commission in judging the fairness of the claims against this fund. During 1946-47 the board paid out the sum of \$7,596 in settlement of claims. During the last five years the amount paid out for these claims has averaged approximately \$8,000 annually.

Practically all of the county superintendents who were interviewed expressed the opinion that the present plan for compensation for injury or death of pupils while being transported is not adequate. This conclusion is supported by at least two facts. The first is that in every legislature there are a few bills providing for compensation for expenses, over and beyond the provisions of the present law, in connection with the injury or death of children by or on school busses. The 1947 legislature passed relief acts of this nature totalling approximately \$8,000. The necessity for a legislative act may impose considerable hardship on the person or persons involved. The second indication that the present plan is inadequate is that 20 counties of 73 reporting are now carrying accident policies which provide for payments up to \$1,000 to a pupil for an accident related to pupil transportation. These counties are paying approximately \$23,309 per year for these policies, an amount more than three times the total paid out by the State Board of Education in 1946-47 for medical and funeral expenses. This insurance is not prohibited by state law but the cost of it is not included in the minimum transportation program guaranteed by the state. This means that these counties are paying the cost of it from local funds.

A second inadequacy of the present compensation law is the definition of the kind of accidents for which compensation may be made. The law says the accident must be "while riding on the bus" or must result "from the operation of said bus." This means that a child who steps off a school bus and is hit by a passing car is not protected even though the bus driver may have been responsible because he should have seen that the road was clear

⁶ *Ibid.*

before he opened the door of the bus to let the child get out. Most persons who have studied this question believe that whatever protection is given to pupils who are transported should be broad enough to cover the child in the act of boarding or leaving the bus.

There is no provision in the present law for compensation for property damage caused by school busses. This means that if a parked car is hit by a school bus there is no recourse for the car owner except to appeal to the legislature for a special act. When this is done the person who makes the claim may not receive any compensation for this damage for one to two years. In the meantime he is at a loss to know what repairs can be made from the funds he may receive and it is possible that some part of his claim may be disallowed. In 1947 the legislature passed one omnibus bill in which 59 claimants were compensated a total of \$8,822 for claims for property damage caused by school busses.

With respect to insurance and liability it is recommended that the State Board of Education should investigate the possibility of acting as self insurer with respect to fire insurance on school busses; the present limitation on the amount the state board may pay for medical or funeral expenses should be removed from the law, thus allowing the state to assume all reasonable costs connected with such expenses up to the amounts authorized under the Workman's Compensation Act; the state board should be authorized to include in such payments the cost of special appliances, such as artificial limbs, made necessary by these accidents and also the cost of any special training which may be necessary as a result of such accidents; the coverage of the present provision should be broadened to protect children in the act of boarding or leaving busses even though not injured by the bus; and the State Board of Education should be given authority to settle, in its discretion, claims resulting from property damage caused by school busses.

BUSINESS MANAGEMENT

The business management of the transportation program in North Carolina, for a whole state, is probably the most efficient in the United States. Equipment and supplies are purchased in large lots and on bids. This results in very low prices and it is so administered that it results in little inconvenience for local units. The state recently purchased several hundred all-steel 48-passenger busses on medium chassis for approximately \$2,650 per unit. Comparable busses are being sold to individual bus contractors in some parts of the country for as much as \$4,000 and to small school units for as much as \$3,500. The same kind of

saving is being made on the supplies being used for transportation. All of these are purchased at or less than wholesale prices.

The records being kept on the transportation program are among the most complete in the country. Probably more accurate information concerning the various aspects of the transportation program is collected in North Carolina than in any other state. The system of records and reports has been evolved through long experience and, when used as planned, will yield the information necessary to evaluate the efficiency of operation.

SUPERVISION OF TRANSPORTATION

Reference has been made frequently to the lack of sufficient personnel for doing certain jobs. This is true at both state and local levels. The State Director of Transportation has three persons to assist him in carrying on the responsibilities assigned to him. These four persons cannot discharge adequately all their responsibilities. It is estimated that at least ten qualified persons are needed to discharge the responsibilities assigned to the office of the State Director of Transportation. It is believed that there would not only be sufficient saving in money to more than pay this group but also that their work would result in a decided improvement in the quality of service rendered.

At the local level the county superintendent is responsible for administering the transportation program. Very frequently the county superintendent has no professional assistance and has very little time to devote to the transportation program. It seems apparent that enough professional assistance to permit a county school administrator to devote more time to transportation will pay dividends both in money saved and in increase of quality of service. Similarly, the local school principal usually does not have sufficient time to discharge adequately the transportation responsibilities assigned to him. The time schedule of the principal should recognize this responsibility and should allow sufficient time for it.

SUMMARY OF RECOMMENDATIONS

1. *The state and county should share the cost of capital outlay in the same ratio as they share the cost of other buildings, according to the plan proposed for financing the whole program in the state. The cost of buildings to be used as school bus garages and of the original equipment of these buildings should be financed in the same manner as other school buildings.*

2. *The State Board of Education should be given sufficient funds and authorized to replace or add to the equipment of any garage when it is deemed advisable.*

3. *The State Board of Education should be given sufficient funds and authorized to purchase new busses needed for the expansion of present bus fleets.*

4. *Except for those changes the present plan of financing transportation in the state should be continued but a more objective formula should be developed to serve as a basis for the allocations to be made for each county.*

5. *The State Board of Education should be authorized and empowered to permit the use of school busses for the transportation of children on necessary field trips "—while pursuing educational courses or programs as defined by the State Board."*

6. *The State Board of Education should work toward the objective of providing sufficient busses so that every child legally entitled to transportation will have a seat on a school bus, and no child will be required to leave home more than one hour before the school session opens, except in very unusual cases.*

7. *Sufficient staff should be provided to enable the State Director of Transportation to make an annual study of the school bus routes in each county.*

8. *The State Highway Department should be provided with information concerning changes in bus routes as soon as these changes are made or planned.*

9. *The State Board of Education should be authorized and granted sufficient funds to set up from two to four area garages to take care of those maintenance jobs which require rather expensive equipment and special skills but which are needed so infrequently in the average county that the investment in the needed plant and equipment could not be justified.*

10. *The staff of the State Director of Transportation should be sufficiently increased to enable him to give counties adequate assistance in the operation of bus maintenance programs and to operate directly those area garages which are set up.*

11. *A medical examination should be made one of the requirements for school bus drivers.*

12. *Materials should be prepared to aid school administrators in training bus drivers to keep accurate records and make necessary reports.*

13. *The responsibility of the principal for supervision of bus drivers should be recognized more universally in the time schedules of school principals.*

14. *The State Board of Education should investigate the possi-*

bility of acting as self insurer with respect to fire insurance on school busses.

15. The limitation on the amount the state board may pay for medical or funeral expenses should be removed from the law, thus allowing the state to assume all reasonable costs connected with such expenses up to the amounts authorized under the Workman's Compensation Act.

16. The State Board of Education should be authorized to include in such payments the costs of special appliances, such as artificial limbs, made necessary by these accidents and also the costs of any special training which may be required as a result of such accidents.

17. The coverage of the present provision should be broadened to protect children in the act of boarding or leaving busses even though not injured by the bus.

18. The State Board of Education should be given authority to settle, in its discretion, claims resulting from property damage caused by school busses.

CHAPTER XIII

THE SCHOOL PLANT

IN any community the school plant consisting of buildings, grounds, and equipment may greatly facilitate or handicap the educational program. A school plant which is inadequate or obsolete may provide such serious handicaps that they cannot be overcome regardless of funds or services which may be available for the current program.

In approaching this study of the school plant problems and needs in North Carolina, it was decided that the existing school plants should be judged by the extent to which they are meeting space and educational adequacy, community needs, and health and safety requirements.

Members of the committee visited and studied in detail many of the rural and urban buildings in the nine representative counties. The committee wished to study the situations as they actually exist with the plants in operation.

All of these nine counties were visited by some members of the committee. Members of the committee also talked at length with school officials and laymen and obtained their ideas and suggestions as to the present plant situation and needs.

Following visits to the representative counties, a questionnaire was prepared and sent to all superintendents to obtain information from school systems throughout the state. These data form the basis for most of the tables and many of the objective statements in this chapter.

PRESENT STATUS OF PLANT

Space Adequacy

In regard to space adequacy, it is evident that many of the schools studied are in need of additional rooms. Many classrooms were found to be overcrowded, inadequate, and in poor condition. For example, at the Roaring River School in Wilkes County, two classes are being taught in a temporary building which was moved from another location. This building is heated by a stove in each room. Another building of thin wall frame construction has been erected on the grounds to accommodate the overflow. The Flint Hill School in the same county is an obsolete two-room frame structure in very poor state of repair and heated with stoves. These buildings represent a type of structure that should be replaced. Several other counties have some buildings of the same type.

The Ronda School building in Wilkes County is an old brick

structure. It is a two story structure with a basement which is now being used as classrooms. The corridors in this building are narrow and the lighting is poor. The toilet space is decidedly limited and the heating system is entirely inadequate. This type building is found in many communities in the state.

The classrooms for the elementary grades in the schools of the state are generally too small, in most instances about 21 x 30 feet. This space is entirely inadequate for 30 or more pupils engaged in a modern activity program.

In many schools the only laboratories are regular classrooms. These generally are poorly equipped. In Brunswick County a laboratory was visited in which the only evidence that it was a laboratory was a pipe which provided running water.

The shops though usually fairly well equipped are frequently small and inadequate.

In most of the schools the auditoriums, gymnasiums, libraries, and other auxiliary rooms are in keeping with the rest of the buildings. They are generally small, poorly lighted, and meagerly furnished. In many cases the auditorium is combined with the gymnasium.

The school sites in most instances should be enlarged and improved for outdoor recreation and many of them should be made more attractive.

There are many very satisfactory buildings in the counties and cities studied and some have ample and attractive sites. The High Point Senior and Junior High Schools are good examples. The Greensboro Senior High School is a modern well equipped plant. The Alamance School of Guilford County, when completed, will be a good functional school plant. The Rock Ridge School in Wilson County is attractive and very serviceable. In these counties and cities the problem is one of expansion. The school population is outgrowing the school facilities and additional space is required.

Table 40 indicates the condition of present teaching space in the schools of North Carolina as revealed by questionnaires returned from representative school systems.

The returns from the questionnaires show that during the next 10 years the state will need to construct for *white schools* approximately 250 new school buildings and 650 additions including 3,500 elementary classrooms, 2,500 high school classrooms, 2,500 special instruction rooms, and 1,500 large general rooms; and that this program will result in the abandoning of 320 schools now in operation.

These returns also show that during the next 10 years the state will need to construct for *Negro schools* approximately 275 new school buildings and 185 additions including 3,500 elementary

Table 40
Condition of Present Instruction Space in Representative
School Buildings in North Carolina

Condition or Classification of Rooms	Percentage of Rooms		
	Elementary School	High School	Special Instructional
WHITE SCHOOLS			
Satisfactory.....	70	84	64
Major Alterations Needed.....	17	13	22
Should be Abandoned.....	13	3	14
NEGRO SCHOOLS			
Satisfactory.....	42	61	50
Major Alterations Needed.....	5	1	10
Should be Abandoned.....	53	38	40

classrooms, 1,500 high school classrooms, 1,500 special instruction rooms, and 1,000 large general rooms; and that this program will result in the abandoning of 950 schools now in operation.

Educational Adequacy

The older school buildings of the state in general fail to meet the needs of a modern school program. They were planned for a different program or, in some instances, the original planning was not done in relationship to a school program. A school plant should be designed to meet the needs of the educational programs and community services to be housed. Most of North Carolina's school buildings were built before it was considered necessary to provide health clinics, lunchrooms, adequate shower and dressing space for physical education, homemaking facilities, opportunity for pupil participation in science laboratory activities, and many other facilities required for a modern program.

In a great many instances the auditoriums were planned with classrooms opening directly into them, thus limiting the use of these auditoriums during the school day. In a large percentage of the buildings the auditoriums cannot be heated without heating the rest of the building. This is also frequently true of gymnasiums. Too many shops are not equipped or arranged to be of service to farmers in keeping their machinery in condition. These are all serious handicaps that often cannot be overcome without major alterations.

Operation and Maintenance of Plant

It is not possible with funds now available to provide proper janitorial service. Maids are provided in too few instances to help clean and care for even the larger buildings. It is not unusual in North Carolina to find one janitor doing all the custodial work for a school of 20 to 25 teachers. The ratio of an adequate custodial staff to the number of teachers employed in a plant is affected by many factors, such as the age and condition of the building and the type of heating facilities. By and large, however, the generally accepted standard for custodial services is one full-time janitor for every ten teachers or major fraction thereof.

Many of the school buildings are in a poor state of repair. In one building in Brunswick County, for example, there are bad leaks around the flashings and rain blows in around the windows. In some counties and cities no regular maintenance forces are provided. The painting and other repair work that is done is contracted. School systems employing maintenance crews on an annual salary are convinced, and available data support this point of view, that it is the most satisfactory method of handling the maintenance work. Most of the schools are crippled by a lack of sufficient funds for their maintenance program.

The buildings in general can be greatly improved in attractiveness through more frequent painting and more careful selection of color schemes. The visual comfort and efficiency can be greatly improved through this means. This is true in those units which have better buildings as well as in those with the poorer buildings. The lighting in older buildings, with one to four small bulbs in the classrooms, is very inadequate.

Sanitary Facilities

There are still many outdoor toilets in the group of schools studied. There are many old buildings with inadequate water pressure, obsolete seat flushing valves, and solid round seats. In many schools small children are using adult height stools. In most instances the newer buildings have eliminated these handicaps.

The greatest problem in regard to drinking water is in the small rural schools. The utensils used there are often insanitary. The wells, in a great many instances, do not provide for draining away spilt water. Too often they are shallow and affected by surface water.

School plant policies of the various county and city administrative units have varied greatly over a period of years. In some of the units the policy has been followed of keeping taxes down, regardless of the condition of the school buildings and equipment.

Instances are found in which even relatively wealthy administrative units have a low investment in the school plant and in which no satisfactory building program has been developed. On the other hand some of these administrative units have gone ahead and have done a reasonably satisfactory job.

The amount invested in the school plant per white pupil enrolled in the county administrative units in 1943-44 was found to range from \$459.19 in Currituck County to only \$40.53 in Cherokee County. These data are based upon the pre-war cost of school buildings. Since the cost of school buildings has doubled in the postwar years, these data need to be adjusted accordingly when compared with the value of buildings constructed in the postwar years. The investment per pupil enrolled in Negro schools was found to vary in 1943-44 from \$187.56 in Stanly County to only \$2.13 per pupil in Gates County. The state average for buildings for white children in county school systems was \$154 per pupil and for Negroes was only \$44. In cities the average for whites was \$305 and for Negroes was \$129. The range at the present time is practically as great apparently as it was when this study was made.

There can be no real justification for such a variation in school plant investments. Obviously, not much of a school program can be expected in a county or city in which the school plants are so inadequate that the investment per pupil is a small fraction of what is found in other counties and cities.

In general the investment in school plants tends to be lowest in the least wealthy counties and highest in the most wealthy, although, as indicated above, there are exceptions to this generalization. Table 41 gives the approximate value of school property per state allotted teacher in the ten most wealthy counties (based on assessed valuation per state allotted teacher employed) and in the ten least wealthy counties in the state for the year 1947-48. It will be noted that the ten most wealthy counties have an investment which is considerably greater on a state allotted teacher basis (\$5,693 to \$3,170) than the ten least wealthy counties. At least some of those differences are explained by the fact that school building construction in the state has been left entirely to local initiative and support and by the fact that the financial ability of local administrative units varies so much that some of the least wealthy find it impossible to provide adequate school plant facilities when they have to rely entirely on local effort. The table also shows that the school plant investment in the ten most wealthy cities is *over twice* as great as in the ten least wealthy cities. The average investment in cities is nearly twice as great as the average for the rural portion of counties.

Table 41

Investment in School Plants Per State Allotted Teacher Employed in the Ten Most Wealthy Counties and Cities and in the Ten Least Wealthy Counties and Cities in the State.

Area	Average Plant Value Per State Allotted Teacher-1947
<i>Counties</i>	
Ten Most Wealthy.....	\$5,693
Ten Least Wealthy.....	3,170
Average for All Counties (Rural).....	4,829
<i>Cities</i>	
Ten Most Wealthy.....	\$11,921
Ten Least Wealthy.....	5,355
Average For All Cities.....	9,360
State Average.....	6,055

The average investment in the ten counties having the largest investment per state allotted teacher is \$8,351; in the ten lowest counties it is only \$2,844—less than one-third as much. In the ten cities with the highest investment the average is \$14,471, and in the ten cities with the lowest investment it is only \$4,294—less than one-third as much.

In spite of the fact that North Carolina made considerable progress with school building construction and school consolidation in the 1920's and again during the latter part of the 1930's, the investment in school plants in North Carolina has consistently been less than half of the average investment per pupil for the United States, and has been only a small fraction of the investment found in a number of the states which exceed the national average. In 1943-44, according to the United States Office of Education Biennial Report, the average value of school property for enrolled pupil for the entire nation was \$341. The average value in North Carolina per pupil enrolled was only \$156.

SCHOOL PLANT NEEDS

The period between 1923 and 1930 is recognized as the period of great growth and development in consolidation of schools in North Carolina. Vast numbers of new buildings were erected during that period. The buildings answered very satisfactorily the needs of the program and the course of study of that day and, for a time, the program of rural school building construction was keeping pace with that of the cities and towns. The depression caused school building construction to cease almost entirely; but

with the advent of the Public Works Administration and Works Progress Administration emphasis was again given to the program of school building construction and, as a result, many new buildings were erected over the state during the 1930's. The state was far short of the goal when World War II began and the program had to be practically discontinued.

During the time when building was in progress with the help of Public Works Administration and Works Progress Administration, consideration was being given to important changes in the course of study. As a result school systems were beginning to erect buildings with a number of auxiliary rooms. As the course of study broadened, especially as it pertained to vocational education, it was necessary to include sufficient space in the new buildings for the new courses. Also many more types of activities were being carried on by students, so rooms available for these activities in the school had to be included. Future buildings will have to include even more special rooms. The cities and towns have always taken the lead in expanding the course of study; however, many rural communities were quick to follow the examples set by the cities and towns. Much of the school plant progress made in this state has been due to the able efforts of the State Director of Schoolhouse Planning. His bulletin, *Functional Principles in Planning School Plants*, has been the guide for the planning of some of the state's best school plants.

A Look At the Future

The schoolhouse of the past is not adequate for present and future educational and community needs. School plant planners must think in terms of larger classrooms for more pupil activities; provision must be made serving the many interests of adults; greater attention must be given to better seeing conditions for eye sight conservation; and more consideration must be given to the health and safety of occupants.

The modern primary classroom requires about 900 to 1,000 square feet of floor space. Each first grade room should be provided with drinking, washing, and toilet facilities.

All elementary classrooms should be provided with work counters, sinks, ample cabinet space for general and individual books and supplies, and facilities for pupils' and teacher's wraps. The trend is toward less chalkboard which should be lighter in color. The elementary classroom requires considerable eye level tack board. Classroom furniture should be informal and should permit easy rearrangement to meet the needs of various individual and group activities. Upper elementary grade rooms require about 800 to 900 square feet of floor space for a modern program.

The recommendations made by the State Department of Public Instruction regarding science laboratories, home making facilities, and facilities for the teaching of vocational agriculture, shop work, and industrial arts are reasonably satisfactory for present needs, but these recommendations should be considered as minimum.

Various types of auxiliary rooms should be included for both elementary and high schools:

(a) Library rooms should certainly be included in all plans and ample shelving and storage space should be provided. The librarian should have a separate room to be used as a work room where records can be kept and repairs to books can be made. Also, there is need for table space for use by students doing reference work.

(b) There should be teachers' work rooms which are sufficiently large to provide storage space for materials as well as work space for teachers.

(c) Provision should be made for the use of audio-visual aids because the trend is definitely toward more of this type of instruction.

(d) With the increased emphasis on health and physical education, a clinic room is essential. It can be used by the doctors, dentists, and nurses when making routine check-up and be made to serve as a sick and first aid room.

(e) Provision should be made for students' activity rooms to serve as places where the various clubs can meet and where work on school newspapers may be done.

(f) Music rooms and provisions for storing instruments should be included in school building plans.

(g) The efficient administration of a school requires suitable space for private and general offices of the principal and his staff, fireproof files for the safe keeping of school records, work of janitors, and general storage.

Large general rooms are a necessity in the modern school plant. The major activities for which such space must be provided are assembly, recreation, and lunch. It is most desirable that each of these three activities be provided with a separate facility.

Many small schools, however, will find it difficult to provide separate assembly and recreation facilities in addition to the required teaching areas. The multiple purpose room is often the best compromise for the small school. A facility of this type is also very desirable for the larger schools to supplement separate audi-

toriums and gymnasiums. The multiple purpose room should be planned so it can be used for small community gatherings when a space smaller than the main auditorium is desirable. This room should be equipped with a stage, and it could answer the needs of both band room and dramatic arts room.

In addition there should be small rooms to serve as music practice rooms, with space for uniforms and costumes. Such rooms are useful for many other purposes.

Many of the schools now have gymnasiums with shower and locker space. These should be included in all buildings in which they are not already provided.

The expanding program of education demands that buildings be constructed with ample space to take care of all the needs of a growing program. Consideration should also be given to the fact that in North Carolina, within the next few years, there will probably be a 25 per cent increase in the number of children attending school, due to increased birth rates and better attendance when the recommendations in the chapters in this volume become operative. A wise and economical program will consider future needs in present planning.

FINANCING THE SCHOOL PLANT PROGRAM

Neglect of State Responsibility

The State of North Carolina assumes responsibility for the payment of salaries of teachers and some clerical workers and janitors. It provides limited transportation, fuel, water, and light. There its financial assistance ends. The counties must provide funds for capital outlay, maintenance of plant, debt service, and insurance.

These divided responsibilities have brought about an unbalanced situation. The wealthier counties have been able to provide and maintain fairly adequate buildings, whereas the poorer counties have not been able to provide plants which would meet even minimum requirements for carrying out the educational program. Conditions observed in the nine counties in which special studies have been made may be assumed to be typical of conditions prevailing throughout the state. There is a tremendous contrast between facilities offered by the wealthier counties and those provided by those economically less fortunate. No one could expect a rural school in Wilkes County, for instance, to carry on a program in its obsolete and inadequate plant comparable to that found in the better rural schools of Guilford or Forsyth. The contrast is even greater if comparison is made with city systems in these counties. On the one hand children are sitting two in a seat at a ramshackle desk, sixty to a room, warmed by a dilapidated

iron stove, under a leaking roof, with no artificial light, in a school which has no sanitary facilities and no playground space. On the other hand, children are attending schools which are heated by concealed radiation thermostatically controlled and which have well ventilated rooms, modern lighting equipment, sanitary toilet facilities, and ample playground space. Naturally the best teachers are attracted to these better schools and so the child in the poorer county suffers a double loss. *The philosophy of education in North Carolina is based on equal opportunity for all the children of the state, but under the present system there is no equality of opportunity.* The wide variation in the ability of the 100 counties to finance suitable facilities constitutes a major school building problem in North Carolina.

Dual Responsibility for Plant at Local Level

Funds for capital outlay, maintenance, and debt service are provided by the county commissioners. The city and county boards of education make up their budgets based on the needs of their system but the amount of the tax levy is a matter determined by the commissioners. Funds required by law to be used for maintenance of plants are derived from fines, forfeitures, penalties, dog taxes, and poll taxes. In addition to funds from these sources, there is usually a levy for current expenses. The difficulty county and city superintendents have in making up a budget can readily be understood when much of the principal revenue comes from such unpredictable sources. Some county commissioners are not primarily interested in the needs of the schools, and consequently, fail to levy sufficient taxes to provide minimum requirements.

The local political situation is often a factor in determining support given by the commissioners. *Theoretically, capital outlay for school buildings should be distributed to the county and city administrative units on the basis of need, but actually this is disregarded in many counties.* Discrimination in favor of rural schools exists in some sections and in favor of city systems in other localities, depending upon the local political situation.

Additional Facilities Needed

The committee estimates that it will require approximately \$150,000,000 to provide the additional school facilities now urgently needed and to renovate and modernize existing plants in the state.

Table 42 shows the distribution of the proposed program according to sites, new buildings, additions, alterations, and equipment for both white and Negro schools. These estimates are based on returns of questionnaires, current cost corrections of previous

estimates by the State Department of Public Instruction, and the best judgment of the committee based on its observations and inspection visits throughout the state.

