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STATE OF NORTH CAROLINA

REPORT

of the

COMMISSION FOR THE STUDY OF A TWELVE MONTHS' USE
OF PUBLIC SCHOOL BUILDINGS AND FACILITIES
FOR PUBLIC SCHOOL PURPOSES

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December, 1960

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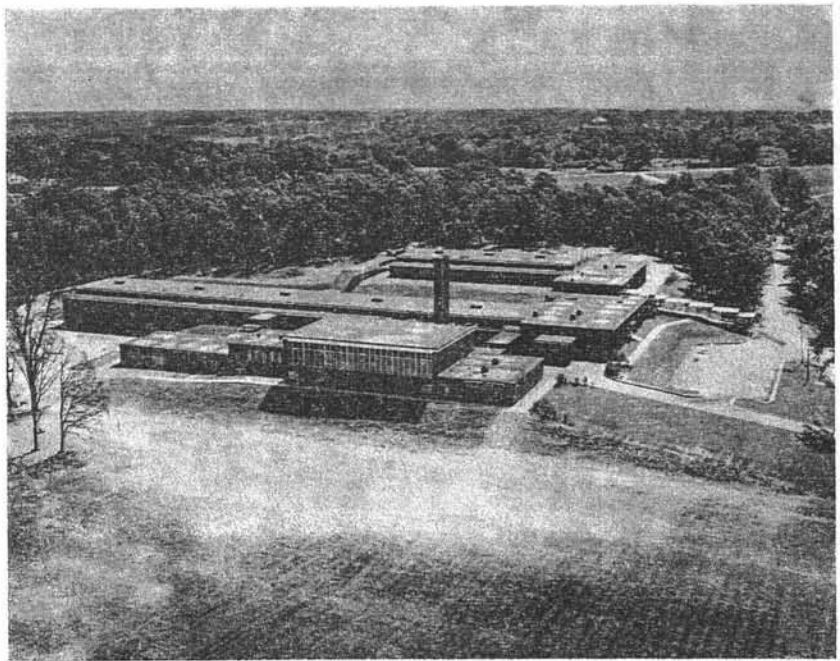


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LETTER OF TRANSMITTAL

Honorable Luther H. Hodges
Governor of North Carolina
and
The General Assembly of North Carolina
Raleigh, North Carolina

Raleigh, North Carolina
December 1, 1960

Gentlemen:

Joint Resolution, Number 72, of the General Assembly of 1959 authorized the establishment of a Study Commission, to be appointed by the Governor, to make a study of the opportunities and the possibilities of a Twelve Months' Use of School Buildings and Facilities.

It is significant that the members of the General Assembly and also many citizens of the entire State have sensed the urgent need for a greater utilization of the excellent school plants and facilities now available to many children throughout the State in order that the instructional program in the public schools may be strengthened to the fullest extent possible.

The members of the Study Commission have been fully aware of the fact that much progress has already been made in North Carolina in public education, especially since the days of Governor Charles B. Aycock. The progress has been so outstanding that all of the people of the State may take justifiable pride in the present high standing of the public school system.

In making the study, in arriving at appraisals and conclusions, and in making recommendations, this Commission has not been prompted in any degree to assume a critical attitude towards past accomplishments, or any apparent lack of accomplishments, nor towards the prevailing school system.

This Study Commission believes very firmly that the noteworthy progress in public education through the years has taken place for several reasons, four of which are as follows: (1) The inherent desire of the people throughout the State to move forward and provide ever-increasing opportunities for their children; (2) The courage, vision and the faith of the leaders who have been in the vanguard of every movement for better schools on both the State and the local levels; (3) The willingness on the part of many people in many different localities and communities to make experimentations and/or conduct pilot studies in certain fruitful areas designed to improve the educational process; and (4) The willingness of many different communities and administrative units to go beyond the measure of the minimum standards which have been provided by the State.

We undertook and we conclude our study with confidence in the future progress of the State's public school system. We feel very certain that as long as we continue to live in a changing social and economic order, there will not come a period, or a point of time, when we can honestly assert that we have arrived at the ultimate, insofar as public education is concerned.