Table 42
Estimated School Plant Needs of North Carolina¹

Nature of Need	White Schools	Negro Schools	Total
Acquisition and Improvement of Sites.....	\$ 1,000,000	\$ 500,000	\$ 1,500,000
Construction of New Buildings.....	37,000,000	41,500,000	78,500,000
Construction of Additions and Annexes.....	33,000,000	15,000,000	48,000,000
Alterations and Renovations.....	9,000,000	3,000,000	12,000,000
Equipment and Furniture for Old and New Buildings.....	5,000,000	5,000,000	10,000,000
TOTAL.....	\$ 85,000,000	\$ 65,000,000	\$ 150,000,000

Inasmuch as there has been but little or no building in most counties during the war years, there is an accumulated emergency need. This situation is becoming more aggravated each year because of increased enrollments as a result of high birth rates during the war years. In the past seven years 663,074 babies were born in North Carolina. The trend is still upward. In 1947 there was an increase of 12,425 births over the previous year.

Another factor to be considered in estimating building needs is teacher load. A great deal has been said about reducing the teacher load by allocating fewer pupils per teacher in the larger schools. The load cannot be lightened in many situations, however, unless more classrooms are provided. Today many schools are unable to employ their full allotment of teachers due to lack of space. Many are now using auditoriums, basements, and every other available space for improvised classrooms. As a typical example, the committee found a large consolidated school in Eastern North Carolina with a state allotment of 31 teachers which was unable to employ more than 28 due to lack of room.

Negro Schools

The Negro schools deserve special consideration. Generally speaking, they are in much worse condition than the white schools. In 1945 over 60 per cent of the Negro high school children of the

¹Estimates presented by the State Board of Education. Since the report of the Commission shows the needs to be more than \$156,000,000.

state were enrolled in schools below the standard required for accreditation. Of the 201 Negro high schools, 96 employed from one to three teachers. Children attending these schools cannot receive credits required for entrance to college.

Consolidation is far from complete throughout the state. The committee recommends that further consolidation be effected as rapidly as possible. The State School Plant Division of the Department of Public Instruction has made recommendations which should guide county boards of education in planning a satisfactory program of consolidation.

Lack of Ability to Meet Needs

The committee found that all counties are in need of additional school facilities and that most are not able to provide fully for their current needs. Inflated building costs have made long range plans of some counties wholly inadequate to meet the needs of today. Before the war the cost per classroom ran from \$4,000 to \$4,500. At the present time the cost of bare classrooms runs from \$8,000 to \$10,000 or more and other essential facilities have advanced in the same proportion. Even many of the wealthier counties are unable to provide for their needs without a heavy tax burden. For example, Mecklenburg County voted bonds in the amount of \$6,000,000 for school building purposes but now finds it will require more than \$10,000,000 to carry out the program. *Even if some counties voted bonds up to the full amount of their ability, they would have only a fraction of enough to meet their immediate and urgent needs.*

The only solution to the school building problem is immediate and substantial aid from the state based on the needs of each county and its ability to finance its building program. The people of North Carolina are beginning to become acutely aware of the situation confronting the school boards and county commissioners at this time. The idea of state aid is being discussed more and more frequently by the man on the street, and a number of editorials favoring state aid have appeared in leading state publications. Recently the President of the North Carolina Association of County Commissioners, addressing the officials of eight counties, appealed for their support of a legislative program to place the *burden* of providing school buildings on the state.

As stated previously, this study shows that the sum of approximately \$150,000,000 is needed to bring the school plants of the state up to minimum standards. Slightly more than \$100,000,000 is necessary for the *immediate and urgent* needs. There are 22 counties which have an average valuation per child of \$5,800 whereas the remaining 78 counties have an average valuation of

only \$2,500 per child. State aid for school buildings is absolutely necessary for most of the counties of the state. North Carolina cannot possibly guarantee an adequate minimum foundation program of education to all children unless the state itself supplements the efforts of the local school administrative units to provide school buildings.

The following three methods of state aid for school buildings have been proposed: first, a continuing annual appropriation based upon a uniform amount per state allotted teacher and the taxpaying ability of the counties; second, an emergency grant from the state's surplus based upon average daily attendance or state allotted teacher and taxpaying ability, and third, expansion of the loan fund from the state's surplus. The first method is the most significant proposal because it provides for a long-time solution of the school building problems of the state. The first plan would be better still, however, if it were combined with either the second or third plan. The second plan alone would not solve the school building problem because only half of the urgent need for school buildings could be provided for even if all the state's surplus were appropriated for this purpose. The third plan would enable some of the poorer counties to receive better interest rates on school bonds but this plan alone would be of little help because, as was pointed out above, most of the counties would not have the borrowing capacity to issue the necessary bonds. The third plan would not solve the problem even if bond limits were entirely removed because such a plan would make property taxes confiscatory in the poorer counties. Borrowing money is easy but the repayment of loans constitutes the real problem.

Principles and Conditions of State Participation

The committee recommends a six year emergency school building program as well as a continuing program in which the state will participate by making available grants in aid to all counties meeting certain specified conditions. Any plan must be predicated upon county participation based on its taxpaying ability. The state should provide grants in aid to the counties including the cities in amounts indicated by the application of an objective formula. This formula must be worked out carefully so that no discrimination will result. Counties which have already voted bonds for school buildings should not be penalized. State money should be available only for projects for which the locations and plans are approved by the State Department of Public Instruction in accordance with standards prescribed by the State Board of Education.

Table 43
Immediate School Building Needs in the Postwar Period

	Estimate of Minimum Building Needs* (Counties Including Cities)	Unused Borrowing Capacity For Schools as of June 30, 1947 Based Upon the 5 Per Cent Limit†		Estimate of Minimum Building Needs* (Counties Including Cities)	Unused Borrowing Capacity For Schools as of June 30, 1947 Based Upon the 5 Per Cent Limit†
Alamance.....	3,500,000	2,137,953	Hertford.....	350,000	517,721
Alexander.....	188,100	382,944	Hoke.....	200,000	388,300
Alleghany.....	252,000	273,848	Hyde.....	792,800	205,865
Anson.....	1,879,000	828,837	Iredell.....	2,160,000	1,696,362
Ashe.....	850,000	285,076	Jackson.....	1,000,000	496,834
Avery.....	1,050,000	221,636	Johnston.....	2,375,000	1,339,934
Beaufort.....	1,645,960	1,112,178	Jones.....	967,800	74,384
Bertie.....	665,000	614,278	Lee.....	665,000	679,925
Bladen.....	898,200	496,884	Lenoir.....	1,086,000	1,339,654
Brunswick.....	2,603,800	180,251	Lincoln.....	844,000	875,509
Buncombe.....	3,000,000	1,660,833	Macon.....	783,000	499,578
Burke.....	800,000	1,369,680	Madison.....	598,400	400,043
Cabarrus.....	4,125,000	2,930,494	Martin.....	770,000	787,740
Caldwell.....	1,325,000	1,319,986	McDowell.....	1,360,000	813,223
Camden.....	15,000	153,319	Mecklenburg.....	4,156,000	7,550,380
Carteret.....	1,144,500	192,720	Mitchell.....	1,526,000	295,789
Caswell.....	280,600	435,419	Montgomery.....	510,000	446,479
Catawba.....	3,250,000	2,701,678	Moore.....	2,860,000	1,132,548
Chatham.....	650,000	865,827	Nash.....	2,264,400	1,975,678
Cherokee.....	784,309	433,768	New Hanover.....	650,000	3,034,530
Chowan.....	1,230,000	374,150	Northampton.....	700,000	603,193
Clay.....	85,000	93,656	Onslow.....	440,000	784,163
Cleveland.....	2,700,000	1,643,152	Orange.....	1,285,000	1,135,252
Columbus.....	3,195,000	1,084,663	Pamlico.....	1,140,000	87,613
Craven.....	1,575,000	541,719	Pasquotank.....	674,000	598,137
Cumberland.....	1,839,000	1,327,868	Pender.....	150,000	491,267
Currituck.....	481,000	140,393	Perquimans.....	375,000	295,125
Dare.....	220,000	138,396	Person.....	1,913,000	543,660
Davidson.....	3,420,000	1,598,653	Pitt.....	4,335,000	1,950,626
Davie.....	2,150,000	663,276	Polk.....	334,700	66,926
Duplin.....	1,720,000	826,102	Randolph.....	2,050,000	1,375,940
Durham.....	5,175,000	8,340,863	Richmond.....	1,400,000	1,251,334
Edgecombe.....	1,341,950	1,182,774	Robeson.....	3,930,000	1,500,101
Forsyth.....	2,900,000	12,198,734	Rockingham.....	4,280,000	2,659,349
Franklin.....	1,646,000	717,223	Rowan.....	2,180,000	2,949,131
Gaston.....	5,562,128	4,856,112	Rutherford.....	1,020,000	573,867
Gates.....	636,000	276,940	Sampson.....	1,534,000	1,099,000
Graham.....	350,000	301,091	Scotland.....	911,701	475,633
Granville.....	430,000	961,451	Stanly.....	1,074,000	1,190,042
Greene.....	662,000	298,271	Stokes.....	900,000	540,736
Guilford.....	4,419,000	7,583,264	Surry.....	1,291,000	1,349,036
Halifax.....	2,780,000	1,791,677	Swain.....	325,000	172,758
Harnett.....	1,064,000	1,226,091	Transylvania.....	880,000	523,350
Haywood.....	885,000	1,110,542	Tyrrell.....	345,000	167,843
Henderson.....	1,136,000	430,532	Union.....	1,265,000	919,290

	Estimate of Minimum Building Needs* (Counties Including Cities)	Unused Borrowing Capacity For Schools as of June 30, 1947 Based Upon the 5 Per Cent Limit†		Estimate of Minimum Building Needs* (Counties Including Cities)	Unused Borrowing Capacity For Schools as of June 30, 1947 Based Upon the 5 Per Cent Limit†
Vance.....	1,370,000	1,003,294	Wilkes.....	3,142,000	878,878
Wake.....	5,100,000	4,469,384	Wilson.....	3,790,000	1,237,960
Warren.....	501,000	583,481	Yadkin.....	1,160,000	551,192
Washington.....	1,200,000	114,076	Yancey.....	820,000	228,578
Watauga.....	916,000	400,323			
Wayne.....	1,280,000	1,513,271	TOTAL.....	156,377,748	

* Estimate furnished by Division of School House Planning of the State Department of Public Instruction. This estimate includes buildings needed which are not programmed for construction and building needs which have recently been programmed for construction.

† Based upon the 5 per cent limit on indebtedness. Under certain conditions this limit can be increased to 8 per cent. This column represents the difference between the outstanding school indebtedness as of June 30, 1947 and 5 per cent of the assessed valuation. Source of data: The School Building Problem in North Carolina, Report of a special committee of the State Board of Education adopted by the State Board of Education.

PLANNING THE SCHOOL PLANT PROGRAM

The planning of a plant program is a cooperative undertaking involving many specialists, group interest, and school and community needs. School boards, the administrative staff, principals, committees of teachers, custodians, and even pupils should be utilized in plant planning. It is also essential to bring into active participation key leaders from several walks of life representing the areas concerned.

The success obtained in making the lay citizen in each community feel that he has had an active part in planning the building program will determine the ease with which the program can be launched. The organization should bring the leading citizens in touch with buildings and equipment in other districts where the program is well advanced. Lay members of local planning boards should be shown excellent schools in areas similar to their own. Each leader can by conversation, conferences, visual aids, and data supplied by the superintendent's office carry his particular community along with the process of planning the program.

School Organization

In planning a plant program the entire administrative staff and the planning committee should have sufficient data on the unit to understand and approve the size, type, and location of attendance areas. Many of the difficulties of planning will arise from problems in this field. The planning committees should have data

maps, and expert advice to back up every decision involving necessary changes in the boundaries of the school district. The strongest talent in the administrative organization could devote considerable time in carrying to the people the reasons for the size of the area, and the type and location of schools. If changes are contemplated in the local school administrative unit, attendance areas, or grade grouping for internal organization, these changes must be taken into consideration in planning a plant program to meet future needs.

An illustration of the effect of organization on school plants is provided by the problem of housing small high schools satisfactorily. North Carolina has 89 high schools with only one or two teachers each, 472 high schools with from three to five teachers, and 344 high schools with from six to eleven teachers. Only 73 of the state's 978 high schools (both white and Negro) have twelve or more teachers. At least three teachers per high school grade (twelve teachers in a four-year high school) are required for a unit sufficiently large to justify the expense of providing all of the plant facilities necessary for a modern program of secondary education. North Carolina will either have to consolidate most of its small high schools before launching an extensive housing program or be forced to choose between excessive per-pupil plant costs and ineffective programs.

Long-Range Planning

The good school serves a twofold function. Heretofore buildings have been designated almost exclusively for use of the day school pupils. Under present conditions the school plant should be in use twelve months a year and should be open for community use in the afternoons and evenings. The citizens of the community should be thoroughly informed about the planning of the school both for community and conventional school uses. The type of building, as discussed elsewhere, should vary according to the size of the community and the type of agriculture or industry existing in the community. Ample facilities for every phase of the community life should be provided in the local school plant.

A careful study of the community and its future growth must be taken into consideration in planning and locating the buildings. The buildings should be so constructed that additional units can be added with a minimum amount of cost. Existing facilities will of necessity have to be worked into this program. Before any rehabilitation or renovation is started, a long range master plan should be determined and the buildings as nearly as possible renovated to fit into the long-range program.

In planning and locating new buildings consideration must be

given to the expected growth in the community, the addition of needed facilities for future school and community programs, future highway plans, and the possibility of extending the public school program to include kindergarten and grades thirteen and fourteen.

Chief factors to be kept in mind are expected growth of the community; the amount of usable existing facilities; the number of pupils enrolled in elementary and high school; the health, vocational, recreational, and scholastic space and equipment needed; and the ability of the community, with expected outside assistance, to finance the program.

ADMINISTERING THE PLANT PROGRAM

Responsibilities of the State

The administration of the school plant program should be a joint responsibility of state and local school governments. The State Department of Public Instruction is concerned with the financing of school plants, minimum regulatory standards governing school sites, the erection and remodeling of school buildings, and the installation and maintenance of facilities. To this end the state should act in a consultative capacity, as interpreter of regulations and codes, and finally it should have authority to approve school building plans, inspect buildings, and condemn existing facilities when hazardous.

The State Department of Public Instruction should have authority to prepare and enforce codes and regulations bearing on the location of schools and school plant construction to insure safety, sanitation, healthfulness, educational adequacy, and flexibility of plant. There should be minimum qualifying standards regarding size and type of classrooms, laboratories, libraries, gymnasiums, lunchrooms, toilet rooms, and other necessary facilities.

Guides and handbooks containing suggestions should be published at intervals for the use of local boards, administrators, and architects.

The State Department of Public Instruction should maintain a staff of well-trained and qualified specialists on school plant problems. They should be constantly engaged in research and in study of school plant planning and the practical application of new ideas in the planning and construction of school buildings. Often local school officials and board members are not experienced or trained in the administration of a school building program and local pressure may result in serious or costly mistakes. The State Department of Public Instruction, considering the situation from all angles, has the opportunity to make or suggest impartial surveys and give full advantage of its experience and knowledge.

Such problems as consolidation, selection of sites, and the determination of building objectives require expert and special assistance.

Architects need the advice and opinions of trained and experienced school men. The building is an educational tool, a means to an end. It should be educationally functional in plan and layout. The state department staff can render useful and valuable service in this connection. There should not be a "state" or a "set" pattern of school buildings. Local initiative should be used in tailoring buildings to fit specific situations. Final decisions should be made by the local authorities on those matters not covered by state regulations. The state, however, cannot neglect its responsibility to provide consultative school plant services beyond the enforcement of health and safety regulations.

In light of the very large school plant program with which the state is now faced, it is essential that school plant personnel and services be increased at the state level.

In addition to its director, the Division of Schoolhouse Planning should be provided with two field school plant consultants (to assist school officials and architects with surveys and the preparation of plans), a landscape designer (to assist in the developing of adequate, useful, and attractive school sites), and architectural draftsman (to prepare maps and suggestive sketches of room layouts), and the necessary statistical and clerical services.

Responsibilities at the Local Level

The planning of a long-range master plant program requires considerable time and study. Certain objectives should be clearly fixed and decided upon. Surveys and conferences to include people both inside and outside the profession should be held. Population trends, school and community activities, the number of pupils, and the kind of education desired are some of the topics to be covered in such an overall long-range study. But with all this, the plan should not become rigid or restricted to one point of view. It should be flexible. The problem of fitting old buildings and new buildings into a general program requires knowledge and experience. To remodel or demolish may be largely determined by the cost factor. If a building is likely to require an addition, that factor should be included in the original planning.

The selection, purchase, and development of a school site is of vast importance to a city or community. An administrator and his board should be led to realize this. All possible phases of city or community development should be taken into consideration. Spot maps of home locations and general residential sections of

the district should be prepared. The site should be ample in size before the building is erected.

The school board and superintendent should hold conferences with teachers, supervisors, and principals. The architect may be trained and experienced in the field of school architecture but he cannot take the place of the educational staff in early planning. The plant problem must be determined first by the persons who will use the building and facilities. The development of a school site should be in keeping with both school and community needs.

The 1948 yearbook of the American Association of School Administrators lists the following as things to do in planning a building: (a) subordinate building to students, (b) fit building to site, (c) adapt building to climate, (d) develop school as a part of a total community plan, (e) make money serve—not dominate the planning, (f) translate actual program and philosophy of education into the building planning, (g) constantly re-evaluate standards and plans of construction, and (h) scorn stylistic fashion—let beauty derive from fitness.

In the selection of an architect the school board should give first consideration to the professional qualifications of his staff, willingness to cooperate with educators, and experience in school designing. He should be a registered member of a reputable professional organization of architects and a regular reader of professional journals, books, and materials on school plant planning. An architect should be willing to work with consultants and members of the state department regarding the functional design of the building.

The architect is both a planning technician and a supervisor of construction. He is a paid representative of the school board. If he cannot be present to supervise all operations during construction, it is good practice to employ a clerk-of-the-works for daily inspection of construction operations.

Funds for the purchase of furniture and equipment should be included in the original plant budget. Equipment should fit the school building as well as the educational program. A survey of available and suitable equipment should be accomplished before the acceptance of bids. The trend is toward more functional types and lighter colors in school furniture.

A well-organized and properly functioning program for the operation and maintenance of the school plant is an essential factor in efficient school administration. The school plant represents an investment that must be protected from carelessness and vandalism. Those charged with the responsibility for maintaining and operating school plants should (a) provide for an annual survey of repairs and replacements, (b) allocate sufficient funds to

keep buildings in a good state of repair, (c) keep a trained and experienced staff for maintenance and operation, and (d) use standard materials and equipment on repair jobs.

Physical and mental health, habits, attitudes, and ideals of children are influenced by their school surroundings. It is of paramount importance that policies and procedures relating to school sanitation and cleanliness be established and enforced. It is necessary to provide adequate janitorial supplies, tools and equipment, and suitable facilities for the custodians.

Many people who never see the inside of a school plant judge the school by the outside of the building, the lawn, and the trees surrounding the building. If these present a pleasing appearance the impression is likely to be favorable. School grounds should be attractive but they must first of all meet the needs of the children. Grounds must be large enough to allow for building expansion, play, grass and shrub areas, and other desirable features. Each site should be composed of at least ten acres for a ten-teacher school and should be increased about an acre for each additional two teachers.

On the local level, the superintendent is the key figure in the school plant program. The community, board, and staff will expect him to have informed opinions on all problems which arise. He may have the assistance of surveys, consultants, architects, related local agencies, and community representatives, but the final responsibility of the superintendent cannot be delegated.

Coöperative Planning of School Plants

The school plant should be an educational tool. Each school building should be tailored to fit its specific requirements and local conditions. The planning of an educational plant is a coöperative undertaking requiring the best thinking of many specialists and interested school and community groups.

In developing long-range master school plant programs and in the planning of individual plants, school officials should organize the school personnel into study committees to consider school-housing needs. It is also essential that the planning groups include representatives from lay groups interested in the use of the school plants as community activity centers. The school is not merely a formal institution for imparting specific bits of knowledge to children between six and sixteen. The modern school is a learning and experience laboratory for the growth and development of children, youth, and adults. The school plant facilities might well be made available for use of the entire community in the evenings, weekends, and vacation periods. There are such schools and the

trend is definitely in that direction. The school plants of the state should be planned for more extensive community use.

Long-range school plant programs cannot be developed intelligently except in terms of school district organization, grade groups, and contemplated educational programs and community services. For example, the 8-4 organization is now prevalent in the rural areas of the state, and many of the high schools are entirely too small for efficient and effective operation. Should the state decide to reorganize its rural and village schools according to the 6-6 pattern, with six-year secondary schools sufficiently large for effective programs, such a decision should be made prior to the planning and construction of school plant facilities.

Implications of Other Chapters of This Report for School Plant Planning

Other chapters of this report point out deficiencies in the state's school system and propose remedial measures. Nearly all of these recommendations involve the expansion of school plant facilities. Some of the recommendations for educational improvement with major implications for the school plant are: reduction of teacher load, expansion of vocational education, better health and guidance programs, provision of school lunches, special programs for handicapped children, modernization of teaching procedures, development of adult education, use of the school as a community center, consolidation of high schools into more effective units, better school attendance enforcement, and a greater use of instructional supplies and audio-visual aids.

SUMMARY OF RECOMMENDATIONS

1. *To replace at least 400 white and 1,000 Negro school plants which should be abandoned, 3,500 elementary classrooms, 2,500 high school classrooms, 2,500 special instruction rooms, and 1,500 large general rooms should be erected for white schools; and 3,500 elementary classrooms, 1,500 high school classrooms, 1,500 special instruction rooms, and 1,000 large general rooms should be erected for Negro schools. This makes a total of 17,500 needed rooms plus the accessory administrative and service facilities.*

2. *The state should undertake a school construction program for the erection of the foregoing and other needed facilities during the next 10 years at an estimated cost of \$150,000,000 as follows: sites \$1,500,000, new buildings \$78,500,000, additions \$48,000,000, renovation \$12,000,000, and equipment \$10,000,000.*

3. *A school plant financing plan should be developed to provide at least \$100,000,000 during the next six years for the most urgently*

needed facilities. The financing plan should provide for annual state allotments for capital outlay based upon state allotted teachers and taxpaying ability. As much as practicable and needed for this urgent six-year program should be provided from state surplus funds.

4. The plant financing plan should be based on a need-and-ability formula which allocates need according to the number of state allotted teachers in the counties and local effort according to the taxpaying abilities of the counties.

5. State school plant aid should be made available only for projects the locations and plans of which have been approved by the Division of Schoolhouse Planning of the State Department of Public Instruction under regulations of the State Board of Education.

6. The Division of Schoolhouse Planning should (a) prepare, in cooperation with the State Board of Health and the State Fire Marshal, school plant regulations and be given the authority to enforce these regulations when they are adopted by the State Board of Education; (b) prepare and issue guide manuals beyond regulatory authority; and (c) provide extensive consultative service on county school plant surveys, functional planning, and plant management.

7. The Division of Schoolhouse Planning, with cooperation from the institutions of higher learning, should expand and improve the program for the training of school plant operation and maintenance personnel.

8. In addition to the director, the Division of Schoolhouse Planning should be provided with (a) two field supervisors for surveys and functional planning, (b) one supervisor of landscaping, (c) one supervisor of plant operation and maintenance, (d) one draftsman, (e) the necessary statistical and clerical services, and (f) adequate travel allowance.

9. The state should develop some form of state-wide school plant insurance program such as state self insurance or state underwriting or purchase of long-term contracts from approved insurance companies.

10. The location of school centers and the size, type, and location of school plants should be determined on the basis of careful studies or surveys. The organization of administrative units and attendance areas, selection of sites, development of building plans, and the selection of equipment should be done in terms of the

educational programs and community services to be accommodated in each plant.

11. School plant planning should be a cooperative undertaking involving the State Division of Schoolhouse Planning, county and local school administrators and supervisors, teachers, custodians, pupils, non-school public agencies, interested lay groups, architects, and engineers.

12. Each school administrative unit, or two or more units in cooperation, should provide a school plant maintenance staff and warehouse and service shops for a continuous and scheduled program of plant repairs and renovation, and adequate budgets should be provided for this purpose.

13. Trained custodians should be provided in the ratio of one full-time custodian for approximately every ten teachers.

14. In planning new school plants, additions, and remodelings, special attention should be given to the following features:

(a) Large well-planned school sites with ample space for buildings, drives, plantings, and areas for school and community recreations.

(b) Special provisions for community use of school buildings.

(c) Window design, artificial illumination, and color schemes as they affect visual comfort and efficiency.

(d) One story buildings wherever feasible.

(e) Large classrooms with adequate supply cabinets, work counters, and sinks in the elementary schools.

(f) Adequate and suitably equipped special instruction rooms for science, art, homemaking, business education, music and band, general and vocational shops, and libraries.

(g) Special rooms and facilities for children who are handicapped to the extent that they need these facilities.

(h) Auditoriums with stages adequate for dramatics, physical recreation facilities with dressing and shower suites, and suitable lunchrooms with food service facilities.

(i) Special wiring and installations for audio-visual aids.

(j) Adequate and suitable office space for the principal and his central staff, counseling and guidance offices, conference rooms, teachers' work rooms, parents' rooms, and student activity rooms.

(k) Health suites and rest rooms.

(l) Efficient service facilities for heating, ventilating, and

custodial service; and adequate and properly located sanitary facilities.

- (m) *Ample storage space to meet all needs.*
- (n) *Garages and suitable facilities should be provided for the storage and maintenance of school busses.*
- (o) *Adequate and convenient facilities should be provided for the administrative offices of the local school administrative unit.*

CHAPTER XIV

STATE EDUCATIONAL ORGANIZATION AND
ADMINISTRATION

RESPONSIBILITY for the organization and administration of schools is both a state and local function of government. Under the Tenth Amendment to the Constitution of the United States, the responsibility for public education has generally been interpreted as one of the powers of government reserved to the states. Every state in the nation has created some type of administrative organization or machinery through which the state performs certain educational functions. But every state has also found it necessary to create local school administrative units to which it delegates large authority and through which it discharges much of its primary responsibility for education.

No system of education in any state can give to the children of that state the best kind of educational opportunities possible within the limits of funds available unless it establishes both state and local school organization and administration on a sound professional basis. North Carolina has already made much progress in this direction. But additional steps as outlined in subsequent pages need to be taken *now* if North Carolina is to continue its program of school improvement.

HISTORICAL DEVELOPMENT

Although North Carolina's first Constitution¹ provided "that a school or schools shall be established by the Legislature for the convenient instruction of youth . . . and all useful learning shall be duly encouraged and promoted in one or more universities," no legislation implementing this mandate was enacted, except that of chartering the university in 1789, until 1825 when the Literary Fund was created.² It was not until 1837 that the proceeds of this fund were deemed adequate for launching a system of public education and the directors were authorized to submit a plan for setting up the state's public school system.

Office of State Superintendent

Although a state educational executive officer was strongly recommended in the plan submitted, the first public school law, passed January 8, 1839, made no provision for an executive to direct the program. State administration was confined to disburse-

¹ *Constitution of 1776, Article XLI.*
² *Public Laws of 1825-26, Ch. I.*

ments from the Literary Fund by the President (the Governor) and Directors of the Literary Board (Chief Justice of the Supreme Court, the Speaker of the Senate, the Speaker of the House of Commons, and the Treasurer of the State).

Following the passage of this law providing for the establishment of a system of public schools in 1839, frequent efforts were made to provide for a directing head whose whole time would be devoted to education. Finally, in 1852, "an act to provide for the appointment of a Superintendent of Common Schools, and for other purposes" was enacted; and on January 1, 1853, the first State Superintendent, Calvin H. Wiley, took office, having been elected to the post by the legislature in accordance with the law.

Wiley served as head of the state's public school system until the office was abolished on March 10, 1866, for lack of funds to meet expenses. The Literary Board continued to function during this period. The position was reestablished in 1868, as an elective office under the title "Superintendent of Public Instruction."

State Board of Education

The Constitution of 1868, adopted under the Reconstruction Act following the Civil War, provided for a State Board of Education consisting of the Governor, Lieutenant Governor, Secretary of State, Treasurer, Auditor, Superintendent of Public Works, Superintendent of Public Instruction, and the Attorney General. This board succeeded "to all the powers and trusts of the President and Directors of the Literary Fund" which was abolished, and in addition was given the authority "to legislate and make all needful rules and regulations in relation to free public schools and the educational funds of the State."

The Superintendent of Public Instruction, this time to be elected for a four year term by the people, was made secretary of the board. The revised Constitution of 1876 omitted the Superintendent of Public Works as a state official. This ex-officio board remained in power until 1943 when it and the several other boards and commissions that had been established were combined by an amendment to the Constitution into a new State Board of Education consisting of the Lieutenant Governor, the State Treasurer, the Superintendent of Public Instruction, and one member from each congressional district to be appointed by the Governor. A subsequent amendment, effective in 1945, changed the number of appointive members to ten.

Other Boards

In 1897 authority was granted the State Board of Education to appoint a State Board of Examiners to prepare a course of study,

outline methods of teaching and school government, prepare examinations, and grant certificates to persons desiring to teach. This was purely a professional subcommittee of the State Board of Education. This board lasted only four years. In 1917³ provision was made for another State Board of Examiners which would have control of the certification of teachers. The duties of this board were transferred to the Department of Public Instruction in 1921 as the Division of Certification, now the Division of Professional Service. The various textbook committees and commissions, which since 1901 have evaluated and recommended the books which the State Board of Education has adopted for use in the public schools, have constituted still other sub-organizations of the state board.

Beginning in 1919 with the passage of an act⁴ by the General Assembly accepting the provisions of the federal act providing for the promotion of vocational education, a number of state organizations were established, with special powers and duties relating to the public schools, independent of the State Board of Education. This first state body was designated as the State Board for Vocational Education. Since the state superintendent was executive officer of this board with a Division of Vocational Education as a part of the Department of Public Instruction, some coördination of school administration was maintained.

Establishment of Dual and Multiple Type Organization

In 1927, however, with the creation of a State Board of Equalization, *the dual type of state school administration arose*. This board consisted of the Lieutenant Governor, as chairman, and eleven members appointed by the Governor, with one from each of the eleven congressional districts. The board, maintaining a staff separate from the state superintendent's office, was charged with the primary duty of equalizing taxable property values as a basis for distributing the state equalizing fund.

The State Board of Equalization continued in power, with increasing authority in connection with the schools being assigned to it at each legislative session, until 1933 when it was superseded by the State School Commission. This commission was composed of 14 members, with the Lieutenant Governor as chairman and the state superintendent as vice-chairman. Other members were the State Treasurer and one member appointed by the Governor from each of the congressional districts. The commission was given broad powers in connection with the operation of the schools.

³ Public Laws of 1917, Chapter 146.

⁴ Public Laws of 1919, Chapter 119.

An executive secretary with a staff, together with committees from the board membership, administered its rules and regulations.

In 1935 two other separate and distinct state school administrative bodies were created. These were the State Textbook Purchase and Rental Commission and the State Board of Commercial Education. The first named, which became the State Textbook Commission in 1937, had charge of the purchase and distribution of the textbooks used in the public schools. Its members were the State Superintendent of Public Instruction, the Attorney General, the Director of the Division of Purchase and Contract, and two members appointed by the Governor. With the state superintendent as ex-officio chairman of this body, its staff operated as a division of the State Department of Public Instruction.

The State Board of Commercial Education was created to regulate the establishment and operation of business schools. It was composed of the State Superintendent of Public Instruction, the Director of the Division of Instructional Service, the Director of the Division of Vocational Education, and two persons, appointed by the Governor, who were owners and operators of business schools. The Division of Vocational Education was made responsible for administering the rules and regulations of this board.

PRESENT EDUCATIONAL ORGANIZATION

The State Board of Education

The Constitution of North Carolina, as amended in 1945, provides for a State Board of Education⁵ composed of a membership of 13 persons, as follows: (a) three ex-officio members including the Lieutenant Governor, elected as chairman by the board, the State Treasurer, and the Superintendent of Public Instruction as ex-officio secretary; and (b) ten members appointed by the Governor and confirmed by the General Assembly in joint session, with two appointed from the state at large and one appointed from each of eight educational districts as determined by the General Assembly. Appointments, subsequent to the first one, are made every two years for overlapping terms of eight years, in a 3-2-3-2 order. "The per diem and expenses of the appointive members shall be provided by the General Assembly."

Powers and Duties. The Constitution specifies that the state board shall have the following powers and duties: It shall "succeed to all powers and trusts of the President and Directors of the Literary Fund and the State Board of Education as heretofore constituted." Also it shall have the power to "divide the State into a convenient number of school districts," . . . "regulate the grade,

⁵ *The Constitution of North Carolina*, Article IX, Sections Eight and Nine, 1945.

salary and qualifications of teachers," . . . "provide for the selection and adoption of the textbooks to be used in the public schools," . . . "apportion and equalize the public school funds over the State," and . . . "generally to supervise and administer the free public school system of the State and make all needful rules and regulations in relation thereto."

More specifically, the state board is empowered to (a) administer the state appropriations for instructional services; instructional materials such as textbooks and libraries, plant operation, vocational education, transportation, and other operational costs; (b) make rules and regulations for teacher certification; (c) make rules and regulations on census and attendance; (d) devise financial records and reports; (e) approve powers for local administrative units' actions; (f) manage the state's permanent school fund; (g) determine the school centers and attendance areas; and (h) administer federal funds for vocational education.

The board is clothed with authority to make all rules and regulations necessary to carry out the purpose and intent of the law. The board elects its chairman and vice-chairman.

In accordance with the law, regular board meetings are held each month. Special meetings may be called by the secretary with the approval of the chairman. A majority of the board constitutes a quorum for the transaction of business.

State Superintendent of Public Instruction

The Constitution also provides for a State Superintendent of Public Instruction who "shall be the administrative head of the public school system and shall be secretary of the Board"⁶ He is elected by popular vote for a term of four years. He serves as a member of the Council of State, as an ex-officio member of the State Board of Education, as ex-officio chairman of the Board of Trustees of East Carolina Teachers College, and as an ex-officio member of the Board of Trustees of the Greater University of North Carolina.

*Powers and Duties.*⁷ As an elected state official, the law sets forth a number of general duties of which three are "to look after the school interests of the State and to report biennially to the Governor at least five days previous to each regular session of the General Assembly; to direct the operations of the public schools and enforce the laws and regulations thereto; to acquaint himself with the peculiar educational wants of the several sections of the State and to take all proper means to supply such wants by council with local school authorities, by lectures before teachers'

⁶ *The Constitution of North Carolina*, Article IX, Sections Eight and Nine, 1945.
⁷ *Public School Laws*, 1943, paragraph 115-128.

institutes, and by addresses before public assembly relating to public school and public school work."

The state superintendent is authorized, in addition to the aforementioned general duties, to perform such specific duties as approving a program of studies for standard high schools, preparing a course of study for the elementary schools, approving plans for school buildings, and serving as executive officer of the state board with regard to vocational education.

Relationships at the State Level

In implementing Sections 8 and 9 of Article IX of the Constitution relating to state educational organization, the General Assembly stated that one purpose of its Act⁸ of 1945 was "to define and clarify the duties and responsibilities of the State Board of Education and the State Superintendent of Public Instruction in connection with the handling of fiscal affairs of the Board and such other duties and responsibilities as are set forth in this Act."

Division of Functions of State Board. The act emphasizes that the State Board of Education is to be the central educational authority and, as such, is responsible for the planning and promoting of the educational system. At the same time, Section 5 of this act states that the duties of the board are to be divided into two separate functions as follows: (a) "Those relating to the supervision and administration of the public system, of which the Superintendent shall be the administrative head, except as they relate to the supervision and management of the fiscal affairs of the Board;" and (b) "Those relating to the supervision and administration of the fiscal affairs of the public school fund committed to the administration of the State Board of Education, of which the Controller shall have supervision and management."

Secretary of Board. Section 8 of this act prescribes the duties of the state superintendent as secretary of the board. Four of the ten enumerated duties are:

- "1. To organize and administer a Department of Public Instruction for the execution of instructional policies established by the Board.
- "2. To keep the Board informed regarding development in the field of public education.
- "3. To make recommendations to the Board with regard to the problems and needs of education in North Carolina.
- "4. To make available to the public schools a continuous program of comprehensive supervisory service."

⁸ Public School Laws, 1945, Chapter 530.

Controller. Section 4 of this act provides for the appointment of the Controller by the board, subject to the approval of the Governor. Section 9 states that "the Controller is constituted the executive administrator of the Board in the supervision and management of the fiscal affairs of the Board." This section then defines the fiscal affairs of the board, thereby pointing out definitely the scope of responsibility for which the board expects to look to the Controller for professional advice. Section 10 of the act sets forth in considerable detail the duties of the Controller and the procedures to be followed as he discharges his responsibilities.

Other State Agencies. Other chapters of this report carry statements showing the close relationship of the state board and the superintendent to other state agencies such as the Budget Bureau, Division of Purchase and Contract, Insurance Department, Board of Health, Department of Public Welfare, Board of Correction and Training, Department of Motor Vehicles, Governing Board of Institutions for Defectives, and Teachers and State Employees Retirement Commission.

In its consideration of the relationships of state educational agencies to other state agencies the National Council of Chief State School Officers urgently recommends that there should be a plan and program involving continuous evaluation of services to be rendered by the state, so that those which are predominantly educational in nature may be assigned to the educational agencies and others to the appropriate agencies. The council also emphasizes the need for continued cooperation of state educational agencies with other state agencies in all educational matters affecting the public schools, in which two or more such state agencies are involved, and points to the practical solution of problems such as those involving joint planning, production, and distribution of materials for use in the public schools by the educational agency and other agency or department involved.

Staff and Services

In North Carolina the educational leadership and service provided by professional personnel at the state level is under the direction of the State Superintendent of Public Instruction and the Controller. This professional staff is organized by divisions, each of which is responsible, under the direction of the superintendent, the Controller, or both for rendering certain designated services. The names of these divisions with brief statements of their respective areas of responsibilities follow:

Division of Instructional Service. This division provides services as follows: inspection and accreditation of schools; general super-

visory assistance in the improvement of instruction; preparation of curriculum bulletins and other publications for the use of teachers and other school personnel; and assistance in special areas, for example, resource-use education, visual aids, surveys, library, and adult and special education.

Division of Negro Education. This division, provided for by law (G.S. 115-129), renders special assistance to Negro schools, including inspection and rating of schools, supervisory activities, the improvement of training of teachers in coöperation with institutions of higher learning for the Negro race, and in race relations.

Division of Professional Service. This division, provided for by law (G.S. 115-129), has charge of the administration of the rules and regulations of the State Board of Education with regard to the certification of teachers; issues all teachers' certificates; rates teachers employed each year as to certificate held and teaching experience; and coördinates the work of the department with that of the various institutions of higher learning in the field of teacher education.

Division of Publications. This division, also provided for by law (G.S. 115-129), has charge of the editing, compiling and preparation of material to be printed, and of the distribution of bulletins, forms, etc. to the local units and individuals; serves as the purchasing agency for all other divisions except plant operation, teacher allotment and general control, transportation and a part of audits and accounting; and services all divisions in the matter of mail, distribution of supplies, and so on.

Division of Schoolhouse Planning. This division is concerned with plans for new buildings and their location and erection. Surveys are also a part of the work of this division.

School-Health Coördinating Service. This division is jointly administered by the State Department of Public Instruction and the State Board of Health. It is interested in health service and health education in the public schools.

Division of Textbooks. This division has charge of purchasing and distributing free basal textbooks and administering the rental system for high school books and supplementary reading in the elementary grades.

Division of Teacher Allotment and General Control. This division is responsible for applying the rules of the state board governing the applications of the local units for teacher allotments, and allots funds to be expended for the object of general control in the local budgets.

Division of Auditing and Accounting. This division is concerned

with a continuous auditing, month by month, of expenditures by the local units from the State Nine Months' School Fund, and is charged with the accounting of all funds, state and federal, under the control of the State Board of Education, including the appropriation for the State Department of Public Instruction (administration and supervision), Vocational Education, State Textbook Fund, Veterans Training Program, State Literary Fund, and any other funds expended for public school purposes. Its work includes all budget making, bookkeeping, writing vouchers, making reports, application of salary scales to local school personnel, and so on.

Division of Plant Operation. This division has charge of plant operation as set forth in the nine months' school fund budget.

Division of Transportation. This division administers the school bus transportation system of the state—purchasing new busses, mapping bus routes and administering the rules of the state board governing transportation.

Division of Vocational Education. This division administers the program of Vocational education, which includes vocational agriculture, home economics, trades and industries, distributive occupations, guidance, vocational rehabilitation, veterans related training, school lunch program, veterans farmer training (under the G. I. Bill), and the program of requiring the inspection, approval, and supervision of those institutions and establishments offering on-the-job training to veterans under the G. I. Bill.

The accompanying chart shows the arrangement of these divisions and their relationships to the superintendent and to the Controller as coördinate executive officers of the board. Though as previously indicated, the superintendent is designated by the Constitution as "the administrative head of the public school system," the law limits his responsibilities to the "execution of instructional policies established by the Board." Yet the law⁹ further states that one of his duties, as an elected state official, is "to direct the operations of the public schools and enforce the laws and regulations thereto."

The National Council of Chief State School Officers has issued a statement of policies as a guide for effecting a state educational organization. In this statement the council points out that "the state department of education which should consist of the Chief State School officer and his staff, should be organized as a State service agency in the field of education to provide professional leadership and guidance, to coördinate educational services, and

⁹ Public School Laws, 1943, paragraph 115-128.

to carry out the policies and duties authorized by the State Board of Education.”¹⁰

Due to the overlapping of functions and duties at the state level, even though defined by law, it is not only difficult but practically impossible to organize a State Department of Public Instruction in North Carolina as envisaged by this national council. *An effective state department of education cannot be organized in North Carolina as long as the existing division of authority is allowed to continue.* When the principle that calls for a single state educational authority, the State Board of Education, is recognized by that board having one executive officer, then it is appropriate to expect this officer to organize and administer such a department.

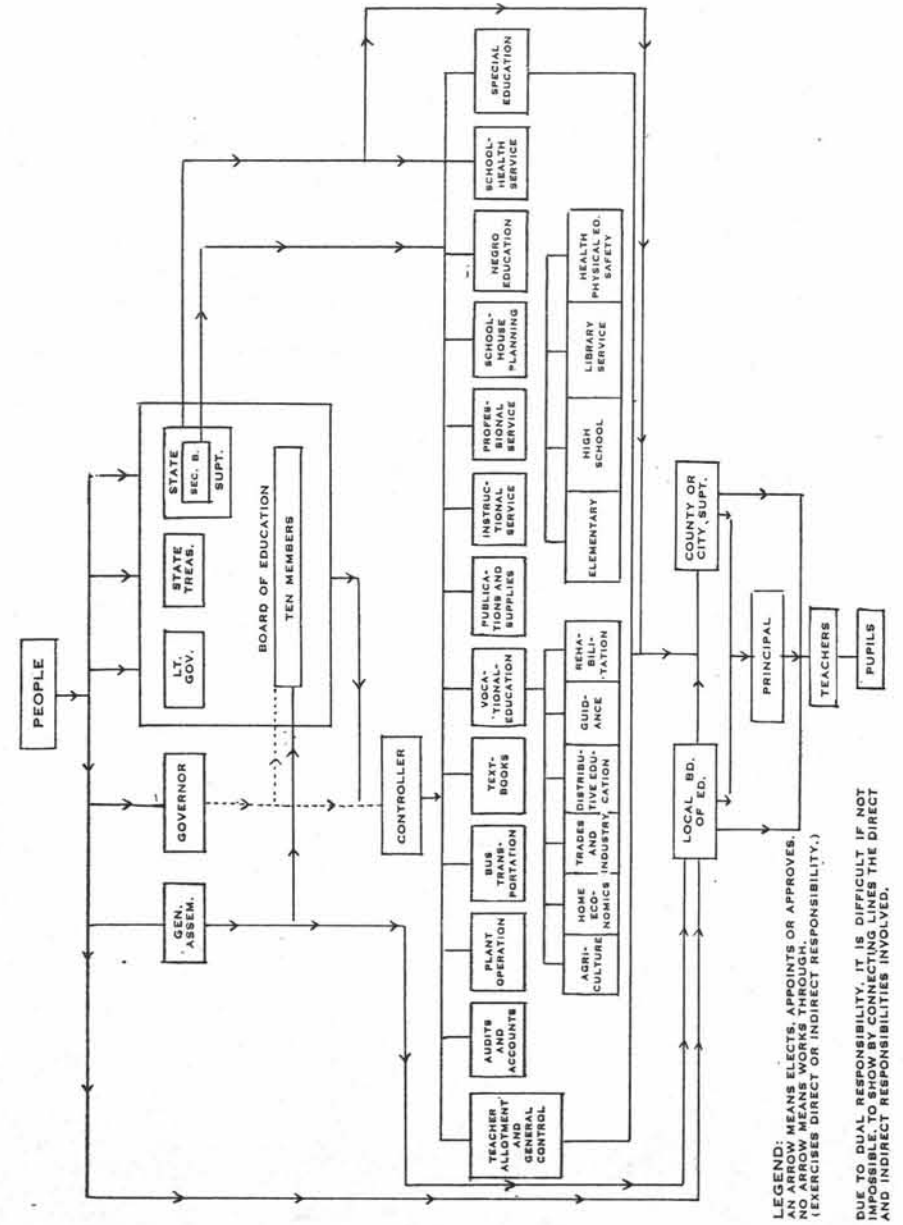
ANALYSIS AND CONCLUSIONS RELATING TO ORGANIZATION

In considering the related factors and conditions analyzed above, the following facts are noted with reference to the composition and responsibility of the present State Board of Education:

- (a) Two of the three ex-officio members are primarily elected for reasons other than their interest in education.
- (b) The state superintendent as ex-officio secretary of the board and as “administrative head of the public school system” is also elected by the people, and thus is as much responsible to them as to the board itself with the result that serious conflicts might develop.
- (c) The term of office of the remaining ten members, although appointed with overlapping terms, is such that it is possible at all times for the appointed lay membership to be equally divided, since during each four-year period the Governor appoints one-half of the appointed membership.
- (d) Authority of the board is confined to the elementary and secondary schools.
- (e) The state superintendent, as administrative head, is a member of the board whose policies he is expected to carry out. It is an accepted principle of educational administration that an executive officer of a policy making board should not be a member of that board.

Present provisions, when viewed in the light of the historical development of state administrative authority in directing the public school system in North Carolina, indicate that the framers of those revised sections, as subsequently approved by the voters,

¹⁰ Report of National Council of Chief State School Officers, Annual Meeting, Buffalo, New York, Feb. 1-13, 1946.



had in mind the establishment of *one* state authority to have general supervision and administration of the public school system. It seems definitely clear also that it is the intent of the Constitution to provide for *one* officer, the State Superintendent of Public Instruction, as administrative head of this public school system.

By an act¹¹ of the General Assembly, however, the board is authorized to appoint a Controller, subject to the approval of the Governor, who shall serve at the will of the board and who, under the direction of the board, shall have supervision and management of the fiscal affairs of the board. This act also, contrary to the apparent intent and purpose of the constitutional mandate, divides the duties of the board into two separate functions. In other words, although a single state educational authority in so far as one board is concerned was made effective by the amendment to the Constitution voted in 1944, *by legislative action a dual administration has been continued*. In actual practice the State Superintendent of Public Instruction is not the administrative head of the public school system, since the board's actions are performed in conformity with this particular law and under such rules and regulations as the board has set forth.

Effects of Existing Division of Authority

The law¹² is written on the false premise that there can be a separation of the "supervision and administration of the public school system" and the "supervision and management of the fiscal affairs of the Board." *The first has no meaning and value without the second and there can be no performance in connection with the second without relation to the first*. There is in practice a continuous overlapping in the several duties assigned by law respectively to the superintendent and to the Controller. The law contradicts itself in this respect when it assigns to the Controller the "jurisdiction in *all* school bus transportation matters and in the establishment of *all* school bus routes." Obviously *all* such matters are not fiscal in nature. Similarly, other such assignments involve *no specific fiscal* control, such as the allotment of teachers, distribution of textbooks, and consolidation of schools.

Instructional policies involve fiscal support at every point. Since the theoretical divisions in these two areas are not clear in the law, and since they cannot and should not be considered separately, a Department of Public Instruction has not and cannot be organized. Some of the professional staff members at the state level work under the direction of the state superintendent; others under the direction of the Controller; and still others, under divided

¹¹ Public School Laws, 1945, Chapter 530.

¹² *Ibid.*

direction of these two officers. *This arrangement makes for confusion, duplication, and uncertainty of duties. It is responsible for a lack of coordination not only in administering the public schools but also in promoting a program of school improvement*. No program can go forward without financial support and a knowledge of this support is essential to those engaged in the instructional field.

The existing division of authority at state level serves to confuse those administering the schools locally. Since persons desiring information and advice on educational matters do not always know with whom to communicate they often write two officials about the same matter. Often a letter clearly intended for one is addressed to the other. When one of these local authorities comes to Raleigh, he loses time waiting to see one official only to be advised that he must see another.

This existing division also makes it difficult to obtain reliable up-to-date data regarding all phases of the school program. Since responsibility for assembling and compiling information is divided it is often almost impossible to get current data which all responsible authorities will recognize as reliable and which can be inter-related to present a satisfactory picture of all phases of some major problem. This difficulty has frequently been encountered in assembling recent data for the present study.