Respectfully submitted,

S. Glenn Hawfield, Chairman
Ernest W. Ross, Vice-Chairman
Dan L. Drummond
William G. Enloe
John Kerr, Jr.

I

A JOINT RESOLUTION AUTHORIZING THE APPOINTMENT OF A SPECIAL COMMISSION TO STUDY THE FEASIBILITY OF UTILIZING PUBLIC SCHOOL BUILDINGS AND SCHOOL FACILITIES ON A YEAR-ROUND OR TWELVE MONTHS BASIS

WHEREAS, a serious problem exists in this State as to providing adequate public school buildings and facilities for a rapidly increasing school age population; and

WHEREAS, a tremendous capital outlay would be necessary to expand adequately the public school facilities so as to provide needed classrooms and other school facilities; and

WHEREAS, public school buildings are primarily used for school purposes only on a nine-months basis:

Now, therefore, be it resolved by the House of Representatives, the Senate concurring:

Section 1. The Governor of North Carolina is authorized to appoint a commission composed of five members and to be known as the Commission for the Study of a Twelve Months' Use of Public School Buildings and Facilities for Public School Purposes. One member shall be a State Senator; one, a member of the State House of Representatives; one, a person actively engaged in public school work; one, a person residing in a City School Administrative Unit; and one, a person residing in a County School Administrative Unit. The Governor shall designate the Chairman. The commission shall meet at the call of the Governor or the chairman, and at such times as the commission shall determine.

Sec. 2. It shall be the duty of the commission to make a thorough study of the feasibility and practicability of utilizing school buildings and facilities for public school purposes on a twelve-months or year-round basis, the feasibility and practicability of an eleven-year, ten months system, and report its findings and recommendations to the Governor and to the General Assembly of 1961.

Sec. 3. The commission is authorized, with the approval of the Governor, to secure such clerical and other assistance and services as may be deemed necessary in the performance of its duties. The members of the commission shall be paid such per diem, subsistence and travel allowance as are prescribed in the Biennial Appropriations Act for State Boards and Commissions generally. All expenses shall be paid out of the Contingency and Emergency Fund.

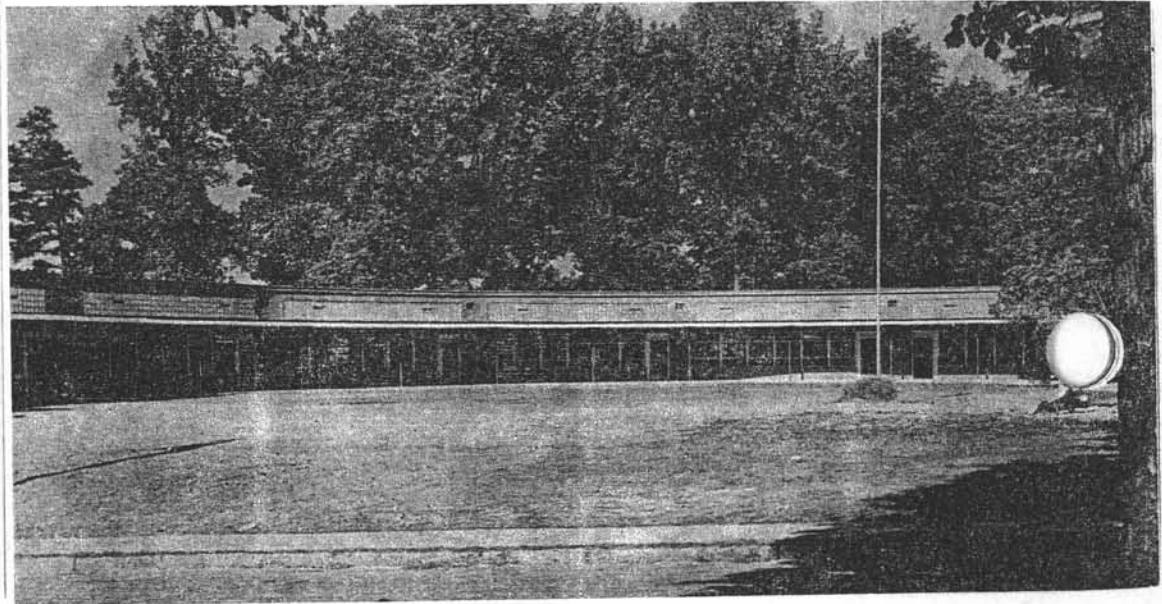
Sec. 4. This Resolution shall be in full force and effect from and after its adoption.

In the General Assembly read three times and ratified, this the 20th day of June, 1959.