Efforts to separate financial and instructional activities calls for duplicate reports to be filed in the state offices, especially in the matter of teacher certification and salaries. At present an employee in the state superintendent's office cannot tell a teacher what his salary will be under the state salary schedule; he can only tell him what his classification of certificate is and the experience applicable to it. The teacher must then go to an office of the Controller to find out the actual salary to which he is entitled. Local superintendents thus file duplicate lists of teachers with two state offices.

North Carolina has recognized the need for having the responsibility, with accompanying authority, for functions relating to and involving several phases of the public school program placed in a single state educational authority. Although this principle is recognized in the 1945 constitutional amendment, the implementing statutory provisions (Chapter 530) call for a procedure and a course of action based on a division of authority of educational functions *not conducive to a unified state program of education*. The success of the present system is dependent, as everyone recognizes, to a great extent upon the determination of the present state educational authorities to cooperate fully with each other.

Boards of education and superintendents working together ef-

fectively in the past have discovered that legislative powers and functions belong to the board and executive powers and functions to the superintendent. The assignment to the board of *exclusive responsibility for policy making functions* and to the superintendent of *exclusive responsibility for executive functions* should of course not prevent the board and the superintendent from seeking advice from each other about the discharge of their responsibilities.¹³

This division of labor, accepted as a basic principle of sound educational administration, is recognized by the National Council of Chief State School Officers as essential to effective and efficient state school administration. As a matter of fact this council, composed of the 48 state commissioners, superintendents, and directors of education has announced its official endorsement and acceptance of this principle in its statement of policy reading in part as follows:

- (a) "The state constitution should contain the basic provisions for the organization, administration, and support of the program of public education; and it should empower and direct the legislature to establish the general plan for carrying out the basic provision so set forth." (b) "The legislature should enact enabling statutes for the organization, administration, and support of the state system of education." (c) "The legislature should create a State Board of Education and define its powers and duties." (d) "The State Board of Education should be the policy making Board at the State level . . ." and (e) "The chief state school officer should serve as Secretary and Executive Officer of the State Board of Education."¹⁴

This recommended division of responsibility seems in general to be recognized under the present organization in North Carolina. The very fact that a dual administrative organization has been established, however, means that the state board has to assume responsibility for many more details, which are essentially administrative in nature, than would be necessary under the reorganization recommended. If the State Board of Education in North Carolina is to be freed from the necessity of considering details, which properly belong to an executive officer, and is to be in position to give the time and attention necessary to insure the adoption of sound educational policies for the public school sys-

¹³ *School Boards in Action*, 24th Yearbook, American Association of School Administrators.

¹⁴ *Report of National Council of Chief State School Officers*, Annual Meeting, Buffalo, New York, Feb. 1-3, 1946.

tem of the state, the dual type of organization should be completely eliminated.

PLAN FOR SELECTION AND ADOPTION OF TEXTBOOKS

As previously indicated, North Carolina has already discarded a plan of organization which provided for a separate State Textbook Commission. In the 1943 reorganization this practically independent commission was abolished and the responsibility for selection and adoption of textbooks was vested in the State Superintendent of Public Instruction and State Board of Education, where it belongs. No matter as basic to the entire school program as textbook selection can properly be assigned to a group other than the central state educational agency without risking the danger of serious conflicts in point of view within the school program.

The present organization in North Carolina is a decided improvement over the previous plan. There still seems to be one important gap, however, in this plan.

In the interest of better coordination of the textbook and curriculum programs, provision should be made for a continuing curriculum or courses of study committee which should have responsibility for analyzing curriculum problems and needs and pointing out respects in which present textbooks are not adapted to the needs of the state. This committee, which should be comprised of representative school personnel of the state, should be appointed by the State Board of Education on recommendation of the state superintendent. Terms should be overlapping to provide for continuity. The committee should be charged with the responsibility of making such studies as are necessary and of submitting to the state board through the state superintendent an annual report giving its findings and recommendations. A member of the state department staff should serve as executive secretary of the committee. In transmitting the report of the committee to the state board, the state superintendent should have the authority to submit any supplementary recommendations relating to the report which he considers desirable.

The state board should be authorized to call for changes in textbooks or adoptions only when the report of this committee or the supplementary report of the state superintendent shows needs which are not being satisfactorily met and the state board approves these findings. The textbook committee, which might be the committee as now organized or a special committee appointed each year adoptions are to be considered, should then have the responsibility for evaluating textbooks in terms of the curriculum objectives as proposed by the courses of study committee.

IMPROVEMENT OF SCHOOL LAWS

A difficult problem in every state is to develop a plan which will assure that the laws in any field are well organized and that duplications and conflicts are kept to a minimum. This is an important problem in the field of education because new laws are adopted at nearly every session of the legislature and many times these laws fail to make clear whether existing related provisions are repealed, resulting in conflicts and confusion.

The North Carolina School Laws were last codified along with the other laws of the state in 1943. Since that date a supplementary bulletin has been prepared giving the more recently enacted school laws. It is apparent from a study of these laws, however, that while the laws in the original code are fairly well organized, the time has arrived when all of these laws should be restudied with a view to developing a revised school code. This need has been recognized by the State Board of Education, which has recently taken action to initiate studies along this line. It is to be hoped that these studies can be completed in the near future so that a revised school code can be adopted at an early date.

SUMMARY OF RECOMMENDATIONS

North Carolina has to its credit numerous achievements resulting in marked educational improvements during the past 25 years. These advancements have been made because of effective cooperative efforts of lay and educational leadership. The general scope of this progress is set forth in the several chapters dealing with designated areas or phases of the total state program of education. Similarly, in these chapters appear proposals for improvements in these areas or phases. Some proposals deal with the adaptation, modification, extension, or expansion of the scope of educational offerings; others with increasing the possibilities for urgently needed pupil personnel services; and still others with the provision of adequate facilities, improved instructional services, and so on. Any earnest and sincere consideration of these proposals immediately calls attention to the fact that immediate and long range progress, guided by these proposals, is dependent upon effective state-wide planning for developing an orderly program of educational improvement and upon efficient state and local administration of this program.

There is agreement that North Carolina took the right step when it provided for a single State Board of Education to take the place of the five state educational agencies existing in 1943. There is also agreement, however, that other steps need to be taken now if there is to be a unified state approach and effort. It should be

possible to achieve this goal if the state will put into effect the proposals submitted below:

1. *The State Board of Education should be established as the policy-making body of the state for public school education, including education in residential schools for handicapped and delinquents, and teacher education as represented by those institutions whose major or primary function is training of teachers for the public school system.*

The laws of the state should charge the state board with responsibility for establishing policies for all phases of public school education including teacher education and should delegate to it the authority needed to carry out that responsibility through the chief state school officer and his staff. Certainly there can be no question about the close relationships that must be maintained in the state between the program of education for public school teachers, the program for the education of children in residential schools, and the educational program of the public school system. Exercising leadership in the provision of an adequate supply of competent and ever improving teachers for a state's system of schools should be a primary responsibility of the State Department of Public Instruction.

2. *The State Board of Education should be composed of 10 lay members, not ex-officio, to be appointed from the state at large for 10-year overlapping terms by the Governor, and to be confirmed by the General Assembly in joint session.*

A board of 10 members is small enough to permit action by the board as a committee of the whole and large enough to be representative of the people of the state. The number of members must be large enough and the term of office sufficiently long to eliminate the likelihood of one governor appointing a majority of the membership. With 10 members appointed for 10-year overlapping terms (two each biennium), only 4 members will be appointed, during each four-year period, except in case of death or resignation. This should assure reasonable continuity and consistency in policies. The terms of office of the members of the first board, however, should be as follows: two for two years, two for four years, two for six years, two for eight years, and two for ten years.

Selection from the state at large is preferable to selection by districts or regions because selection at large does not carry with it the idea of "area" representation. Frequently, selection from a designated or defined "area" of a state carries with it, even at the time the selection is made, the idea that the individual chosen is primarily responsible to the "area" rather than to the state. Resulting "area" influences and pressures may sometimes affect

procedures and practice of the board with the result that, as certain local matters or problems arise, the board member representing the local "area" involved is expected to, and by general understanding or official assignment, does handle and settle such matters. *Official action on all matters should be by the board acting as a committee of the whole.*

A member, after having served a 10-year term, should not be appointed to succeed himself.

This recommendation cannot become effective until required constitutional amendments have been adopted.

3. *When the reorganized State Board of Education has been established, it should be authorized to appoint the State Superintendent of Public Instruction, who should be designated as the State Superintendent of Education.*

Since this proposal can be effected only after necessary constitutional changes have been authorized, it is recommended that this authorization be made effective by 1953.

The tenure of the chief state educational officer should depend entirely upon professional ability and success in the office and the remuneration should at least equal that of any other educational officer in the state.

4. *The State Board of Education should have as its executive officer the State Superintendent of Education, who should be responsible for carrying out the policies of the board.*

Action should be taken at the earliest possible date to eliminate the existing division of authority. Necessary changes in the present law to effect this proposal should be made *at the next session of the General Assembly.*

5. *The State Superintendent of Education, as executive officer of the State Board, should be the head of the State Department of Education with responsibility, and consequent authority, for the administration and supervision of all phases of the public school program.*

The name of the State Department of Public Instruction should be changed to State Department of Education. This department is not now sufficiently staffed to provide all needed services it should provide, even in terms of the present educational program. As the scope of the public school program of the state is adequately enlarged, the State Department of Education must be expected to occupy an increasingly important role. The needs for additional personnel are clearly set forth in the findings and recommendations in the various chapters of this report.

The state superintendent should be responsible for organizing

and directing the state department and, in turn, should be expected to authorize, approve, and assume responsibility for all of its acts. The divisional organization of the department should not be fixed by law. Instead the responsibility for effecting this organization should be delegated to the state superintendent with the approval of the State Board of Education.¹⁵ The personnel of the department should be selected "on the basis of merit and fitness by the State Board of Education upon recommendation of the Chief State School Officer."¹⁶

6. *To help improve and coordinate the textbook and curriculum programs of the state, provisions should be made for the appointment of a continuing curriculum committee which would be responsible for making studies and submitting an annual report to the State Board of Education, giving its recommendations for improvements in the curriculum and for changes in textbooks.* This report should serve as a basis for evaluating textbooks proposed for adoption as well as for further improvements in the curriculum of the schools.

7. *There should be a definite plan for the coordination of functions and activities of the State Board of Education and the Board of Trustees of the Greater University of North Carolina.*

North Carolina's program of public education, from the kindergarten through the Graduate School of the Greater University should be planned and administered as a coordinated system. Experience during the past several years has shown the necessity for having in a state one coordinated educational authority to represent the state educational system in educational matters affecting the entire state. Examples are the programs dealing with the distribution of surplus war properties to the schools and colleges and the education of veterans.

8. *There should be provision for the continued cooperation of state educational agencies with other state and federal agencies whose educational activities affect or involve the public school system.*

A number of state and federal agencies and departments are actively promoting various types of educational programs, many of which provide constructive services to the state and communities. In most instances, such programs should be closely related to regularly organized educational activities. There should be coordination of educational services regardless of the auspices under which they may be developed. Lack of coordination often means

¹⁵ *State Responsibility for the Organization and Administration of Education*, Southern States Work Conference, 1942. Bulletin No. 1.

¹⁶ *Report of National Council of Chief State School Officers*, Buffalo, 1946.

duplication of effort and service and consequent unnecessary expense. The State Department of Education should have a leading role in planning such an integrated program.

9. *A comprehensive study of the school laws of the state should be made at an early date as a basis for preparing a revised school code which will eliminate all conflicting and obsolete provisions and provide for a more satisfactory organization of all school laws.* The State Board of Education has already initiated studies along these lines. These studies should be sufficiently comprehensive to provide the basis for a thorough reorganization and recodification of all school laws.

CHAPTER XV

LOCAL SCHOOL ORGANIZATION AND ADMINISTRATION

IMPORTANT DEVELOPMENTS RELATING TO ADMINISTRATIVE UNITS, BOARDS, AND OFFICERS

THE first mention of any organization for the administration of public schools on the local level in North Carolina is contained in the act creating the Literary Fund,¹ which provided for a division of the proceeds of the fund "among the several counties." This idea of the county as the unit of school administration was made more specific in the original law² which provided for the establishment of public schools in the state.

County Board

This law provided that the county justices were to "elect not less than five nor more than ten persons, as superintendents of common schools, for such county." These superintendents were authorized "to choose one of their number as chairman" and "to divide their respective counties into school districts." These boards of superintendents in the several counties were authorized to appoint school committeemen in each district, whose duty it would be to assist the superintendents "in all matters pertaining to the establishment of schools in their respective districts." The powers of the boards of superintendents were increased at the 1840-41 session of the legislature to include the power of making general regulations for the organization and conduct of the schools. At the 1848-49 session of the legislature provision was made for the employment of a person to visit the schools at least once a year. This law was repealed, however, the following year.

In 1868 the Constitution was rewritten, firmly establishing the county as the unit of local school administration. "Each county," this fundamental law says, "shall be divided into a convenient number of districts in which one or more public schools shall be maintained." By legislative act³ the county commissioners were given administrative control of the schools.

Beginning in 1871-72 the county commissioners acted as a board of education. This was changed in 1885 when the justices of the peace and the commissioners were ordered to elect a county board of education to consist of three residents of the county who were to be men of good moral character, qualified by education, experi-

¹Public Laws of 1825-26, Chapter 1, Sec. IV.
²Public Laws of 1838-39, Chapter VIII.
³Public Laws of 1868-69.

ence, and interest to further education and the interest of the county. The justices of the peace, the county commissioners, and the county board of education elected a county superintendent who was to serve as secretary of the board.

In 1895 county boards of education and county superintendents were abolished and authority over schools was returned to the county commissioners and a county examiner. Two years later, in 1897, the county board of education was reestablished with power to elect a county supervisor. In 1899 the legislature appointed county boards of school directors who in turn appointed superintendents for the respective counties. The General Assembly of 1901 changed the name to county boards of education.

With the passage of the school law of 1903 the office of county board of education was permanently established and county superintendents were permanently and definitely made the executive officers of the boards of education.

From 1903 to 1917 only slight changes were made in the law affecting county boards of education and county superintendents. In a majority of the counties the boards of education consisted of three members, although in a few instances there were five or seven. In one or two counties the boards were elected by a vote of the people.

By acts of the General Assembly of 1917 and 1919, the present machinery was set up for nominating county board members at party primaries or conventions at the same time and in the same manner as other county officers are nominated.

County Superintendents

Provisions in the 1868 law⁴ authorized the county commissioners to appoint a county examiner who would perform certain specified services relating to the schools—examine teachers, keep records, revoke certificates, make statistical reports, and so on. This office was abolished in 1872-73 and a "Board of Examiners" was substituted therefor. In 1876⁵ the office of county examiner was restored. In 1881 the title of this office was changed to *County Superintendent of Public Instruction*.

The law of 1903, which permanently established the county board of education and which definitely identified the county superintendent as the executive officer of the board, prescribed their powers and duties. Some of these were: (a) to have general control and supervision of all matters pertaining to the public schools in their respective counties and to execute the school law in their respective counties; (b) to fix and determine the method

⁴Public Laws of 1868-69.

⁵Public Laws of 1876-77, Chapter CIXII.

of conducting the public schools in their respective counties so as to furnish the most advantageous method of education available to the children attending the public schools in the several counties of the state; (c) to determine the time of opening and closing the public schools in the several counties; (d) with the superintendent to make all just and needful regulations governing the conduct of teachers and pupils as to attendance on the schools, discipline, tardiness, and general government of the schools; and (e) to perform all duties which are not expressly conferred or imposed on some other official.

The duties of superintendents and boards of education were outlined in the school law of 1919. The authority and responsibility of the officials were extended in 1923 to include any acts not in conflict with the law.

School Districts

The first public school law⁶ provided for a division of the counties into districts. In each of these districts the superintendents were to appoint not less than three nor more than six committeemen whose duties were "to assist said superintendents in all matters pertaining to the establishment of schools for their respective districts." This law further provided for voting a tax in each of the districts which, with the state allotment from the Literary Fund, would maintain the school. This plan of school support was followed until the principal of the Literary Fund was almost completely lost in the crisis following the War Between the States.

The provision for dividing the counties into districts was written into the Constitution of 1868 and is continued in the present document. Subsequent laws also continued the district committee with limited powers. The law of 1869, however, in effect transferred the authority for levying taxes from a district or "township" basis to the county basis by requiring the county commissioners to levy taxes when the township failed "to provide for Schools to be taught four months."

The District Committees

The method of selecting the district committee has swung back and forth from appointment by the local board to election by the voters. The 1901 law permitted a choice between the two forms of local control. Since 1913 they have been appointed by boards of education.

The duties of the district committee have varied from year to year also. Under the 1841 law the local committee became the

⁶Public Laws of 1838-39, Chapter VIII.

body corporate which could buy, sell, and hold property for school purposes; it could sue and be sued; and it was required to furnish the county board with a list of the names of all white children in the district between the ages of six and twenty-one years. This committee was also empowered to contract with teachers and to pay them with orders on the county board of superintendents. Subsequent laws made only slight modifications in these duties, except to state them more definitely. The 1913 law provided that the employment and payment of teachers by the committee must have the approval of the county superintendent.

At present the power and authority of the district committee have been either directly or indirectly limited to the care of the school property and to the selection of teachers and principals. All of their duties are performed subject to the approval by the county superintendent, county board, or both.

City Units

The city unit, as an independent administrative body, had its beginning in the necessity for more funds with which to maintain a better system of schools than that provided under the county-district system. It also provided the means for controlling and managing the increased funds raised locally. This breaking up of the county as the unit of school administration came along, therefore, with the growth of towns and cities and the concentration of taxable property within these areas. The establishment of these independent units, beginning in 1870 with Greensboro, was accomplished by special acts of the General Assembly. A separate act was written for each unit (special charter district) describing its boundaries, naming the governing authority, its method of selection, and its duties in operating the public schools of the unit. The acts setting up these independent units followed no definite pattern except that of "independency" in administration. By the end of the school year 1932-33 there were 93 such units, with from one to four in a county in more than half of the 100 counties. At one time there were 99 such units.

The General Assembly of 1933 abolished all school districts—special tax and special charter—for school administration or for tax levying purposes. Permission was granted, however, with the approval of the State School Commission for a special charter district, having a school population of 1,000 or more, to be classified as a city administrative unit. Such a city unit was to be dealt with by state school authorities in the same way and manner as a county administrative unit. The governing bodies of the 67 city units, reestablished in 1933-34, were retained; they continued to function in accordance with the provisions of the specific laws

pertaining to their respective units. Since 1933 five additional units have been established, the total number of city units is now 72.

PRESENT ORGANIZATION AND ADMINISTRATION OF LOCAL UNITS

In consideration and analyses of existing local unit organization and local administration, previous studies of state and national significance have been utilized. Superintendents of county and city units were also asked to provide information regarding organization of local boards of education. Some of the information supplied in this way serves as the basis for the summary tabulations and findings presented in this chapter.

Number and Size of Local Administrative Units

The public schools of North Carolina are administered through 100 county administrative units and 72 city administrative units (71 in 1946-47). Except in those counties in which the 72 city units have been established, the county unit corresponds to the political government unit.

Each of the 100 county and 71 city administrative units existing in 1946-47 reported its school population, ages 6 to 20, inclusive, for that year. The distribution of these units by designated intervals of school population is shown in Table 44.

Table 44
Distribution of Administrative Units by School Population

School Population	Number of Administrative Units	
	County	City
1,500 or less.....	3	9
1,501 to 3,000.....	11	26
3,001 to 6,000.....	29	22
6,001 to 10,000.....	31	8
10,001 to 15,000.....	17	3
15,001 to 20,000.....	5	2
20,001 to 25,000.....	4	1
TOTAL.....	100	71

Table 44 shows that North Carolina has now a number of administrative units, both county and city, which are quite small, judged by any criterion relating to adequacy of administrative units. There are three county and nine city units having a school

population of less than 1,500. In addition there are eleven county and twenty-six city units having a school population of between 1,500 and 3,000.

Small units either are expensive to operate or they are not in position to provide the services needed by the children and teachers. A study presented in the chapter on finance shows clearly that the creation of large numbers of small city administrative units hinders the equalization of educational opportunity because it increases differences in taxpaying ability among local school administrative units. It seems evident that the state would make a mistake if it permitted any more city units to be organized with a school population of less than 3,000. In fact it would be preferable to establish a higher minimum.

It will also be desirable for the state to set up a plan for studying further the operation of existing administrative units to determine the steps that can be taken to improve the present situation. While it may not be practicable to discontinue county school administrative units in any of the small counties, it would be entirely possible to reconsider the matter of independent city units in any of those counties, to give careful study to all existing small city units, and to consider ways and means of arranging for a number of administrative unit services to be provided coöperatively by two or more of the smaller county units.

The neighboring State of Virginia has used one approach in its attempt to solve this problem by providing for division superintendents who may be responsible for two administrative units. In North Carolina some reorganization of administrative units may be found more practical than the provision of division superintendents. Yet, even with some reorganization, the possibilities of establishing certain services on a coöperative basis among some of the smaller administrative units should be further explored.

For 1946-47 the county administrative units report a total of 776 school districts for whites and 547 districts for Negroes. The number of school districts per county ranges from 1 to 21 for whites and from 1 to 14 for Negroes for the 97 counties having such districts.

At the present time North Carolina's statutes include a number of legal provisions relating to school districts. Many of these laws date back many years to the time when districts had much greater significance than they have at the present time.

In any state there must be a satisfactory plan for determining the location of permanent elementary and secondary school centers and for defining the attendance areas for those centers. Such a plan is seriously needed in North Carolina. In order to develop this plan, it will be necessary for careful surveys or studies to be

made in each of the counties of the state. It is probable that these studies will show that many of the existing laws relating to districts are either obsolete or are practically obsolete. In fact the district in its original sense in North Carolina seems to be somewhat outmoded. If school centers for rural areas can be definitely determined and school supervisory committees selected for each of these rural school centers, then the situation could be improved considerably. The limitations on changing district boundaries or revising attendance areas should be reduced to a minimum so as to make it relatively easy to make needed changes growing out of changed conditions.

County Board of Education

The county boards of education, the governing authorities for the county units, consist of from 3 to 7 members. Of the 100 county boards, 39 each report 3 members; 51 each, 5 members; 6 each, 6 members; and 1 reports 7 members.

Members of county boards are nominated biennially in the party primaries and are appointed by the General Assembly for terms of 2, 4, or 6 years. When the names of the persons so nominated have been duly certified by the Chairman of the County Board of Elections to the state superintendent, he transmits the names of the nominees by political party to the committees on education of the General Assembly, which selects and appoints one or more from these candidates as members of the board of education of the county involved. Should the General Assembly fail so to elect or appoint one or more of these candidates as board members, the State Board of Education, by law, fills the vacancy or vacancies so created. The term of office of each member begins on the first Monday of April of the year in which he is elected and continues until his successor is elected and qualified.

The law prescribes four meetings each year and states that the board may elect to hold regular monthly meetings and such special meetings as the school business of the county may require.

The importance to each county and city in North Carolina of having a board of education comprised of outstanding and competent citizens can hardly be over emphasized. The board is or should be the policy determining body for the schools. It should represent the citizens of the administrative unit and should be in position to develop for them school policies which will result in an increasingly better school program.

It is of great importance that board members be selected because they are competent citizens who are genuinely interested in the welfare of the schools. At no time should the political situation enter into the method of selection of board members or into the

action of these members. No plan, however, can assure satisfactory results unless the citizens themselves are conscientiously interested in their school program and will use every precaution to select the best qualified persons for board members.

A plan which will assure the selection of board members by popular vote without requiring approval of members of the legislature, the selection to be made at an independent school election, would seem to offer better possibilities of assuring outstanding boards of education than the present plan.

Furthermore these boards must be given responsibility for and freedom to determine school policies and shape up a satisfactory school program if they are to function satisfactorily. If members of boards feel that no matter how conscientious they may be, any or all of their fiscal recommendations may be ignored by some other group with complete fiscal power, the boards are not likely to attract desirable types of persons.

Board of Trustees

In the city administrative unit the governing authority is the Board of Trustees. The number of members making up these boards ranges from three to twelve. The median number of members is six. Only one of the 71 boards has three members; 54 have either five, six, or seven members; 16 have more than seven members; and 10 have nine members.

Board members are selected either by election by popular vote, by appointment, or by a combination of these two, except for 4 boards reported as being self-perpetuating. Information supplied by superintendents of schools for this study generally substantiates Littleton's data presented in Table 45.

It is hardly conceivable that all the different plans for selecting boards of trustees in the city administrative units could be satisfactory. The same general criteria which apply to selection of county board members should be applicable to the city board of trustees. While it is recognized that most any plan may work reasonably well in some situations, it is generally agreed that the board responsible for the schools should be selected by and be responsible to the people of the administrative unit.

Powers and Duties of County and City Boards

The law⁷ states that "it is the duty of the County Board of Education to provide an adequate school system for the benefit of all of the children of the county as directed by law." "The county Board of Education, subject to any paramount powers vested by

⁷ *Public School Laws*, 1943, Chapter 115.

Table 45

Selection of Board Members of City Administrative Units*

Method of Selection	Number of Boards	Per Cent
1. Election by Popular Vote.....	32	45.0
From District at Large.....	25	
From Wards.....	7	
2. By Appointment.....	34	48.0
City Council.....	3	
Board of Alderman.....	10	
City Commissioners.....	6	
Mayor and City Council.....	4	
City Council and School Board.....	1	
County Board of Education.....	6	
City Council and County Board.....	1	
By Legislature.....	3	
3. Combination of 1 and 2.....	1	1.4
4. Self Perpetuating.....	4	5.6
TOTAL.....	71	100.0

* Littleton, J. O., *Status of the School Boards of City Administrative Units of North Carolina*, Master's Thesis, University of North Carolina, 1947.

law in the State Board of Education or any other authorized agency shall have general control and supervision of all matters pertaining to the public schools in their respective counties and they shall execute the school law in their respective counties." The law further states that city administrative units are to "be dealt with by the State school authorities in all matters of school administration in the same way and manner as are county administrative units."

Although the law sets forth specific duties in considerable detail, the general scope of the powers and duties of county and city boards are: (a) appointment of the superintendent; (b) budget administration and money management, including preparation of budget, financial accounting, financial report to the State Board of Education, presentation and support of budget requests to the board of county commissioners, administration of bond elections and bond issues, debt service accounting, and other fiscal management responsibilities; (c) school plant planning, maintenance, and operation; (d) administration of transportation; (e) planning and effectuating the educational program; (f) setting the school calendar; (g) appointment of district committeemen; (h) appointment of members of the superintendent's staff; (i) final approval of all employees' contracts; (j) acting as agent for the State Board of Education; and (k) other powers and duties.

Fiscal Dependence

County boards depend upon county commissioners for approval of their respective school budgets and for the levying and collecting of such local taxes for school purposes as may be necessary to provide required local funds called for in their several budget estimates. Similarly city boards depend upon city commissioners and/or upon county commissioners for approval of their budgets and for the levying and collecting of local taxes for school purposes to provide necessary local funds required in accordance with approved budget estimates. Both depend upon the State Board of Education for approval of their budget estimates.

The problem of fiscal dependence of boards of education seems to be one of the important issues facing the citizens who are interested in the educational program in North Carolina. Experience throughout the nation seems to indicate that where boards have little responsibility for the school program they are not likely to attract the most competent and outstanding citizens.

While in many school systems in North Carolina the present plan of fiscal dependence of boards of education seems to work reasonably well, there are other outstanding instances where it is obvious that the boards of education or of trustees, as the case may be, have ceased to make any serious effort to develop a better school program. In some of these school systems the boards definitely have to face the fact that they cannot get additional money for needed school improvements regardless of how urgent the needs may be. They recognize that the county commissioners are not likely to approve a levy that is higher than one that seems to have become traditional and consequently make no effort to develop a real school program, except within those limits. Instances were found of situations where school buildings maintenance has been neglected because of a feeling on the part of the boards of education that all they can do is operate within the limits of a budget which is relatively fixed for all time regardless of school needs. This attitude certainly will not permit the development of the type of school program needed in North Carolina.

It is recognized that proper safeguards must be established to prevent extravagance or abuses. It is believed, however, that considerably more fiscal leeway can be given to boards of education and yet provide assurance that essential safeguards will be established and observed.

County Superintendent of Schools

The superintendent of schools of a county unit is appointed for a two-year term by the county board of education, subject to the

approval of the state board and the state superintendent. He must be a resident of the county of which he is superintendent and cannot legally be regularly employed in any other capacity that may limit or interfere with his duties as superintendent. He serves as the administrative officer of the county board.

He must be a graduate of a four year standard college, hold a superintendent's certificate, have had three years of experience in school work in the past ten years, and present a doctor's certificate showing that he is free from any contagious disease. With the approval of the state superintendent, a county superintendent may serve as principal of a high school in his county or as a superintendent of a city unit in his county. The county superintendent may also serve as welfare officer.

The county superintendent's salary is determined in accordance with a state standard salary schedule fixed and determined by the state board. In practice, however, his salary may be supplemented from local funds by authority of the county board. His salary may also be supplemented when he serves as a high school principal, as superintendent of a city unit in his county, or as county welfare officer.

One of the most urgent needs in many states at the present time is for outstanding and especially well qualified educational leadership. Neither the city superintendent nor the county superintendent can be expected to do a satisfactory job in developing a school program under modern conditions if he meets only minimum qualifications that are but little higher than those for teachers and if he has been selected largely because "he has grown up in the ranks." It is possible with present day graduate programs to provide for superintendents the technical training they need for their work. Requirements for professional courses in administration, supervision, and finance for superintendents should therefore be much higher than they have been in the past. Furthermore all boards should be impressed with the importance of selecting administrative leaders who have the competencies to lead in planning a greatly improved school program.

In North Carolina there are many evidences that relations between some school administrators and their teaching staffs have not been very satisfactory. A good school program can never be developed as long as there is dissension in the ranks of the persons responsible for developing that program. The children must suffer under such conditions.

Part of the responsibility for the unsatisfactory conditions found in certain parts of the state may be due to the tendency of some teachers to be critical of the administration as a matter of policy and to draw conclusions on the basis of erroneous data. However,

part of the responsibility may also be traced to the fact that many superintendents in the past have not had the competencies necessary to develop a good school program through constructive democratic leadership. Too many superintendents appear to have assumed that teachers do not need to know much about administrative policies. The only way this situation can be corrected in the long run is through the selection of administrative and supervisory leaders with outstanding qualifications who can develop a program not by administrative command but by constructive and democratic leadership.

City Superintendent of Schools

The superintendent of a city unit is appointed for a two year term by its board of trustees subject to the approval of the state board and the state superintendent. He serves as the administrative officer and ex-officio secretary of the board of trustees. Superintendents of city units must meet the same qualifications as county superintendents.

Powers and Duties of Superintendents

The general powers and duties of county and city superintendents may be summarized as follows: (a) financial accounting (records and reports); (b) public accounting (records and reports); (c) census taking and attendance service; (d) preparation of budget estimates; (e) storage, repair, and distribution of textbooks; (f) storage and distribution of supplies, fuel, and so on; (g) supervision of transportation; (h) maintenance and operation of the plant; (i) directing library service; (j) management of the school lunchroom program; (k) direction of health services; (l) securing and assigning the instructional personnel; (m) evaluating educational services involving testing, promotion, and efficiency of instruction; (n) allocating responsibility; (o) planning and implementing the educational program including reorganization, expansion, and facilities; (p) planning and administering the extra-curricular program; and (q) planning and administering the community program.

Administrative and Supervisory Staff

Each county and city superintendent was requested to report by designated areas of services the staff available in his office and to furnish information on related topics.

County and city superintendents reported a general shortage of, or a limited provision for, assistant superintendents, directors (or supervisors) of instruction, school business officials, directors

of buildings and grounds (including maintenance), directors (or supervisors) of transportation, and lunchroom supervisors. Of the 90 county units whose questionnaires were returned in time for tabulation, only one reported an assistant superintendent; 32, supervisors of instruction; 4, business managers; 19, directors of transportation; 31, attendance officers; others reported some additional miscellaneous personnel. Of the 63 city returns, 1 reported an assistant superintendent; 22, supervisors of instruction; 8, business managers; 5, maintenance personnel; 29, attendance officers; 51, lunchroom assistants and a few other kinds of employees.

The absence of essential professional and other assistance in the superintendent's office means that he, of necessity, must spend a disproportionate amount of his time on routine matters. Under those conditions he cannot be expected to serve efficiently as executive officer of and as technical adviser to the board, and as the educational leader of the school system.

LOCAL SCHOOLS AND ATTENDANCE AREAS

Duties of Principals

A questionnaire was used to secure information from principals on the distribution of their time during the official school day for one week. About 150 forms were returned in time for tabulating data. Tabulations were made separately for county and city elementary, high, and union schools, arranged according to size into these five groups: 10 or fewer teachers, 11 to 20 teachers, 21 to 30 teachers, 31 to 40 teachers, and 51 or more teachers.

The principals of North Carolina schools unquestionably have many different duties to perform. Their functions can generally be classified as administrative, supervisory, teaching, clerical, and others relating to and particularly involving community relations.

Of the 150 reporting, 109 listed some time devoted to supervision of instruction; 94, to transportation; 102, to teaching; 123, to disciplinary problems; 117, to supervision of janitorial services; 107, to making reports of various kinds, with emphasis on school lunch reports; 114, to attendance problems; 89, to various forms of athletics; 106, to lunchroom activities; 115, to conferences with parents; 88, to community campaigns of various kinds; 90, to first aid; and a number of other closely related activities.

These studies reveal that the average principal spends a relatively large amount of his official day on general clerical duties and numerous routine matters, thus depriving him of the opportunity to give proper attention during the day to the many problems involved in school management. Most principals report that

they find it absolutely necessary to attend to many important matters before and after school hours and over the weekend. This they report is necessary because their official day is taken up by teaching, clerical, and routine duties.

Principals were asked the following questions: *What clerical help is provided in your school? How financed?* Of the 135 responding, 35 reported that some clerical assistance was available to them. Sixteen reported full-time and 19 reported part-time clerical assistance. Ten of the 16 full-time clerical assistants were reported by city and 6 by county schools. Of the 19 reporting part-time clerical assistants, 14 were reported by county schools. Part-time assistants were reported as spending from 1 hour per day to 3 hours per day; in several instances they were high school students.

Of the 35 reporting clerical assistance, only 18 stated that state or local funds or a combination thereof were provided; 15 reported "school funds" were used; and 3 reported "no funds" were available to pay these assistants.

Size of High Schools

Elsewhere in this report recommendations point to the need for establishing high schools of sufficient size if adequate educational offerings, including urgently needed vocational education opportunities, are to be provided. Table 46 shows the distribution of high schools according to size as measured by enrollment.

Of the 632 county and 96 city high schools for white children, only 20 county and 55 city have enrollments of 300 or more.

Table 46
Number of High Schools According to Enrollment in
Grades 9-12

Enrollment	White			Negro			Indian
	County	City	Total	County	City	Total	
1-100.....	270	8	278	76	14	90	6
101-200.....	278	19	297	65	26	91	1
201-300.....	64	14	78	18	6	24	
301-400.....	13	15	28	1	8	9	
401-500.....	3	11	14	2	3	5	
500 and Over.....	4	29	33	1	8	9	
TOTAL.....	632	96	728	163	65	228	7

Of the 153 county and 65 city high schools for Negroes, only 22 county and 25 city have enrollments of more than 200.

In terms of actual enrollments as reported for 1946-47 by county and city administrative units to the office of the state superintendent, 270 county and 8 city high schools for whites and 76 county and 14 city high schools for Negroes report average enrollments of approximately 75 to 80 pupils; and 278 county and 19 city high schools for whites and 65 county and 26 city high schools for Negroes report average enrollments of about 140 to 150. In contrast, 64 county and 14 city high schools for whites and 18 county and 6 city high schools for Negroes report average enrollments approximating 250.

SUMMARY OF RECOMMENDATIONS

One of the major problems in school administration is that of providing a local educational organization adequate in size and scope, yet sufficiently flexible so that it can be adjusted to changing economic and social conditions and to consequent changing requirements in the educational programs.

Careful study and analysis of the local educational machinery in light of improvements in the educational program proposed throughout the several chapters of this report call attention to several possibilities and needs for improving local school organization and administration in North Carolina. Many important recommendations proposing ways and means of improving educational opportunities are feasible only if recommendations set forth below are put into effect:

1. *There should be established a more uniform system of local boards of education as the policy determining and rule making authorities in local administrative units.*

Local boards of education should be charged with the responsibility for establishing the general educational policies in their respective local units. Such policies should, of course, fit into the framework of the general educational policies of the state. The board should have full responsibility for all essential services of the local school system.

2. *The local board of education should be composed of five or seven lay members to be selected at large in terms of their fitness for the position, preferably in an independent election, and for overlapping terms of six years.*

One means of safeguarding local initiative is to keep the administration of schools close to the people. A local board of education should definitely be the policy determining body for the schools but its members should serve in that capacity only so long as their

actions are satisfactory to the electorate. A separate election is not only desirable but necessary if educational interest rather than partisan politics is to dominate. The terms of office must be long enough to assure some consistent continuity in policy. When an entirely new board is elected or appointed *at one time*, there is always the possibility, if not the likelihood, that there will be an interruption in the program. Such interruption usually results in much lost motion. Overlapping terms for board members reduce this risk.

A local board of five to seven members is large enough to be representative of the people in the unit and small enough to expect it to function as *a committee of the whole*. With six year overlapping terms, the board membership would be selected in a 2-2-1 or a 2-2-3 order in elections scheduled biennially.

3. *Provision should be made by the General Assembly for requiring the local tax levying body of a county to raise the local revenue necessary to meet that county's share of the cost of the minimum foundation program of education as defined by the legislature.*

Local boards are expected to carry out their mandates for efficient operation of the schools in their units and to provide at least the minimum foundation program of education required by the legislature. Elsewhere in this report it is recommended that a plan of financing be adopted under which each county will be required to make a minimum local tax effort to support the minimum foundation program in proportion to its relative taxpaying ability. Since boards of education are not tax levying bodies in North Carolina, this requirement should be directed to the local tax levying body. This principle is already incorporated in one statute of North Carolina with respect to certain elements of school costs.

Provision should also be made for the voters of the administrative unit to approve by majority vote proposals for additional or special levies when required for the school program.

4. *The local superintendent of schools should be appointed by the board for a term of four years, and should serve as the executive official with responsibility for administering the educational program in accordance with the policies and rules of the board.*

One of the principal duties of the local board should be the selection of a well trained superintendent of schools. The board should be free to consider for appointment for its executive officer *qualified professional leadership without being restricted by residence limitation*. The sole consideration of the board in selecting

the superintendent should be professional qualifications. Progressively higher standards for professional qualifications should be established during coming years.

The superintendent should have the responsibility for selecting and recommending to the board for appointment the administrative, supervisory, teaching, and other personnel needed for the efficient operation of the school system. Professional ability should be the sole basis of his recommendations for appointment and continuance of service of this personnel.

The relationship between the board and the superintendent must be clearly defined. When so defined and adopted by the board as rules of procedure, misunderstanding and confusion are less likely to result.

5. *There should be a definite plan for providing professional assistance in the office of the superintendent of schools.*

The state budget law makes little if any provision for such assistance with the result that, except as a local unit exercises the option through the use of local funds, the superintendent is forced to give so much of his time to details and routine work that he has little time to devote to the professional management and direction of the educational program. Efficiency in local operation and administration can, without question, be improved as soon as provision is made for properly trained professional assistants so urgently needed in the offices of the local superintendents of schools.

6. *School principals, as defined elsewhere in this report, must be relieved in so far as practicable from general clerical and routine duties so as to be free to devote their time to the skilled technical services for which they are employed.*

It is economy to provide clerical assistance for principals. A decision should be made as to nature of services a principal is expected to render, namely, whether he is to be primarily an administrator, a supervisor of instruction, an attendance officer, a supervisor of transportation, a teacher, or a clerk. A principal of a large school, in particular, cannot be expected to serve effectively in all of these capacities.

Good administration places large responsibility in the hands of the school principal. The individual school is the unit of a school system which means most to children and to their parents and to the area served by this school. A properly trained and well qualified person selected to serve as principal of a properly organized school is entitled to sufficient time, free from clerical and routine duties, for the major responsibilities of the position.

7. *Provision should be made for the designation by the reorganized county boards of education of school advisory committees of three and not more than five members.*

People of the area served by a given school should have designated representatives who not only understand local problems but who can officially present school needs of the area to their principal and, when considered necessary, to their board of education. There are numerous occasions when the advice of these committees will be most helpful. The duties and responsibilities of these advisory committees should be clearly defined. An advisory committee should have the right to reject by unanimous agreement any teacher recommended for its school. The responsibility for making recommendations for appointment of instructional and other personnel should rest with the superintendent and principals.

8. *Legislation should be enacted placing on the State Board of Education the responsibility, with the assistance of county committees on reorganization, to make and carry out a plan for determining on a state-wide basis the number of local school administrative units and the number of school attendance areas that can satisfactorily provide the educational program of the future.*

A satisfactory administrative unit can and should provide specialists in such areas as school library, vocational education, guidance, music, art, health and physical education, special education, pupil transportation, and attendance problems in addition to a competent staff of administrative, supervisory, and clerical personnel. It should also provide, in cooperation with other agencies, such services as health clinics, school lunches, community libraries, recreation, and audio-visual aids. A satisfactorily organized school should have enough pupils to justify at least one teacher per elementary grade and twelve teachers for the high school grades.

The State Board of Education should develop standards of local unit organization to be used by county committees; work out procedures for making essential studies of existing situations; provide professional assistance to county committees; review proposed plans of county committees as the basis for recommending improvements; and disapprove unsound proposals.

The county committee should make local studies with assistance from the state to determine the need for reorganization in accordance with standards and procedures of the state board. It should prepare, on the basis of studies, a tentative plan of local unit reorganization for the area involved, setting forth proposed unit boundaries, proposed arrangements on bonded indebtedness,

proposed use or disposition of school buildings, and the need for and approximate location or permanent school centers. It should secure active cooperation of the lay public through public hearings on the proposed plan, and should submit this plan of reorganization to the state board for review.

9. *Since a local administrative unit should be sufficiently large to warrant the provision of all essential and desirable administrative and supervisory services, except those provided by the state, local units of school administration which are established in the future should be organized so as to assure in the unit an absolute minimum of 3,500 to 4,000 school population and a desirable minimum of 9,000 to 10,000 school population.*

One of the functions of the administrative unit is to furnish either at local or state expense or both, at a cost that bears a reasonable relationship to the total current cost of the educational program, those administrative and supervisory services necessary to facilitate the operation of the whole educational program. Such services are concerned with educational and business administration, supervision of instruction, health supervision, and census and attendance supervision.

If an administrative unit has a much smaller number of pupils it can offer a good program only at an increased cost per pupil. The more pupils it has up to 9,000 or 10,000, the broader the program it can offer at a reasonable cost.

10. *Except as it is found to be administratively impractical, secondary schools should be established so as to assure an absolute minimum enrollment of 300 pupils and a desirable minimum of 500 to 600 pupils. Junior - senior or six year high schools should have an absolute minimum of 450 to 500 pupils and a desirable minimum of 600 to 700 pupils. A four year secondary school, including the 13th and 14th years, should have an absolute minimum of 600 to 700 students and a desirable minimum of 900 to 1,000 students.*

If secondary schools are organized with much smaller numbers of pupils than those recommended here, their programs will have to be restricted or else have to be provided at increased cost per pupil. *When secondary schools of smaller sizes have to be authorized because of isolation, comparable services should be provided at necessary costs.*

CHAPTER XVI

THE FINANCIAL PROGRAM FOR PUBLIC EDUCATION

STATUTORY DEVELOPMENT

THE basic financial obligations of North Carolina for elementary and secondary education are stated in the following provisions of the constitution:

"The people have the right to the privilege of education, and it is the duty of the State to guard and maintain the right" (Sec. 27, Art. I).

"Religion, morality and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged" (Sec. 1, Art. IX).

"The general assembly shall provide by taxation and otherwise, for a general and uniform system of public schools, wherein tuition shall be free of charge to all the children of the state between the ages of six and twenty-one years" (Sec. 2, Art. IX).

Early Provisions for Equalization

Prior to 1900 state support for public education in North Carolina was on a per capita basis. "The legislature in 1901 made an appropriation of \$100,000 to the public schools of the state in addition to authorizing the continuation of the per capita fund of the same amount."¹ This additional \$100,000 was for the purpose of lengthening the school term in every school district of the state up to the constitutional requirement of four months. This was the first attempt to equalize educational opportunities for all the children of the state.

In 1907 the Supreme Court upheld the legislative act which permitted the districts to levy a tax for schools in excess of the constitutional limitation of 66 2/3 cents. In the meantime the legislature had granted special charters to cities and towns throughout the state in order that they might levy taxes to extend education beyond the constitutional term of four months. This legislature also made a special appropriation of \$45,000 for the support of high schools, the first direct support for high school education in the state.

The General Assembly of 1911 enacted a law providing for a

¹ Samuel H. Thompson, *The Legislative Development of Public School Support in North Carolina*, Unpublished Doctoral Dissertation, The University of North Carolina, 1935, p. 383.

term of six months or a term as near that length as the amount of the equalization fund would permit. The amounts of the appropriations made by this legislature were \$375,000 for the equalization fund and \$250,000 for the per capita fund. The appropriation for high schools was increased to \$75,000. State aid was continued under these three plans until 1919, the amount appropriated being increased from time to time.

The coming of World War I gave new impetus for better schools. The constitutional term was increased from four to six months in November, 1918. In 1919 the legislature, in obedience to the new mandate of the Constitution, repealed the previous school laws, including special aid to high schools, and substituted for them a plan in which the state support for a six months' term was provided chiefly by a state property tax of 32 cents on the \$100 valuation of property. "This educational fund was to be apportioned in such a manner as to pay one-half the annual salaries of the county superintendents, the salaries of all the employed teachers for a period of three months, and one-third the annual salaries of the city superintendents."² It is to be noted that the support of high schools was put on the same basis as that of the elementary schools.

Abolition of State Ad Valorem Tax

The state, by vote in 1920 and by law in 1921, abolished the state ad valorem tax and obtained most of its funds from the income, business, franchise, insurance, and inheritance taxes. The General Assembly in 1921 appropriated \$1,400,000 from the general fund of the state treasury for public education. This was known as the "State Public School Fund." This appropriation was divided into two parts: \$642,700 was to be used for special work and the remaining \$757,250 was to constitute an equalization fund. In 1921 the General Assembly gave further encouragement to the development of high schools through an appropriation of \$224,000 to a special fund for matching federal appropriations under the Smith-Hughes Act. Any part of this appropriation not used for matching the federal funds was to be expended in aiding the establishment of consolidated high schools in rural districts. The counties having *no high schools* in their rural sections were to be given first choice, and those counties having *no standard high schools* in the rural sections were to receive the second consideration.³ Under these provisions the sum of \$51,000 was spent for high schools in 1922-23.

² Thompson, *op. cit.*, p. 403.

³ Thompson, *op. cit.*, p. 487.

Increases in The Equalization Fund

The revenue plan of the 1921 legislature fell short of expectations and there was not a sufficient amount of money to carry out the equalization program. The Governor called a special session of the General Assembly in December and increased the equalization fund from \$757,250 to \$832,250. This additional \$75,000 was taken from the appropriations⁴ of the State Department of Public Instruction.

An important measure enacted at this extra session validated the tax rates levied in the counties according to a rule of the State Department of Public Instruction. Each county was required to levy a tax rate that would provide as much money as would have been yielded by a levy of 30 cents per hundred dollars on the 1920 valuation before that county could receive aid from the equalization fund.

The most important part of the school law of 1923 concerned the state equalizing fund. The apportionments from this fund "to the counties were to be made in such a way as to encourage their schools by securing efficient organization, administration, supervision and well trained teachers."⁵ The amount appropriated for the equalization fund was \$1,250,000, which was to be distributed on the basis of the salaries paid under the state salary schedule and upon the basis of the number of teachers allowed by the law. Out of the amount appropriated for equalization, \$30,000 was to be used for the transportation of pupils. In addition to the equalizing fund the General Assembly of 1923 appropriated \$124,000 for high school aid and an amount equal to that given by the federal government for vocational aid.

In 1925 the legislature increased the equalizing fund by \$250,000, making a total of \$1,500,000 annually for the biennium. Out of this annual appropriation, the sum of \$1,164,461.97 was distributed for the next two years to the same counties on the same basis as that used in 1923-24. The remainder of the equalizing fund was to be apportioned by a commission composed of five members, appointed by the Governor, and known as the "Equalizing Fund Commission." The commission was to have authority to apportion these funds on any basis that it might adopt to give a fair and just apportionment to those counties needing money most. No county, however, was to receive any of this special money until it had levied a tax of at least 44 cents on the \$100 valuation for school purposes.

In the meantime the 1925 General Assembly reduced the high

⁴W. H. Plemmons, *The Development of State Administration of Public Education in North Carolina*, Unpublished Doctoral Dissertation, The University of North Carolina, 1943, p. 74.

⁵Thompson, *op. cit.*, p. 416.

school aid to \$110,000. This reduction came because former appropriations were, in a measure, stimulation by the state for the purpose of making high school support a part of the state's educational program. Thus by 1925 the state was including elementary and high school support in its educational policy, though the support to a great extent came from the local counties and districts.