II

BASIC FACTORS WHICH HAVE GUIDED THE STUDY COMMISSION IN ITS PHILOSOPHY

1. The Commission has sought to base all conclusions and recommendations upon long-term needs in education for the schools of North Carolina.
2. The Commission has attempted to relate its conclusions and recommendations to the activities and the findings of other Study Commissions which were created by the 1959 session of the General Assembly of North Carolina.
3. The Commission has been cognizant of the important fact that public education is a vital part of the National Defense Program, and has maintained serious regard for the fact that public education must keep abreast with the needs inherent in our national defense.
4. The Commission has sought to operate from the point of view that all conclusions and recommendations should exemplify a high quality of statesmanship conducive to quality education in the public schools of the State.
5. The Commission has endeavored to chart plans and programs for public education which will promote further progress in the public schools.
6. The Commission has the hope that its Final Report and Recommendations may be found to be complete and comprehensive enough so that State leaders and officials and the public also may be enabled to make a fair and intelligent appraisal of the needs and the opportunities in public education and be better able to determine what the next steps in public education in North Carolina should be.



III

GUIDELINES

As the Study Commission has attempted to properly interpret its functions and as it has delved into the various aspects of the Study, there have been observations and proposals that were immediately apparent:

1. It has been obvious that it is impossible to consider the question of a greater utilization of school buildings and facilities without at the same time giving due consideration to the instructional program of the schools. School buildings are erected for the purpose of offering instruction to pupils. It would be utterly folly to claim that school officials can merely open classroom doors and hallways without a planned program of instruction. Hence, the instructional program, if it is to be extended to a longer period, implies that the State must either expand its present term, expand the Summer School Programs, adopt the so called Four-Quarter-System, or adopt a ten-months school term with eleven grades in lieu of the present nine months and twelve grades.

2. It has been quite obvious that it will be utterly impossible to attain in the near future the goal of being able to utilize all school buildings and facilities for the full twelve months; but, on the other hand, this Study Commission has tried to understand that any advancement that is made towards an extension of the period of utilization of facilities, is, or would be, an advancement in the proper direction. The citizens of the State are becoming more and more aware of the fact that the investments in school facilities are far too great for them to remain idle for approximately one-fourth of the year.

3. There is the much discussed and widely publicized proposal to revise the present school system of nine months and twelve grades so that the schools would operate for ten months with eleven grades.

4. There is also the proposal to try to plan for the schools of the State to operate on the so-called Four-Quarter-System, a system which has been tried unsuccessfully in many cities throughout the nation.

5. There is also the proposal to extend the length of the present school term beyond the nine months term to nine and one-half months, or even ten months, with teachers being paid for ten months and principals being paid for eleven months. Teachers are now being paid for 183 days.

6. There is the proposal to greatly expand the present Summer Term Programs and that these programs be designed for enrichment, for acceleration, for makeup work, or for any combination of these purposes.

7. There is the proposal to expand Summer School Programs in certain courses which students find it impossible to obtain credits during the regular term, such courses as driver education, music, typing, advanced English, mathematics or science, etc.

8. This Study Commission has the definite conviction that all citizens of the State should be mindful of the fact that already several of the State-supported public service agencies are being utilized for twelve months annually, such as institutions of higher learning, correctional institutions, industrial education centers, etc.

9. Capital outlay investments in school buildings and facilities are increasing continuously, with the result that the State is rapidly approaching the time when it will have an investment in school buildings and facilities of approximately one billion dollars.

10. In this State, as is true in other states of the nation, the schools face ceaselessly the problem of taking adequate care of the increasing annual enrollments in the classrooms. This year, 1959-60, the increase was more than 28,000 above the enrollment of the previous year.

11. There is an increasing awareness of the fact that many schools are failing to provide adequately for the gifted and/or ambitious pupils who possess unusual talents that are being sadly neglected to the detriment of the general welfare and the progress of the State.

12. Educators and the public in general are more and more aware of the fact that there is now a vast accumulation of new knowledge and technical information. It is said that the sum total of all available knowledge doubles every fifteen years. Hence, more time is required by pupils and teachers for a thorough mastery of subject matter.

Concurrent with these manifold facts there has come the urgent need for the year-round maximum utilization of school facilities.

IV

PERTINENT STATISTICS TENDING TO FOCUS PUBLIC ATTENTION UPON SCHOOL PROBLEMS AND IMPENDING SCHOOL NEEDS

Expenditures For Public Schools

Expenditures for public education are divided into three parts in accordance with the three phases of the school program: (1) current expense, current operation; (2) capital outlay, payments for buildings and other physical facilities; (3) debt service, repayment on principal and interest on bonds and notes.