On the request of Governor A. W. McLean, an education commission was created by the legislature in 1925. "This Commission was charged with the responsibility of making a complete investigation and survey of the public school system; of investigating completely and fully the state equalization fund and its administration; . . . of collecting, compiling, and disseminating educational data and information to the people of the state; and of performing any other duties the commission itself thought proper and necessary."⁶

State Board of Equalization

The commission created in 1925 made its report and recommendations to the legislature in 1927. As a result of these recommendations the General Assembly provided an equalizing fund of \$3,250,000 for each year of the next biennium. Before participating in this equalizing fund, "a county . . . had to levy and collect by an ad valorem tax a net sum equal to the amount which would be raised by a tax rate of 40 cents on the \$100 valuation of property as determined by the State Board of Equalization."⁷ This State Board of Equalization was composed of eleven members, the presiding officer of the senate and one from each of the ten congressional districts of the state, to be appointed by the Governor and confirmed by the Senate. There were no provisions in the laws which prevented a county from levying additional taxes to pay higher salaries than the state schedule or for other educational expenditures. Although the legislature took no action on the recommendation relating to a school term of eight months, it was thought that it had paved the way for the uniform term of eight months.

In 1929 the legislature continued the State Board of Equalization and added as ex-officio members the Governor or his representative as director of the budget and the State Superintendent of Public Instruction. This legislature appropriated for each year of the biennium \$5,250,000 for the equalization fund and \$1,250,000 as a tax reduction fund, a total of \$6,500,000 for the support of education throughout the state, to be apportioned by the State Board of Equalization.

⁶Plemmons, *op. cit.*, p. 80.

⁷Plemmons, *op. cit.*, p. 84.

The General Assembly in 1929, like the one in 1925, appointed a special commission to study school problems and suggest needed educational legislation for consideration of the next session.

From 1901 to 1931 the legislature made many efforts to equalize education throughout the state by means of an equalizing fund. Factors such as increasing enrollment, expanding services of the schools demanded by the people, and the fluctuating property valuation and tax rates caused the educational and governmental leaders much concern. Some counties grew economically stronger much more rapidly than others due to industrialization in some parts of the state. Although the legislature had created a State Board of Equalization and had given it the power to distribute the equalizing fund and to adjust valuations and tax rates so that the burden for education would be equalized on all people, there were still great inequalities existing among the counties both as to taxes and education. One county paid taxes for school purposes at a rate of 44 cents on the \$100 valuation while another paid \$1.16. With these situations and many others brought about by the depression, the legislature in 1931 was faced with many serious problems of what to do about financing public education.

The state's plan for financing education broke down for a number of reasons, some of which could have been avoided and some of which could not have been prevented. The principal reasons causing the break down of school financing in the early thirties were as follows: (a) a world wide depression which caused a sharp decline in revenue at both the state and local levels; (b) the lack of a satisfactory plan for measuring the taxpaying ability of local school administrative units; (c) the failure of the state to include provision for school buildings and other essential elements of school costs in its foundation program; (d) poor local school organization; and (e) the failure of the state to provide sufficient funds from state administered taxes to finance its fair share of the cost of an adequate minimum foundation program of education for all children.

Adoption of the School Machinery Act

Several educational plans were presented to the 1931 General Assembly. Early in the session in the latter part of January, 1931, the legislature passed the School Machinery Act which was intended "to provide for a fair and equitable distribution of the school fund to the end that the burden of support of the six months' term may rest equitably upon all the counties of the State, and that the educational opportunities be the same, as near as it may be in each county."⁸ The act provided an appropriation for each

⁸ *Public Laws of North Carolina, 1931, Chapter 430, Sec. 23.*

year of the biennium, including \$15,700,000 from the general fund and an estimated \$1,300,000 from fines, forfeitures, penalties, and miscellaneous taxes. The act also provided for an appropriation of \$1,500,000 for extending the school term to eight months and an emergency fund of \$150,000. Thus a total appropriation of \$18,650,000 was made by the state for the support of public education in 1931. The control of these appropriations was vested in the State Board of Equalization. The act further provided "for a 15 cent ad valorem tax to be levied by the counties as their share in the support of the six months' term, with the proviso that counties, districts, and cities could levy additional taxes for the purpose of providing additional facilities, only with final approval of the State Board of Equalization."⁹

The economic outlook in North Carolina as well as in the entire nation had gone "from bad to worse" by 1933. The legislature felt that it must reduce governmental expenditures on both local and state levels. Since a definitely new pattern of state support for education had been set in 1931, the General Assembly of 1933 enacted laws which placed the major burden of support of education upon the state (no state support was provided for maintenance, fixed charges, capital outlay, and debt service) and created the State School Commission to administer the state school system. Thus, the State Board of Equalization was abolished. In 1933 the legislature increased the length of the legal school term from six to eight months, and appropriated the sum of \$16,000,000 for the first year of the biennium and \$17,500,000 for the second year. All existing ad valorem taxes on property for school purposes were abolished. Certain districts, by vote of the people and approval of the State School Commission, were permitted to levy a property tax for school services beyond those supported by the state.

The School Machinery Act of 1935 provided for an appropriation of \$20,031,000 for the support of public schools in 1935-36 and \$20,900,000 in 1936-37. The act provided for "all fines, forfeitures, penalties, dog taxes, poll taxes, and all other funds, except those of the State, to be delegated to the schools for maintenance of the plant and fixed charges."¹⁰ All county wide school funds were to be distributed on a per capita (enrollment) basis.

The General Assembly of 1937 made no major changes in the state school laws. It appropriated \$23,796,367 for the first year of the biennium and \$24,986,160 for the second year. Upon request of the Governor, the legislature authorized him to appoint an

⁹ Plemmons, *op. cit.*, p. 107.
¹⁰ Thompson, *op. cit.*, p. 465.

education commission to examine the public educational system and report to the next General Assembly.

In 1939 the legislature adopted the School Machinery Act as a permanent piece of legislation. This body appropriated \$25,941,313 for the public schools for the first year of the biennium and \$27,030,000 for the school year of 1940-41. This act also provided for the addition of the twelfth year to the school program. The sum of \$28,158,324 was appropriated for public education for the school year of 1941-42 and \$30,542,237 for the school year of 1942-43. This same legislature appropriated \$1,370,000 for vocational education for the biennium.

In 1943 an act was passed which extended the length of the school term to nine months and provided that no local district could levy taxes to extend terms for a longer period than nine months. The appropriations for the 1943-45 biennium were approximately \$78,000,000.

The legislature in 1945 appropriated approximately \$100,000,000 for the biennium. It made no major changes in the school laws.

In 1947 the General Assembly appropriated \$63,408,987 for public education during 1947-48 and \$64,496,720 for the school year 1948-49.

Trends in School Support

Before 1900 public education in North Carolina was financed primarily by local support. The state gave some assistance to the local districts by what is known as the per capita method. The period from 1900 to 1931 found the state taking a more active part in financing elementary education and in stimulating high school education. The state appropriated money for the support of education and distributed it not only on a per capita basis but also on an equalizing basis. The amount of the appropriation for the first state equalizing fund in 1900 was \$100,000. This amount was increased from time to time and in 1929 (the last appropriation for the equalizing fund) the amount appropriated was \$5,250,000. Although the state increased its appropriation somewhat each biennium it was necessary for the local districts to continue a relatively high local tax to support the public schools.

The coming of the depression and the breakdown of the tax structure caused the General Assembly of 1931 to adopt a different method of financing public education in North Carolina. Under this plan the state undertook to provide all funds required for the minimum essentials of most items of current expense except maintenance and fixed charges. No local tax effort was prescribed or required, although local school systems were expected to care for maintenance, fixed charges, capital outlay, and

debt service. The basic features of this plan have been carried forward each year since that time and are still characteristics of the state plan for school support.

Table 47 shows the total expenditures for public education in North Carolina since 1927 from state, federal, and local funds.

It is noted that in 1930-31 the state provided \$6,965,342.94 for public education and the local units provided \$31,320,604.66. This was the last year that the state appropriated money to the schools on an equalizing fund method. In 1931-32, the first year the schools operated under the School Machinery Act, the state spent \$17,142,699.43 (about \$4,700,000 of which came from locally collected ad valorem taxes) and the local units spent \$14,290,386.96. Under this new plan of financing education the expenditures for public education, local and state, were reduced nearly \$7,000,000 in one year. Part of this reduction came from actual economies but a large part resulted from decreases in salaries and services in the various school systems. There was a further decrease in 1932-33 and again in 1933-34. The total expenditures, federal, state, and local, for 1933-34 were only \$24,948,131.38—a reduction of approximately \$13,500,000 or nearly 35 per cent below the 1930-31 expenditures. The amount the state has appropriated for education has increased each year since 1933-34. Local support remained rather constant from 1934-35 until 1946-47.

The school lunch funds have ranged from \$787,462 in 1943-44 to \$3,630,855 in 1946-47. The amount for 1947-48 is estimated at \$2,596,514. It will be noted that the amount of federal funds included in Table 47 have fluctuated considerably with marked increases during recent years. This is due largely to the fact that Federal Works Progress Administration and Public Works Administration funds for schools are included after 1932, that war training funds are included during the war years, and that large amounts of school lunch funds are included since 1943.

Current Expense Cost Per Pupil

As previously indicated, the expenditures shown in Table 47 include many items which may vary considerably from year to year. Gross expenditures are never fully satisfactory for showing trends or making comparisons.

The current expense cost per pupil for day schools is a much more satisfactory figure for this purpose. The item "current expense" includes all expenditures for general control, instruction, operation, maintenance, auxiliary services, and fixed charges. While these will vary somewhat from year to year they are considered comparable items for a study of expenditures for current

Table 47

Total Expenditures for Public Schools in North Carolina,
According to Source of Funds Since 1927-28

Year	State*	Local	Federal	Grand Total
1927-28.....	\$ 6,565,644.53	\$ 34,180,228.10	\$ 139,660.23	\$ 40,885,532.86
1928-29.....	4,295,154.94	37,196,562.59	138,683.10	41,630,400.63
1929-30.....	7,215,275.50	32,250,703.57	160,417.29	39,626,396.36
1930-31.....	6,965,342.94	31,320,604.66	182,843.85	38,468,791.45
1931-32.....	17,142,699.43	14,290,386.96	221,032.85	31,654,199.24
1932-33.....	17,585,572.52	11,190,235.28	210,245.85	28,986,053.65
1933-34.....	15,877,419.79	8,388,677.39	682,034.20	24,948,131.38
1934-35.....	17,029,138.59	10,955,109.26	864,479.82	28,848,727.67
1935-36.....	20,509,697.81	12,284,348.68	1,619,546.20	34,413,592.69
1936-37.....	22,030,916.18	15,301,445.88	1,640,471.28	38,972,833.34
1937-38.....	25,852,606.57	15,509,450.20	962,930.89	42,324,987.66
1938-39.....	26,418,699.77	14,306,167.27	1,592,957.38	42,317,824.42
1939-40.....	26,990,595.00	14,613,976.11	1,054,134.40	42,658,705.51
1940-41.....	28,475,170.92	15,256,331.79	1,199,031.90	44,930,534.61
1941-42.....	29,207,637.12	16,487,616.18	2,267,071.84	47,962,325.14
1942-43.....	31,584,770.13	15,008,610.40	2,453,192.69	49,046,573.22
1943-44.....	38,036,536.01	14,449,632.90	2,426,950.30	54,913,119.21
1944-45.....	39,770,672.92	14,738,240.13	3,356,609.90	57,865,522.96
1945-46.....	45,544,813.14	16,840,813.51	3,700,616.78	66,086,243.43
1946-47†.....	53,688,859.00	20,000,000.00	6,245,668.00	79,934,527.00
1947-48†.....	63,409,000.00	20,500,000.00	6,950,000.00	90,859,000.00

* Including occasional gifts from philanthropic agencies.

† Amounts estimated.

school programs. They do not include capital outlay and debt service, for such items are less likely to be comparable.

Table 48 gives the current expense cost per pupil in average daily attendance in the United States and in North Carolina for every second year beginning in 1927-28. In studying this table it should be remembered that the figures given are averages, that the expenditures for many states go considerably above these averages, and that the averages are affected by the low expenditures in such states as North Carolina. Furthermore, the North Carolina average does not disclose the higher expenditures which are found in certain school systems and the considerably smaller expenditures found in others.

Rather consistently, the average current expense cost in North Carolina has ranged from about one-half to approximately six-tenths of the national average expenditure. In 1929-30 it was slightly less than 50 per cent. In 1933-34, however, the North Carolina average had dropped to about 35 per cent of the national average. By 1945-46 the relative position of North Carolina had increased to about 60 per cent of the national average.

The facts shown in Table 48 and pictured in Figure 4 plus those

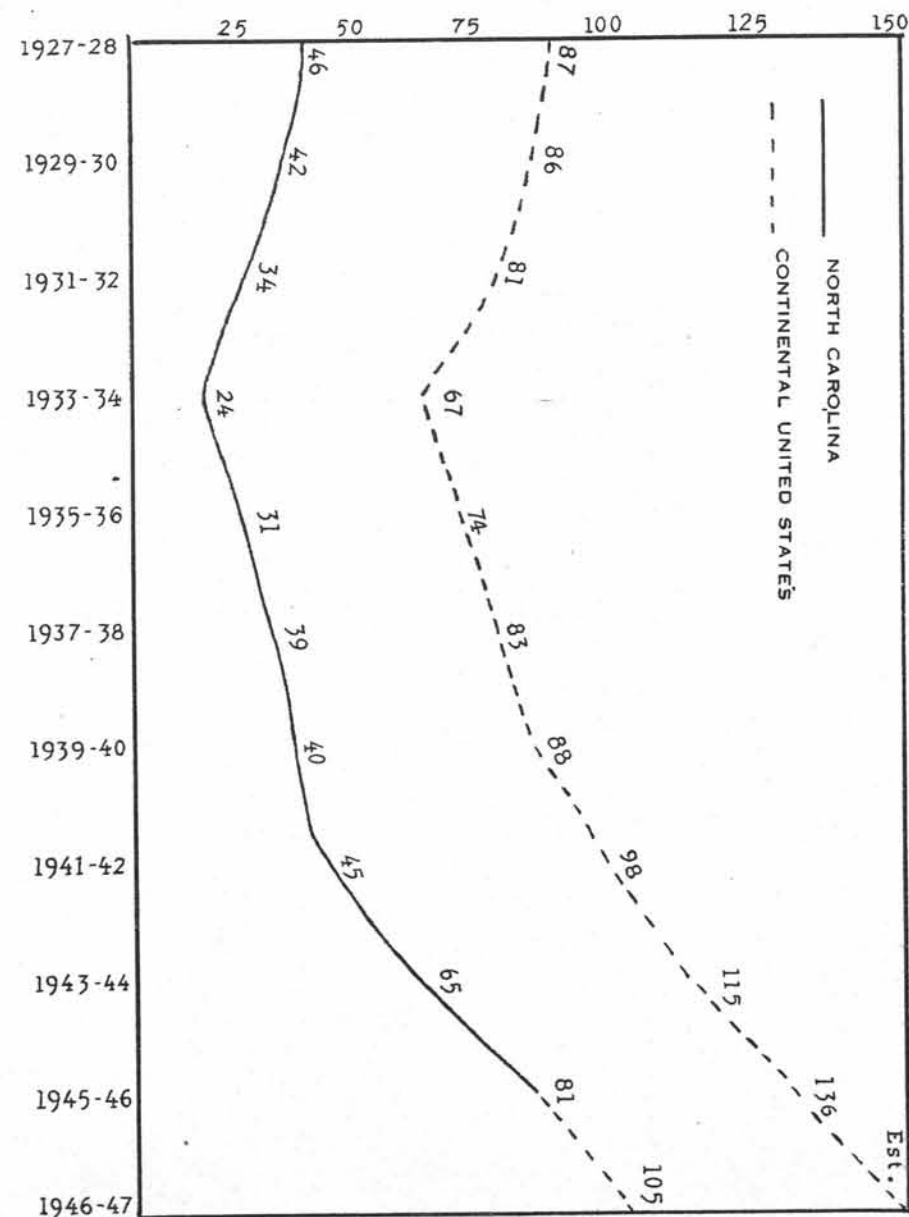


Figure 4. Cost per Pupil in Average Daily Attendance*

* Biennial Surveys of Education in the United States, Published by the United States Office of Education, Washington, D. C.

Table 48

Costs Per Pupil in Average Daily Attendance in the United States and in North Carolina for Certain Years*

Year	Continental United States	North Carolina	North Carolina Per Cent of United States
1927-28.....	\$ 87.22	\$ 46.63	\$ 53.4
1929-30.....	86.70	42.85	49.4
1931-32.....	81.08	34.44	42.4
1933-34.....	67.48	24.18	35.8
1935-36.....	74.30	31.11	41.8
1937-38.....	83.87	39.59	47.2
1939-40.....	88.09	40.86	46.3
1941-42.....	98.31	45.11	45.8
1943-44.....	115.61	65.16	56.3
1945-46.....	136.41	81.43	59.6

* Biennial Surveys of Education in the United States, Published by The United States Office of Education.

gathered in the present survey of the schools of North Carolina lead to the practically certain conclusion that *North Carolina has a very inadequate educational program*. Even though the state may have achieved a maximum of efficiency and economy in the operation of its schools, it is not reasonable to think that it has an adequate school program as long as its current expense per pupil is only about 60 per cent of the national average. Studies which have been made over a period of years show conclusively that *we get just about what we pay for in education*.

It is true that North Carolina, like other states, has, during recent years, steadily increased its expenditure per pupil. But this expenditure has not kept pace with the changing value of the dollar and citizens' idea of the services which a modern school should render to all persons in the state. Among the services added to and the improvements made in the schools of the state since the turn of the century are consolidation of attendance and administrative units; transportation; nine months school term; twelve year program; minimum state salary schedule; state retirement system; health and physical education programs; school lunch program; free textbooks for elementary schools; vocational education; improved attendance laws; and increased qualifications for teachers.

THE STATE FINANCE SYSTEM

Support of public education in North Carolina can come only from (a) the federal government, (b) the state government, (c) local governments, and (d) voluntary contributions.

Federal aid, now granted for certain limited purposes, chiefly vocational, is not a major concern of this study, although it is evident that the southern states would benefit appreciably if the Congress should pass one of the comprehensive aid bills now under consideration.

The state government is in a position to affect, to a marked degree, the support of public schools, since the major responsibility for public education has been assumed by the state government. State support for public schools is borne by the general fund; hence, the revenues and expenditures of that fund, actual and potential, are of prime importance in a study of education. Data on the state's general fund are given in Table 49.

Local governments still retain considerable responsibility for education, not only for debt service, capital outlay, fixed charges, and maintenance, but also for supplements to salaries and other operating expenses. Since counties and cities vary widely both in their ability and in their willingness to tax themselves for schools, it is difficult to decide whether local governments are giving as much support as they should to education. It is clear, however, that local government taxes for all purposes are approximately 23 per cent less than they were twenty years ago. Beginning in 1933, the state deliberately decided to relieve property of heavy taxes by adopting a sales tax, increasing the rates on income tax, and by assumption of the cost of constructing and maintaining county roads. This change in policy resulted in a reduction of the weighted average local tax rate from 125 in 1928 to 98.5 in 1947.

Voluntary contributions, through Parent Teachers Associations and other groups, help many schools to realize some of the educational advantages that mean much to growing children. Public authorities charged with the responsibility for schools should give proper recognition and encouragement to such voluntary assistance. The coöperation of public and private agencies for a common end is recognized as an important feature of the American way of life. It must be remembered, however, that these agencies are not organized for the primary purpose of raising money for schools and that the support for public education should come primarily from tax sources.

The State Revenue System

Table 49 shows the general fund receipts in 1935-1940 and again in 1947-1949.

It reveals that the general fund out of which comes the support of education, has more than trebled since the pre-war years. It now constitutes over 55 per cent of the total state revenues.

Table 50 lists the various taxes constituting the general fund,

with the amount of revenue each tax contributed in 1947-1948, and the percentage of the total ascribed to each.

Table 49
State General Fund Revenues, 1935-1940* and 1947-1948†

	Five-Year Average 1935-1940	1947-48	Per Cent Change in 1947-48 from Five-Year Average
General Fund			
Tax Revenues	\$ 37,381,347	\$ 126,205,698	237.6
Non-Tax Revenue.....	1,556,535	3,362,454	116.0
Totals	\$ 38,937,882	\$ 129,568,152	232.7

* Report of the North Carolina Department of Tax Research, 1946, p. 42.

† Release of Budget Bureau, August 8, 1948.

Table 50 reveals the outstanding importance of the income tax and the general sales tax to the general fund. Together these two taxes account for more than 75 per cent of the total. While the high prices of the postwar period are partly responsible for the large receipts of these two taxes and while a recession in prices and in the general level of economic activity would reduce considerably their yield, it still remains true that unless the tax

Table 50
Sources of Revenue for the State General Fund, 1947-48*

Sources of Revenue	1947-48	
	Amount	Per Cent of Total
Inheritance and Gift Tax	\$ 1,863,732	1.4
License Taxes	3,944,444	3.0
Franchise	10,053,970	7.8
Income Tax	59,583,846	45.9
Sales Tax	39,333,608	30.5
Beverage Tax	6,471,703	5.0
Intangible Tax	591,572	0.5
Freight Car Tax	37,408	0.02
Insurance	3,367,409	2.6
Miscellaneous and Non-Tax Revenue.....	4,320,410	3.3
Total	\$ 129,568,152	100.00

* Report of the North Carolina Department of Tax Research, 1946, page 42.

structure is changed the general fund must rely heavily on these two forms of taxation in the future.

The State Expenditure System

Table 51 presents data on state expenditures for 1946. Since this was compiled by the United States Department of Commerce, the items are not broken down according to whether they are expenditures of the general fund, highway fund, or other funds.

Table 51
North Carolina State Expenditures, 1946*

Expenditures	
Operating Expenditures.....	\$ 92,585,000
Debt Service	8,149,000
Capital Outlay.....	13,007,000
Aid to Local Governments.....	9,346,000 (Chiefly public welfare)
Contributions.....	19,697,000 (Unemployment compensation and retirement funds)
Total.....	\$ 142,784,000
Operating Expenditures	
General Control.....	\$ 2,188,000
Agricultural and Natural Resources	3,876,000
Health	4,924,000
Hospitals	4,960,000
Public Welfare	1,547,000
Corrections	1,296,000
Schools.....	54,394,000 (\$47,227,000 operating local schools)
Highways and Public Safety.....	18,188,000
Miscellaneous	1,212,000
Total.....	\$ 92,585,000

* United States Department of Commerce-North Carolina State Government Finances in 1946, Table 5

According to the State Board of Education¹¹ the total amount spent by the state government for current expenses of schools for the year 1945-46 was \$48,990,751, which includes federal and philanthropic grants.

The State Board of Education¹² also reports that the total appropriations from the state's general fund for school support in 1947-48 were \$63,408,987. This amount was distributed as follows:

¹¹ "State School Facts," State Board of Education, Jan., 1948.
¹² *Ibid.*, Nov., 1947.

Nine-months school fund.....	\$58,955,724
Purchase of busses.....	2,109,500
Vocational education	1,523,763
Textbooks.....	820,000
Total	\$63,408,987

The \$63,408,987 for 1947-48 represents an increase of \$14,418,236 or about 30 per cent in two years. Since the price level rose at least 30 per cent if not more in these two years, the increase was more nominal than real.

Local Taxes in North Carolina

Since 1931 there has been a notable shift of functions from the local level to the state level in North Carolina. This has been especially significant in the two most expensive functions of state and local governments—highways and schools. Naturally this shift of functions has tended to increase state taxes and to decrease local taxes. Table 49 shows the increase in state general fund revenues from 1935-1940 to 1947-1949, and Table 52 shows the decrease in local taxes since 1928-29.

Table 52

Local Taxes in North Carolina for Designated Years

Fiscal Year	County	Municipality	District	Total	Per Cent of 1928-29 Total
1928-1929.....	\$ 38,432,798	\$ 15,568,468	\$ 11,910,256	\$ 65,911,522	100.0
1939-1940.....	25,466,497	15,135,632	3,315,879	43,898,008	66.6
1945-1946.....	29,087,779	18,383,225	3,625,605	51,906,609	78.8
1946-1947.....	32,917,760	22,703,756	5,457,336	61,078,852	92.7

Despite the considerable growth in taxable property in North Carolina between 1929 and 1947 and despite the higher price level prevailing in 1947, local governments in the state levied only 92.7 per cent as heavy dollar taxes in 1946-47 as they levied in 1928-29. Municipal taxes increased while county and district levies decreased to a greater extent due to the deliberate policy of shifting taxes from the local governments to the state.

The two forms of property tax in North Carolina, general property and intangibles tax which is a form of property tax, make up 95 per cent of the total local government taxes. While this sounds high, three facts should be kept in mind: (a) Property is the chief source of local taxes in most states. (b) Few if any

states have lightened the relative tax burden on property as much as North Carolina has in the past 20 years. Not only is property bearing a much lower percentage of the total state and local tax burden than formerly but it is also actually paying fewer dollars in taxes than 20 years ago. (c) Local governments have other sources of revenue than taxes, such as fines, fees, court costs, and receipts from publicly owned utilities. Property taxes provide, therefore, considerably less than 95 per cent of local government revenues.

The marked shift in school support from the local governments to the state general fund may be seen in Table 53.

Table 53

Current Expense Funds for Schools Derived from State and Local Sources in North Carolina

Year	State	Local	Per Cent from State Sources
1928-1929*.....	\$ 3,688,300	\$ 24,273,232	13.2
1938-1939*.....	25,950,423	4,860,856	84.2
1945-1946*.....	48,990,751	7,979,705	86.0
1947-48†.....	63,409,000	9,000,000	87.6

* "State School Facts," January, 1948

† Amounts estimated

Between 1928-29 and 1947-48, the local and state governments practically exchanged relative positions in supplying current expense funds for schools. In the former year the local governments furnished 87 per cent of the current expense money for schools, while in the latter year the state government furnished about 87 per cent of the funds.

Are State and Local Taxes High Enough?

First, are North Carolinians paying today as much state and local taxes as formerly? Economists agree that income is the best single measure of a state's total ability to pay taxes. Such measures as automobile registrations, retail sales, public utilities, farm income, and pay rolls are valuable for calculating the ability of local units to pay property taxes but income is a better measure of the total ability of a state because the state has access to many forms of taxation. Since taxes are normally paid out of income, the logical relationship for analysis is between taxes and income. When measuring the tax burden it is customary to reduce both income and taxes to a per capita basis in order to facilitate fair

comparisons from one year to another within the same state. Table 54 gives data for North Carolina on a per capita income and taxes.

Table 54
Per Capita Income and Taxes in North Carolina for Designated Years*

Fiscal Years	Per Capita		Per Cent State and Local Taxes are of Income
	Income	State and Local Taxes	
1928-1929	\$ 349	\$ 31.40	9.0
1939-1940	311	36.10	11.6
1942-1943	590	49.10	8.3
1944-1945	732	52.00	7.1
1945-1946	753	56.30	7.5

* Report of the North Carolina Department of Tax Research.

The data in Table 54 shows that in the latest year, 1945-46, the people paid in state and local taxes a smaller proportion of their income than in either 1939-40 or 1928-29. If the same percentage of income had been paid in state and local taxes in 1946 as was paid in 1940, the per capita amount would have been \$87.35 instead of \$56.30.

Second, are North Carolinians paying as much state and local taxes in proportion to their income as the citizens of other states. The United States Department of Commerce publishes estimates of income payments by states, both in total amount and on a per capita basis. Space does not permit reproduction of the figures for the forty-eight states and the District of Columbia but a few of the Department's estimates for the calendar year 1946 are cited in Table 55.

Table 55
Per Capita Income Payments in 1946*

U. S. As a Whole	\$1,200
Southeastern States	801
North Carolina	817

* Survey of Current Business, August, 1947, p. 22.

According to these figures, the per capita income of the eleven southeastern states averaged only two-thirds of that of the nation as a whole, while North Carolina's was 68 per cent of the national

average. On this basis it might well be contended that if the people paid in state and local taxes for schools 68 per cent as much per capita as the nation at large, they would be paying as heavily (in proportion to income) as the American people as a whole paid.

In the hearings on "Federal Aid to Education" before a subcommittee of the Senate Committee on Labor and Public Welfare, J. W. Studebaker, then U. S. Commissioner of Education, presented data showing current expenditures for schools by the various states in 1944, both in aggregate amount and in amount per pupil in average daily attendance (Senate Hearings, Federal Aid to Education, May 2, 1947, p. 536). These data show that when the forty-nine states, including the District of Columbia, were arranged in order according to current expenditures per pupil in average daily attendance, New York was highest, expending \$185.13; Mississippi was lowest at \$42.25; North Carolina was 43rd at \$65.16. The national average¹³ was \$117.00. North Carolina spent only 56 per cent of the national average. It should have spent 68 per cent—a 12 per cent deficiency in effort.

Since the per capita income in North Carolina was 68 per cent of the national average, the North Carolina expenditure per pupil in average daily attendance should have approximated 68 per cent of the national average in order to keep expenditures for education and income in the same ratio. This would have required \$85.28, whereas actual expenditures were \$65.16 per pupil. North Carolina has more children to educate in proportion to total population than the average state. This method of calculating tax effort does not take that factor into consideration.

When the high proportion of child population is taken into consideration, a somewhat different picture is presented. In 1945 the state's total income payments amounted to \$2,685 per child from 5 to 17. This is approximately 50 per cent of a national average of \$5,372. Thus with 50 per cent as much wealth per child, the state spent 56 per cent. When North Carolina's tax effort for schools is evaluated in terms of income per child, it is making more than an average tax effort, but when expenditures are evaluated in terms of income per capita, North Carolina is not making the tax effort for schools it should.

Effort frequently is defined as being the proportion of total resources devoted to education. In 1944-45 the state devoted 1.88 per cent of its total income payments to the current cost of education. The national average was 1.59 per cent. This method of

¹³ Hearings before both the Senate and the House subcommittees brought out proposals to apportion federal aid on bases other than pupils in average daily attendance. Chairman McGowan of the House subcommittee advocated the number of children to be educated in a state as a better base than pupils in average daily attendance.

measurement likewise shows that North Carolina's financial effort exceeds the national effort.

If effort is measured by the proportion of state tax revenues devoted to the current costs of education, the 1944-45 national average was 45.09 per cent compared to the North Carolina percentage of 37.5. Since the state bears a relatively large proportion of school expenses from state funds one would have expected to find a correspondingly larger percentage of state tax revenues devoted to education. Apparently, the state either devoted a larger share of the resources to other functions or it withheld from school support a part of the resources that were available.

In concluding that North Carolina is not putting as much into schools as her income would justify, one must weigh the larger number of children per family against the relative value to be placed upon education. Without more than average effort the state cannot spend as much per pupil as the national average. Yet, thirteen other states devoted a larger percentage of their income to public education in 1945 than did North Carolina. According to United States Bureau of Agricultural Economics reports cited in "Business Week" for March 27, 1948, North Carolina exceeded all other southeastern states in 1947 cash farm income, receiving 2.47 per cent of the national total and ranking 14th among all states. In May, 1948, "Sales Management" reported that the state enjoyed 1.847 per cent of retail sales in the United States and had 1.933 per cent of the 1947 effective buying income (after taxes), compared with the 1.744 in 1945.

It should be pointed out that most of these data are two and three years old and that the state has materially increased its support since the war. The data are the latest available on a national scale. While North Carolina was increasing its support for public education, so were all other states, for the educational crisis has received nation-wide attention. The *Journal of the National Education Association* for March, 1948, reports that an 86 per cent increase from 1940 to 1947 would have been required to keep pace with the rising economic trend. North Carolina increased her support 79 per cent but this increase was exceeded by Georgia, Arkansas, Virginia, Maryland, and Florida among the southern states. Data for the state since 1945 should be accompanied by later data from other states.

By way of summary, evidence seems to indicate that *current public school support in North Carolina will buy no better school services than it would before the war*. In 1945 the state exerted more than average effort but was exceeded by other states. Since 1945, the state has increased in relative financial ability, but its increased school support has been exceeded by that of other states.

There are other states that bear a larger proportion of school costs out of state revenues. There are other states that devote a larger proportion of state tax collections to public education. Obviously, the people are able to give stronger support to schools than they are now doing. How much support should be increased depends upon what the people are willing to invest in education for their children.

Federal Aid to Public Education

At present there is only a remote possibility of federal aid to education in the near future. The basic proposal is intended to minimize differences in educational opportunities among the states. It is universally agreed that the southern states would benefit appreciably if the Congress should pass one of the comprehensive bills which have been considered. Federal aid, if granted, would be designed to carry the school program beyond the point where the state is able to carry it. The proposed aid is not designed to relieve the state of doing what it can to help itself. Therefore, the state school finance problem is not mitigated by any prospective federal aid to education. *The state should adopt a policy of providing a basic foundation program of public education as complete and as adequate as its resources will permit, any possible federal aid being used to extend this foundation program beyond the state's capacity.*

The Will of the People

A legislature is elected to provide for the people the services for which they are able and willing to pay. There is no question but that the citizens of North Carolina are actively aroused over the plight of their schools and that they are interested in improving the quality of public education. To secure a general estimate of this interest, the check list for citizens distributed throughout the state was analyzed to show group thinking. Replies were received from a good cross section of the socio-economic life of the state as shown below: (a number of the returns did not indicate the occupation).

Educators.....	581	Farmers	1,459
Other professions (doctors, lawyers, engineers, etc.)	395	Housewives	1,038
Skilled and semi-skilled craftsmen.....	779	Unskilled	273
Business (merchants, sales- men, etc.).....	893	Others.....	334
		Total.....	5,752

The composite thinking of this sampling appears readily from the tabulation of their replies to some of the questions:

Should equivalent school services and facilities be provided for any or all of the following?

	Yes	No
Urban and rural children.....	5,187	215
Negro and white children.....	4,586	620
Elementary and high school children.....	5,030	200
"Poor" counties and "rich" counties.....	4,886	194

What kind of schools do you want in North Carolina?

	Number
Equal to the best in the nation.....	4,748
Equal to the national average.....	1,654
Equal to the southern average.....	181
Our schools are satisfactory as they are.....	301

If a thorough study shows that more funds are necessary to provide better schools for North Carolina, what is your attitude toward higher taxes for schools?

	Number
Not willing to pay higher taxes for schools.....	647
Willing to pay somewhat higher taxes.....	1,543
Willing to pay whatever taxes are necessary to give North Carolina good schools.....	4,558

If additional funds are found to be necessary to provide satisfactory schools for North Carolina, what unit of government should provide those funds?

	Number
Any additional funds should be provided by the state.....	2,056
Any additional funds should come partly from state and partly from local tax sources.....	3,857
Any additional funds should be provided by local school systems.....	517

	Yes	No
Do you believe money devoted to education should be considered as an investment to aid in assuring a better future for North Carolina.....	6,064	140

APPRAISAL OF THE STATE SCHOOL FINANCE PLAN

A number of educational publications show the relative rankings of states according to various standards or criteria of school

finance. None of these makes any attempt to appraise the effectiveness with which the finance plans actually operate. A critical appraisal of the North Carolina system of financing public education is made possible by visits and interviews in each of the selected counties, by check lists distributed throughout the state, and by a study of official state records and data.

Weaknesses of the Present Plan of State Support

Contrary to general and popular belief, the state school system does not provide or claim to provide a complete foundation program for every child. Instead, some essentials are dependent entirely upon widely varying local initiative and ability. The combined state and local finance plan should be designed so that the North Carolina program will be a complete foundation program of public education at the level of the state's ability. The plan should include all items of current expense and capital outlay should be an essential part of the basic program.

There is a widespread popular misconception that state funds are expendable for, or provide, a comprehensive and complete school program. Contrary to this belief, there is no evidence since 1933 that the state in any of its official statements has claimed or intimated that state school funds provide even a minimum program. Reference has been made to the fact that plant maintenance must be met from local funds. State money will supply coal to heat a school building, but even if the furnace grates are broken or a window pane is out so that more fuel is wasted than the repair would cost, state funds cannot be used for the repair. Whatever justification there is for the earmarking of state appropriations, it cannot be extended to cover the favoring of one essential element of school expense to the complete exclusion of an equally essential element. The state should use state support to reinforce and strengthen every element that is recognized as essential to a complete foundation program.

The present plan of state support does not take into consideration wide variations in the taxpaying ability of local school administrative units to provide for certain essential elements in a genuine foundation program of education. As previously pointed out, the state does not include provision for school buildings and certain important items of current expense in its foundation program. The most important item of school expenditures is instruction costs and next in importance is the provision of school plants. Failure to provide for an adequate plant greatly reduces the return from all other school expenditures. But the counties of the state vary greatly in their ability to provide for those essential elements of a foundation program charged entirely to them. A

special committee of the State Board of Education made a study¹⁴ of this problem in 1945. The following facts were revealed in that study: "There are approximately 800,000 children in average daily membership in the schools of the state, or an average valuation of \$3,500 per child being taught at state expense. Yet there are only 22 counties in the state in which the valuation is as much as \$3,500 per child in average daily membership. These 22 counties have 34 per cent of the children with 54 per cent of the wealth. The valuation for every child in school in these 22 counties is \$5,800. The remaining 78 counties, with approximately 66 per cent of the children, have a valuation of only \$2,500 per child in school, and there are 39 counties that do not come up to this average. In the state as a whole, the valuation per child ranges from \$953 in Ashe County to over \$11,000 in Durham County."

The full effect of variations in taxpaying ability are more clearly revealed when they are studied by school systems. The public schools of North Carolina are administered locally by 100 county administrative units and 72 city administrative units. Data presented in Table 56 show that the average assessed valuation per state allotted teacher of the ten wealthiest county administrative units is \$257,636 and the ten poorest \$50,139. The richest county unit has sixteen times the assessed valuation per state allotted teacher as the poorest.

Table 57 shows that the average valuation per state allotted teacher of the ten wealthiest cities is \$344,850 and the ten poorest \$36,531. The wealthiest city has forty-three times the assessed valuation per state allotted teacher as the poorest city.

Variations in taxpaying ability among the school administrative units could be reduced somewhat by the consolidation of all county and city units. Table 58 shows the variations that would exist if all county and city administrative units were consolidated. This table shows that even if all county and city units were consolidated that the ten wealthiest counties would have an average valuation per state allotted teacher of \$246,863 and the ten poorest \$51,368, and that the wealthiest county would have thirteen times the assessed valuation per state allotted teacher as the poorest.

It might be argued that these tables do not show true differences in taxpaying ability because some counties and cities assess property at a higher per cent of its true value than others. However, an analysis of assessments by means of an index of true taxpaying ability described later in this report showed that on the whole poor counties assess their property at as high a per cent of its true value as wealthy counties. Therefore the variations in tax-

¹⁴ Committee Report, *The School Building Problem in North Carolina*. Adopted by the State Board of Education, 1946.

paying ability presented in Tables 56, 57 and 58 can be considered as real variations.

Table 56
The Ten Wealthiest Counties Compared with the Ten Poorest Counties (Excluding Cities)

Ten Wealthiest Counties (Excluding Cities)			Ten Poorest Counties (Excluding Cities)		
County	Assessed Valuation Per State Allotted Teacher	Yield Per Teacher of Tax Rate of 10c on \$100	County	Assessed Valuation Per State Allotted Teacher	Yield Per Teacher of Tax Rate of 10c on \$100
Forsyth.....	\$ 509,276	\$ 509	Nash.....	\$ 57,662	\$ 58
Durham.....	480,041	480	Union.....	57,549	58
Cabarrus.....	271,848	272	Wilkes.....	56,091	56
New Hanover..	235,673	236	Pamlico.....	54,257	54
Rockingham...	211,174	211	Madison.....	53,920	54
Chowan.....	185,903	186	Jones.....	51,952	52
Gaston.....	180,989	181	Greene.....	50,483	50
Rowan.....	170,104	170	Yancey.....	43,881	44
Guilford.....	169,395	169	Avery.....	43,570	44
McDowell.....	162,158	162	Ashe.....	32,030	32
Average.....	\$ 257,636	\$ 257		\$ 50,139	\$ 50

Table 57
Ten Wealthiest Cities Compared with the Ten Poorest Cities

Ten Wealthiest Cities			Ten Poorest Cities		
City	Assessed Valuation Per State Allotted Teacher	Yield Per Teacher of Tax Rate of 10c on \$100	City	Assessed Valuation Per State Allotted Teacher	Yield Per Teacher of Tax Rate of 10c on \$100
Lexington.....	\$ 539,637	\$ 540	Oxford.....	\$ 53,542	\$ 54
Durham.....	394,238	394	Tryon.....	53,527	54
Canton.....	363,313	363	Madison.....	52,199	52
Winston-Salem	363,213	363	Elm City.....	47,401	47
Greensboro...	359,191	359	Whiteville...	41,271	41
Raleigh.....	343,493	343	Fairmont.....	33,818	34
Charlotte.....	286,276	286	Andrews.....	31,916	32
Salisbury.....	271,626	272	Franklinton..	24,713	25
High Point....	266,696	267	Glen Alpine...	14,291	14
Hickory.....	260,817	261	Morven.....	12,623	13
Average.....	\$ 344,850	\$ 345		\$ 36,531	\$ 37

Table 58
The Ten Wealthiest Counties Compared with the Ten
Poorest Counties (Including Cities)

Ten Wealthiest Counties (Including Cities)			Ten Poorest Counties (Including Cities)		
County	Assessed Valuation Per State Allotted Teacher	Yield Per Teacher of Tax Rate of 10c on \$100	County	Assessed Valuation Per State Allotted Teacher	Yield Per Teacher of Tax Rate of 10c on \$100
Forsyth.....	\$ 429,990	\$ 430	Caswell.....	\$ 62,254	\$ 62
Durham.....	425,332	425	Bertie.....	61,181	61
Guilford.....	259,015	259	Warren.....	60,146	60
New Hanover..	235,673	236	Pamlico.....	54,258	54
Mecklenburg..	214,688	215	Madison.....	53,920	54
Rowan.....	194,460	194	Jones.....	51,953	52
Wake.....	192,816	193	Greene.....	50,483	50
Catawba.....	174,513	175	Yancey.....	43,881	44
Rockingham..	171,175	171	Avery.....	43,570	44
Gaston.....	170,971	171	Ashe.....	32,080	32
Average.....	\$ 246,863	\$ 247		\$ 51,368	\$ 51

The present plan discourages local initiative. Experience has shown that the best schools can be developed when the local people take an interest in and assume some responsibility for their development. There should be an equitable partnership developed between the state and local school units for the operation of schools. Under the present plan of state support, the belief is widely prevalent that the state itself should do everything for the schools. Since the state support program does not provide at all for some essential elements of school costs and but very meagerly for other items, the effect of this psychology is disastrous in both poor and wealthy counties. The poor counties simply cannot assume the burdens assigned to them and many such counties, lamenting their poverty and the injustices of the state plan, do not even do what they could do. Some of the wealthy counties do not provide the educational opportunities they are able to provide, simply because they are waiting for the state to do it. Contrary to popular opinion, local funds constitute an important part of total school revenue. In 1946-47 local school funds totaled \$22,349,062 or 30.09 per cent of all school expenditures. *North Carolina should consider its public school enterprise as an entity, a joint responsibility of local and state organizations, having a just claim on the combined resources of state and local revenues.* State and local effort

should be combined to provide a balanced and comprehensive educational program throughout the state for every child.

For a time the state required the local application of a uniform tax rate for school support. Uniformity still exists in so far as state tax rates are concerned. However, some local school support is now compulsory without any measure of uniformity. For example, the maintenance of school property is required of local units. Likewise, the capital investment in school buildings must be made locally. There is the same justification for equalizing (or making uniform) effort to support all essential school services. *Uniform minimum local effort in proportion to taxpaying ability should be required for participation in state funds.*

Government has other essential services to perform in addition to education. Payment for these services must be made generally by those who pay the bill for public education. Furthermore, there are facilities and services in education found in more wealthy states and local school centers that probably are beyond the capacity of North Carolina to provide for every child. The foundation program should consist of the educational opportunities that ought to be maintained equitably throughout the state. It should not deny to those who are able and willing the right to operate a higher level of educational program than the foundation provides.

The more fortunate areas having greater concentrations of wealth not only have a proportional part of the total cost of schools and other governmental services to bear but they generally provide opportunities for experimentation, development of improved practices, and leadership that eventually effects improvements in the state system. The privilege of units at the local level to supplement the foundation program should be preserved.

The basis of allotting teachers discriminates unduly against city administrative units and large consolidated schools. Teachers are allotted to city school systems on the basis of average daily attendance, the 1948 allotment being calculated at one teacher per thirty-three pupils in ADA. In the counties teachers are allotted to individual schools with a basic allowance of six teachers for 171 pupils in ADA in an elementary school and four teachers for 80 pupils in ADA in high school. Thereafter one teacher for each thirty-three pupils allocated. In city schools teachers are allotted to the system as a whole, not to specific schools. The assumption probably is that the schools are larger and each room should be operated at full capacity. Too little cognizance is taken of the fact that the larger schools require non-teaching principals, school clerks, and other specialized personnel. The result is that

the city and many county administrative units, to be efficient, must employ from local funds *necessary* instructional personnel.

The method of calculating teacher units also favors non-isolated small high schools and greatly deters the reorganization of school centers. The state has long given "lip service" to a program of school reorganization so as to provide both enriched and more economical services to children. No positive encouragement is given to the professed objective of an enriched and diversified curriculum. A county is likely to receive a smaller allotment of teachers if it reorganizes its schools into larger units. For example, a county having 290 high school pupils in ADA would be able to maintain two high schools of 85 pupils each and one of 120 pupils, and to *qualify for 19 teachers* including 2 vocational teachers at each school. *If these schools were relocated at one center, the county would qualify for only 12 teachers* including only 2 vocational teachers and would need to provide a non-teaching principal out of this allotment. Thus consolidation would cause the "loss" of 7 teachers.

The state plan should allot teachers to each county and each unit on its total ADA for schools of various sizes with no distinction between elementary and high schools but with a definite distinction between small isolated or temporarily isolated and non-isolated schools. To allot teachers merely on the basis of total ADA would be to discriminate against small isolated schools which have to be continued and small schools which are temporary in nature but which cannot be discontinued because of the temporary lack of building facilities at a permanent center. Any satisfactory plan must make provision for an adequate number of teachers at small schools which are essential; otherwise, children in those schools would be denied an adequate program of education. In most states that have reorganized their programs during recent years, elementary or high schools with less than 100 pupils are classified in terms of isolation as a basis for allotting teachers.

Vocational teachers should be allotted where a survey indicates sufficient need and enough pupils to meet minimum requirements of the State Board of Education where the teachers are actually to be employed. Teachers for handicapped children should be allotted at the rate of one for each organized class of ten or more children who have been certified by a physician, psychiatrist, or clinical psychologist as needing special care, and only when the teacher is actually to be employed. Then the plan should allot principals, supervisors, and other special instructional personnel on the basis of at least one for every eight teachers.

The state finance plan further deters reorganization because larger school attendance areas usually require bus service and

additional building space. The state provides transportation but only after the local or county unit buys the bus. The state offers no aid in the erection of school buildings, although state aid for school construction is provided in Alabama, Connecticut, Delaware, Florida, Maryland, Mississippi, Ohio, Tennessee, and Washington, and to a limited extent in several other states.

The Constitution charges the General Assembly with providing "a general and uniform system of public education," yet administrative units are left on their own in financing not only capital outlay but also some essential current expenses. No consideration is given to variations in ability. There are units whose maximum borrowing power is not sufficient to provide minimum plant facilities and whose tax resources could not service the debt if some means existed for them to borrow sufficient money.

State support is devoted to an unbalanced current expense program and items are allotted in considerable detail. By its approval of annual budgets the state acknowledges legitimate expenditures for school services. There is widespread popular misconception that the state finances the current expense program except for plant maintenance and fixed charges. Actually in 1946-47 there were several important budget items for which no state funds were reported. These items included: attendance officers, school audits, attorney's fees, election expenses, salary and travel of supervisors, expenses of principals and supervisors, and local vocational education costs. All these are for current expenses and not for capital outlay or debt services. When the state approves valid and legitimate items of expenditure there is no justifiable reason why state funds should not be utilized to meet these recognized needs.

The present plan of state support has failed to equalize educational opportunities for the children. Evidence presented elsewhere in this report shows conclusively that educational opportunities vary widely within the state. Some children are taught by alert stimulating well educated teachers and others are taught by poorly trained lifeless uninspiring teachers. Some children are taught in modern sanitary attractive school buildings and others are taught in insanitary over-crowded shacks. Some children are taught in classes of forty pupils or more per teacher and others are taught in classes of twenty-five or fewer per teacher. Some children are privileged to attend high schools with good vocational programs and other children are forced to attend high schools with no vocational training opportunities whatsoever. Some children have the opportunity of attending high schools which offer excellent preparatory programs for college and others must attend high schools which don't prepare them well for college or any-

thing else. Great differences in educational opportunity exist in schools for the white race but differences in opportunity are even greater when educational opportunities available to Negro children are contrasted with educational opportunities available to white children. Great progress has been made in eliminating inequalities but much remains to be done.

The State Constitution provides in part as follows:

"The children of the white race and the children of the colored race shall be taught in separate schools but there shall be no discrimination in favor of or to the prejudice of either race."

It is apparent that since 1900 the allocation of funds for capital outlay has not followed the mandate of the legislature in this respect. This condition is reflected in the 1944-1946 report of the Superintendent of Public Instruction which shows the total appraised value of white school properties to be \$120,457,515 and the appraised value of Negro school properties to be \$19,339,763. On the basis of average daily attendance, the value of Negro schools should have been \$50,161,192 in order to comply with the school law. County and city boards of education should be urged to use a large portion of the capital funds which may become available to them within the next few years for equalization of Negro and white school plants. In the 1945-46 school year all North Carolina school units spent in capital outlay \$2,772,671 for white schools against only \$374,759 for Negro schools.

The state finance pattern tolerates the charging of fees to pupils at all grade levels. In most of the counties visited high school pupils are charged \$4.00 per year for textbooks, while in the elementary grades charges were as high as \$2.00 per child. The poor accounting systems in the local schools do not reveal the large amount of money handled within local buildings. In one local school unit, where there are good internal accounting records, more than \$67,000 was handled in activity funds last year. The county administration, however, has no record of the amounts handled by the activities within each county school. The same situation was generally true in other counties visited. Similarly, large amounts of funds accrue to some schools from Alcohol Beverage Control operations. They are made as grants by the board of county commissioners and are not considered or reported as stable sources of school revenue.

The present plan of school financing has failed in many important respects. The present plan of state financing has failed to give the children of North Carolina the type of educational program they need and the kind of schools the people want. The

present plan has failed in the most prosperous period of the state's history at a time when it has had the best possible chance to succeed. It has failed for the following reasons:

(a) It has not given the people of the state the kind of schools they want for their children.

(b) It has not equalized educational opportunities.

(c) It has not been able to draw into the teaching profession enough trained teachers to staff the schools.

(d) It has not been able to provide sufficient school plants in which to house the children.

(e) It has stifled local initiative and bred an attitude of "let the state do it."

(f) It has set mediocrity as the goal of North Carolina education instead of excellence.

(g) It does not provide an adequate minimum foundation program of education for all children.

(h) It penalizes efficiency and rewards inefficiency in local school organization.

There are some good features in the present phase of financing education in North Carolina. These features should be retained. But there are some fundamental changes which must be made if North Carolina is to go forward. The new plan of state support should incorporate all the good features of the present plan and also draw upon the total experience of this state and other states in order to formulate a financing plan which will meet the needs of the state. Such a plan is presented in the following pages.

RECOMMENDED FINANCE PLAN

It is recommended that North Carolina guarantee to all children throughout the state an adequate minimum foundation program of education and that it equalize the tax effort both at the state and local level to support that program. In order to achieve this goal the state would have to, first, expand its present state foundation program to include provision for school buildings and other necessary current expense items and, second, to equalize the local tax effort required to support the minimum foundation program of education. Under the present plan of state support local school units are forced to carry a part of the tax burden for schools simply because the state ignores its responsibility for helping to provide for school buildings and certain other necessary school costs. As pointed out previously, local school units are now contributing more than \$22,000,000 annually to school costs. But this local tax burden is not equalized and the poorest county has to make

twelve times the tax effort of the richest county in order to provide for certain essential educational costs on an equivalent basis.

The proposed plan of school financing does not call for any overall increase in local taxes for schools. It would be even possible under the proposed plan to provide for a reduction of the total local tax burden for schools depending upon what proportion of the total cost of the foundation program the General Assembly assigns to the state and what proportion to local units. Only those local units which do little or nothing at all for their schools would be required to increase their tax effort.

The recommended plan involves: (a) the calculation of the total cost of an adequate minimum foundation program of education for all children, (b) the determination by the General Assembly of what proportion of the cost of the foundation program will be assumed by the state and what proportion of the cost will be assumed by local administrative units, and (c) the development of a scientific index of the relative taxpaying ability of the counties in order to determine equitably the required minimum of local tax effort.

It will be noted that this plan incorporates some of the best features of the present plan of state financing, some of the best features of the equalization plan developed in North Carolina in the twenties, and some of the newer scientific techniques developed by experimentation in other states. The following paragraphs present a more detailed description of the recommendations.

Determination of the Cost of an Adequate Minimum Foundation Program

An exact estimate of the cost involved in the recommendations in this report cannot be made. The largest single expense in education is the cost of teachers' salaries. According to the state salary schedule, this cost will vary with the level of training and experience of each individual teacher. However, it is desirable to make an approximation of the total amount of funds necessary to implement the recommendations.

Cost of Instruction. In 1948-49 about 24,200 state allotted teachers and 1,000 vocational teachers are employed in North Carolina. The recommendation that the maximum allotted teacher load be reduced from thirty-three to twenty-seven pupils per teacher will require approximately 3,000 additional teachers for the current enrollment. This makes a grand total of 28,200 teachers. The committee on teacher personnel recommended a salary schedule which will approximate an average salary of \$3,000. Therefore, the cost of instruction according to the proposed schedule for

the present needed teachers is 28,200 multiplied by \$3,000, ie, \$84,600,000 as shown in the left half of Table 59. When enrollments increase, as expected, in the lower elementary grades, additional personnel will be required.

It has been shown repeatedly that the state should make some allowance for administration, supervision, and special instructional services. On the basis of allowing one special person for every eight classroom teachers, the number of special service personnel will be 28,200 divided by 8, ie, 3,525. At the same average of \$3,000 annually, these additional 3,525 professional employees will require an additional \$10,575,000, as shown in Table 59.

Until the proposed ratios are applied to every county and until the personnel actually employed are tabulated on the proposed salary schedule in terms of their qualifications, an exact determination of the funds required cannot be made.

Table 59

Calculation of the Operating Cost for 1948-49 Had the Recommended Finance Plan Been in Use With One Teacher Per 27 Pupils and With One Teacher Per 33 Pupils

	27 Pupils Per Teacher			33 Pupils Per Teacher		
	Number	Average Cost	Total	Number	Average Cost	Total
Teachers.....	28,200	\$ 3,000	\$ 84,600,000	25,200	\$ 3,000	\$ 75,600,000
Service Personnel...	3,525	3,000	10,575,000	3,150	3,000	9,450,000
Current Expense...	28,200	300	8,460,000	25,200	300	7,560,000
Capital						
Amortization.....	28,200	340	9,588,000	25,200	340	8,568,000
Transportation.....			7,000,000			7,000,000
Total.....			\$ 120,223,000			\$ 108,178,000

Actually if the money were made available it would not be possible to employ 28,200 trained teachers. And if enough teachers could be employed to reduce classes to 27 pupils in average daily attendance, there are not enough classrooms to house them and their pupils. So the right half of the table shows the operating cost for 33 pupils per teacher—the ratio used in 1948-49. This gives a total operating cost of \$108,178,000.

Since it will require about four years, with the state doing its utmost, to train and house enough teachers to reduce class size to a desirable 27 pupils in average daily attendance, it is reason-

able to expect the state to move one-fourth of the way toward the goal each year. An operating budget of \$111,000,000 is therefore proposed for 1949-50 since that is about one-fourth of the distance between \$108,178,000 and \$120,223,000.

Until the proposed ratios are applied to every county and until the personnel actually employed are tabulated on the proposed salary schedule in terms of their qualifications, an exact determination of the funds required cannot be made.

Cost of "Other Current Expenses"

Several states, utilizing the general plan of a comprehensive foundation program, have found that other current expenses, including general control, operating, maintenance, and fixed charges, but excluding transportation and instruction, may be met with reasonable adequacy by an annual allocation of between \$300 and \$400 per state allotted teacher. On the basis of \$300 per classroom unit the cost of these other current expenses, for 28,200 state allotted teachers, excluding administrative and special service units, would be \$8,460,000 as shown in Table 59.

Cost of Transportation

The North Carolina experiment in its state operated system of school transportation is unique. The progress it portrays has set some elements of a pattern for which all other states might strive. The chapter on school transportation has shown that many improvements are necessary. However, the experiment justifies its continuation. It is recommended that transportation be financed as an essential element in the foundation program but that the appropriation be expended at the state level. Transportation costs are anticipated and listed in Table 59 at approximately \$7,000,000. This sum will not be required until schools are reorganized, more transportation equipment is purchased, and a significantly larger number of children are transported. However, it is estimated that the state needs 1,500 new busses which cost approximately \$3,000 each and this need should be provided for by the state.

Cost of Capital Outlay

The chapter on school plant has indicated emergency needs of not less than \$100,000,000 and the need for another \$50,000,000 during the next six years. This being of emergency nature should be cared for by special appropriations, but an allowance of \$340 for each state allotted teacher, excluding administrative and special instructional service units in the foundation program, should be made annually in order to amortize school plant replacement

costs over a period of thirty years at a cost of \$10,200 per classroom. This makes \$9,588,000 for 28,200 teachers.

Estimated Total Cost of the Foundation Program

The total estimated cost of the foundation program, assuming that it is possible to employ 28,200 state allotted teachers, is \$120,223,000, as shown in Table 59.

Since it has been recommended that the state continue to pay the entire cost of the foundation program of transportation because of the demonstrated efficiency of the state operated system of transportation, the probable cost during the first year of its operation of the foundation program to be jointly supported by the state and local school administrative units will be \$111,000,000 less \$7,000,000 or \$104,000,000.

In 1945 twelve states are reported¹⁵ as allocating 2 per cent or more of total income payments made to individuals for public elementary and secondary education. North Carolina ranked fourteenth among the forty-eight states. The current proposal for federal aid to education carries with it a provision that, for full participation in the federal aid, a state must devote at least 2½ per cent of its income to the current expense of schools.

The 1947 income in the state is reported as \$3,290,000,000. On this basis 2½ per cent for current expenses would indicate \$82,250,000 as being the reasonable degree of minimum effort required for full participation in the proposed federal aid compared to the \$72,409,000 estimated to be the state and local expenditures for current expenses in 1947-48.

Income continues to rise. The rate of increase during the first quarter of 1948 indicates a yearly income approaching \$3,500,000,000. If the general pre-war average of 3 per cent were used as effort, approximately \$100,000,000 would be made available for current expenses. The larger number of children the state has produced to be educated warrants a larger share of the state's income.

Determination of Proportion of Cost of Foundation Program to be Borne by the State and by Local Administrative Units

The total cost of whatever foundation program is undertaken in North Carolina should be shared jointly by state and local tax resources. It is recommended that an allocation of from 70 to 90 per cent from state sources and 10 to 30 per cent from local sources be made. The plan of financing recommended in this report will operate successfully in terms of available revenue regardless of

¹⁵ "NEA Research Bulletin," Dec. 1927, p. 150.

the total cost of the foundation program. Let us assume that sufficient revenue is available for the state to support a foundation program of \$104,000,000 exclusive of an estimated cost of \$7,000,000 for transportation and that the General Assembly determines that 90 per cent of the cost of the jointly supported foundation program is to be provided from state funds and 10 per cent from local taxes. Under these conditions the cost of the jointly supported foundation program to the state will be \$93,600,000 and to local units \$10,400,000. Since it is recommended that the state continue to pay the total cost of the foundation program of transportation, it is necessary to add \$7,000,000 to the state portion of \$93,600,000 in order to determine the total state budget for schools which will be \$100,600,000 under these conditions.

If revenues were sufficient to support a foundation program of only \$90,000,000 exclusive of transportation, the cost of the jointly supported foundation program to the state would be \$81,000,000 and to local units \$9,000,000 and the total state budget for schools would be \$81,000,000 plus \$7,000,000 or \$88,000,000.

On the other hand, if the cost of the foundation program increases as a result of attendance increases or other factors and the General Assembly provides the revenue and appropriations necessary to support an expanded program, the formula will apply equally well.

In 1947-48 the proportion of state school funds in North Carolina approximated 70 per cent. With local administrative units being required to contribute 10 to 30 per cent of the total cost of the foundation program it is necessary to determine equitably what local tax effort shall be made by each county and local school system in accordance with its ability to pay.

Calculation of the Relative Taxpaying Ability of the Counties

The obsolete ad valorem tax system no longer can be used to indicate local taxpaying ability. The welfare program in the state has found it desirable to utilize an economic index to determine grants to the respective counties. Experience shows that it is necessary to base an index of taxpaying ability upon economic factors that are not subject to manipulation by interested or political groups in the various localities. Well known research and the experience of other states have shown that an index can be calculated from state and federal data by statistical means so that no judgment or discretion is involved in determining the contribution to be required of each county. The use of economic data that cannot be juggled and the unbiased statistical method of calculation are of utmost importance.

For experimental purposes the statistical division of North Carolina State College in Raleigh calculated for the finance committee an economic index based upon the following factors: volume of retail sales; value of farm products; North Carolina state income tax; assessed valuation of public utilities; and number of persons gainfully employed in industry. Statisticians in North Carolina followed standard statistical procedures in the calculation of this trial index. The calculations should result in exactly the same index values regardless of who makes the computations for the entire procedure is mathematical.

By way of illustration only trial calculations are presented to show how local contributions to the state foundation program should be determined. If the total cost of the jointly financed foundation program can be estimated at \$104,000,000 and 10 per cent of the cost is required to be raised locally, the total local required effort will be \$10,400,000. If the General Assembly requires local units to finance 20 per cent of the cost of the jointly financed program, local units will be required to raise a minimum \$20,800,000 in local taxes to support the program. In 1946-47 local administrative units provided \$22,349,062 of the total school expenditures. Regardless of the total local tax effort required, each county will be required to make a tax effort in proportion to its relative taxpaying ability as determined by an impartial index. For example, one of the wealthy counties, Guilford, is shown by the index as having 7.180 per cent of the total wealth of the state. Guilford County would be expected to produce \$746,720 of a total required local effort of \$10,400,000 if its final index were the same as this trial figure. This figure is determined by calculating 7.180 per cent of \$10,400,000.

The total estimated cost of the jointly financed foundation program, excluding transportation, for Guilford County including city school systems is roughly \$3,737,000 for 1949-50. Under the foundation program plan, the state will provide \$2,990,280 of this amount and Guilford County \$746,720.

Orange County is presented as another example because it is a median county. According to the index that county has .455 per cent of the wealth of the state. This per cent of \$10,400,000 is \$47,320, the local effort. The estimated cost of the jointly supported foundation program, excluding transportation, for Orange County is \$637,000. Thus the state funds for Orange County excluding transportation are estimated at \$589,680 and the required local effort \$47,320.

Swain County is one of the poorest counties in the state. It has only .102 per cent of the total wealth of the state according to the index. The estimated cost of the jointly supported program

is \$258,440 for that county of which amount the state will provide \$247,832 and the county \$10,608.

These illustrations are all based upon a foundation program which is financed state wide in the proportion of 90 per cent from state sources and 10 per cent from local sources. If the proportion is set at 80 per cent state and 20 per cent local, the state appropriation will be decreased and the local effort increased proportionately.

In this manner the needs of each local administrative unit, whether county or city school system, should be calculated without regard to its local assessment policies but according to state wide allotment formulas for instructional personnel, other current expenses, and capital outlay. Then the amount of local participation to be required should be calculated solely on the basis of ability to pay. The utilization of this plan will provide equal educational opportunities for as complete a foundation program as the state is willing to assume, and it will provide for the equalization of the tax burden according to the calculated true ability to pay. The legislature should require, however, that the local tax levying body of each county provide the local revenue necessary to meet that county's share of the cost of the minimum foundation program as defined by the General Assembly. This minimum required local effort may be made through property taxes or through any other revenue source at the disposal of the local tax levying body.

The operation of this recommended plan of financing public education in North Carolina is nothing new. The basic principles have been in operation in Alabama since 1937. Last year the State of Florida adopted the same basic school finance plan. It has been recommended for adoption in Georgia and Mississippi. South Carolina is considering a similar plan at the present time. Tennessee adopted most of the same basic principles in 1946 for the distribution of both foundation program funds and emergency capital outlay funds. The plan conforms with sound principles of school finance and economics. Only those counties which are making little or no effort to finance their schools are likely to be called upon to increase the local tax effort for schools.

OTHER ASPECTS OF SCHOOL FINANCING

An Emergency Appropriation for School Buildings

The same techniques can be utilized in the distribution of any emergency capital outlay appropriation for which local effort is required. In that event each local unit should raise its proportionate amount according to its index of ability.

It is imperative that credit be given to those administrative units that have shown initiative by bonding themselves or by levying heavy taxes in order to provide better plant facilities, for thereby they have reduced the size of the current capital outlay needs. Both their local contributions and their allocation from state funds should be available for use in improving the adequacy of their schoolhousing and in retiring the indebtedness already incurred.

State Local Funds for School Buildings

There are other plans by which some states aid in financing capital outlay. For example, Arkansas has its Revolving Loan Fund, Virginia has its Literary Fund, and North Carolina has a similar Literary Fund from which loans may be made to school districts so as to utilize the credit of the state. This plan operates on the premise that the money will be repaid. For districts whose credit is good and whose borrowing capacity is adequate this state service is of little benefit because they can borrow commercially. Districts which are poor credit risks for commercial loans are also poor credit risks for the state. It makes little difference to a poor district unable to finance its buildings to know that the state has money which it can borrow but which it must repay. Evidence of the inadequacy of such a plan of state lending is seen in the fact that on July 1, 1946, the Arkansas fund had more than \$1,600,000 available for loans but not in demand. The latest available report shows that the Virginia Literary Fund had \$4,300,000 invested in United States Treasury Bonds.

If these states should make loans to school districts in spite of the fact that the districts could not repay the loans, such an act would constitute a direct grant of aid.

Local Administration of Debt Service for School Buildings

In order to utilize freely this finance plan it would be desirable to remove legal impediments in the way of local financing of capital outlay. Counties that now have low valuations find the debt limitation crippling their borrowing power. If the county is to continue holding valuations below their true level its debt limitation should be raised in proportion. Arkansas has adopted a successful plan of scaling the debt plan inversely with the rate of interest paid, for the significant burden is the total cost of the debt load including interest payments. The plan is recommended for the consideration of North Carolina. Legal provisions have been made whereby the counties can assume the assets and liabilities of local districts within the county which have erected buildings and incurred bonded debts. The state legislature might

encourage a pay-as-you-go plan for financing local contributions for capital outlay. It probably is desirable to enable local administrative units to accumulate funds from current levies in anticipation of a school construction program, although the administration of the accumulated funds presents a problem of investment and safeguarding. While the refunding of indebtedness is desirable when interest rates fall, the use of the recommended funds for refinancing existing debts should be prohibited. School administrative units should be encouraged to retire their indebtedness as rapidly as possible. The restriction of new borrowing to two-thirds of the debt retired during the previous year should be removed.

Appropriations for the State Department of Education

A direct appropriation for the State Department of Education including the State Department of Public Instruction should be made to expand the services in the department and to pay salaries that will attract the best leadership in the state. The appropriation of \$282,800 for 1948-49 will not do so. At present, there is considerable difficulty in persuading teachers having superior qualities to accept positions as area supervisors in the State Department because of the low salaries paid. To achieve the reorganization program necessary in order to have good schools, permanent school centers should be designated as a result of surveys in each county. It is being shown that a staff of nine will be required in the division of schoolhouse planning, especially for the making of such survey, where at present only a director of the division is employed. The appropriation does not permit the addition of essential personnel.

SUMMARY OF RECOMMENDATIONS

1. *The state finance plan should have as its objective the guaranteeing of equality of educational opportunities in the minimum foundation program for all children in North Carolina; for white, Indian, and Negro; rural and urban; rich and poor.* In order to achieve this objective, the state finance plan must have at least the following characteristics:

- (a) The state finance plan should encourage efficiency and economy in organization and administration.
- (b) The finance plan should provide adequate support both at the state and local level for all essential elements of school cost included in the minimum foundation program.
- (c) State funds should be applicable toward the support of every essential element in the minimum foundation program.
- (d) The state finance plan should provide as comprehensive

a foundation program as the total resources of the state will permit.

(e) Each local school administrative unit should be required to make a uniform minimum local effort in proportion to ability in order to participate fully in the foundation program.

(f) Local units should be allowed to supplement the uniform minimum local effort.

2. *The foundation program should include adequate financial provision for the following major items: Instructional salaries, transportation, other current expenses, capital outlay, and debt service.* Due to the fact that North Carolina has demonstrated that a state operated system of transportation has many inherent advantages over locally operated systems of school transportation, it is recommended that the state continue this system and pay the entire cost of the foundation program of school transportation, including the purchase of original busses for additional routes. It is recommended that the state define the cost of an adequate foundation program for instructional salaries, other current expenses, capital outlay, and debt service and that from 70 to 90 per cent of the cost of the foundation program for these items be provided from state funds and from 10 to 30 per cent from local taxes levied by the counties in proportion to taxpaying ability.

3. *The cost of the foundation program to be financed jointly from state and local sources should be based upon instruction units determined from average daily attendance.* Instruction units should be allowed for at least the following instructional services:

(a) Basic teaching units or state allotted teachers determined by a scale which provides the same basic pupil load per teacher in elementary and high schools of the same size. Such a scale should provide for a smaller pupil load per teacher in small schools in sparsely settled areas which cannot reasonably be consolidated with larger schools. The state should determine by survey which centers are necessary and no adjustment in the pupil load per teacher should be made for unnecessary small centers. The maximum load per teacher provided by this scale should not exceed 27 to 30 pupils in average daily attendance.

(b) Additional units for vocational education determined by the vocational needs of the secondary schools. Such needs should be evaluated by surveys made by the state and vocational units should be provided where the demands for any type of authorized vocational training are such that a minimum teacher pupil load for the vocational unit will be at least half the load of the basic instruction unit for that school. The nature of vocational instruc-

tion is such that it is not practicable to require as heavy an attendance per vocational unit as the basic instruction unit.

(c) Additional units for teachers of adults determined upon the basis of the number of pupil hours taught in adult classes. One adult instruction unit should be provided for approximately each 13,500 adult pupil hours taught per school year.

(d) Additional units for teachers of exceptional children who cannot be properly taught in regular classes determined by the number of such children at a school center as certified to by a qualified physician, psychologist, or psychiatrist. One teacher unit should be allotted for a minimum of ten such children at a school center.

(c) Additional units for the administration and supervision of instruction and special instructional services determined upon the basis of approximately one-eighth of the total instruction units included in (a) to (d) above.

4. *The total cost of the foundation program to be jointly financed by state and local funds should be determined as follows:*

(a) Instructional salaries—multiply the different types of state allotted instruction units indicated above by the state salary schedule or schedules. The present state salary schedule will have to be greatly increased if North Carolina attracts to and holds in the profession a sufficient number of trained teachers to staff the schools.

(b) Other current expenses—multiply the total number of state allotted teachers by at least \$300 and preferably \$400.

(c) Capital outlay—multiply the total number of state allotted teachers by \$340 per teacher in order to amortize plant costs over a thirty year period. (If the state continues to require counties to make initial purchases of busses, this amount should be increased to approximately \$400 per teacher for county school systems).

(d) Total cost—the sum of items (a) to (c) above.

5. *The amount of state funds to provide for the foundation program should be determined by multiplying the total cost of the jointly supported foundation program by 70 to 90 per cent and the total local effort by multiplying by 10 to 30 per cent.*

6. *The local effort required of each county should be determined by an objective index of taxpaying ability. This index should be composed of factors not subject to manipulation or discretionary interpretation such as (a) volume of retail sales, (b) value of farm products, (c) state income tax returns, (d) number gainfully employed in industry, and (e) utility valuations. Data should be secured from the most recent state and federal reports.*

The index for each county would show the proportion of wealth in the county to the total wealth in the state. The proportionate part of the total required local effort which should be made by each county should be determined by multiplying its index by the total local effort required of all counties.

7. *The tremendous accumulation of need for plant facilities and the pending increases in need from increased enrollment should largely be financed by extraordinary appropriations. Any allocation from surplus funds should be in addition to the foundation program and should be earmarked for emergency needs. Allocation of special support for plant needs should follow the basic finance principles of teacher unit basis and consideration of local ability and effort. These principles would guarantee that all counties share equitably in the funds.*

8. *The excessive fees being charged to students for essential instructional supplies should be eliminated since such supplies are a part of an adequate foundation program.*

9. *Local school administrative units should be required to maintain, safeguard, report, and audit internal fund accounts for all monies handled or sponsored in each school.*

10. *A substantial direct appropriation for state and regional supervision should be made for the State Department of Public Instruction. Recommended personnel are needed immediately for the survey and identification of permanent school centers before capital outlay funds are expended.*

11. *The legal debt limit should be increased in inverse proportion to the rate of interest paid.*

12. *Legislation should be provided to transfer to county boards of education the bonded debts and title to physical properties now held by "local districts" in order to administer efficiently and equitably the recommended capital outlay program. Power to levy taxes and issue bonds should be taken away from "local districts."*

END

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