Current expense is the largest portion of the State's annual expenditures. The biggest part of current expense comes from State funds, 77.7 per cent in 1959-60. Local funds represented 17.3 per cent and only 5.0 per cent came from Federal funds. In this connection, it must be kept in mind that North Carolina is one of the few states in the nation which guarantees to every school child a uniform term under State support.

During the decade from 1949-50 to 1959-60 the total CURRENT EXPENSE funds increased from \$113,272,495.83 to \$219,610,664.00, an increase of \$106,338,168.17 or a percentage increase of 94.8 per cent. If there should be a corresponding increase in this item of school expenses during the next ten years, the total CURRENT EXPENSE costs in the year 1969-70 would reach a total of \$427,801,573.47.

TABLE I

CURRENT EXPENSE *

Year	State Funds	Local Funds	Federal Funds	Total
1934-35	\$ 16,702,697.05	\$ 2,099,556.73	\$ 451,862.29	\$ 19,254,098.07
1939-40	26,297,493.15	5,136,723.59	610,146.82	32,044,363.56
1944-45	39,465,521.35	7,265,140.48	3,357,469.23	50,088,131.06
1949-50	84,999,202.42	16,214,185.16	12,054,108.25	113,272,495.83
1954-55	122,998,428.30	25,027,038.50	7,051,801.48	155,077,268.28
1959-60**	170,371,366.57	38,000,000.00	11,000,000.00	219,371,366.57

* Includes vocational, textbooks, and other State funds.
** Revised estimates.

CAPITAL OUTLAY FUNDS

1934-35	\$	\$ 2,890,317.99	\$ 428,593.61	\$ 3,318,911.60
1939-40	16,816.78	3,338,504.73	448,871.73	3,804,400.24
1944-45	48,538.96	1,774,531.97	3,778.17	1,826,849.10
1949-50	5,893,974.23	22,104,092.66	3,101.11	28,001,168.00
1954-55	9,194,988.86	34,449,132.59	671,151.51	44,315,272.96
1959-60*	1,500,000.00	40,000,000.00	1,250,000.00	42,750,000.00

* Estimates only for 1959-60.

Appraised Value Of School Property

The value of all school property—sites and buildings, furniture and equipment, including library books—tends to increase as newer needed facilities are provided. This total appraised value in 1957-58 was \$620,413,565.00. On a per pupil enrolled basis the value was \$585.19. In 1959-60 the total value was \$711,454,884, and the per pupil value was \$643.46.

TABLE II

APPRAISED VALUE OF SCHOOL PROPERTY		
Year	Total	Per Pupil
1919-20	\$ 24,047,838	\$ 34.80
1924-25	70,705,835	87.31
1929-30	110,421,315	127.37
1934-35	106,599,927	119.42
1939-40	118,897,874	133.46
1944-45	132,945,557	163.56
1949-50	231,008,069	258.47
1954-55	480,051,815	480.02
1957-58	620,413,565	585.19
1959-60	711,454,884	643.46

The above statistics represent the appraised value of school property, but it is estimated that the replaceable value at present, 1959-60, is approximately \$750,000,000.00.

Estimate of Public School Facilities Needed, 1958-68*.

A. Number of Instructional Rooms, including classrooms, home-making rooms, laboratories, shops and libraries	12,036
Estimated cost of these instructional rooms	\$216,593,095
B. Estimated cost of other facilities	117,547,183
C. Estimated cost of renovation	42,643,000

Total by 1968\$376,783,278

Dr. Charles F. Carroll recommends that the State—local and State combined—should spend \$180,000,000 on new school buildings and facilities during the next three years in order to meet urgent needs.

The statistics contained in Table II above reveal the fact that the appraised value of all school property has increased from \$118,897,874 in 1939-40 to \$711,454,884 in 1959-60, an increase of \$592,557,010 in this 20-year period, or an increase of more than 498 per cent, almost 500 per cent.

The appraised value of school property per pupil enrolled, during the 20-year period increased from \$133.46 to \$643.46, or an increase of approximately 382 per cent.

Likewise, the statistics show that during the ten-year period from 1949-50 to 1959-60 the appraised value of school property increased from \$231,008,069 to \$711,454,884, an increase of \$480,446,815, or an increase of approximately 208 per cent. The appraised value per pupil enrolled increased from \$258.47 to \$643.46, or an increase of approximately 149 per cent.

*Report of the North Carolina Committee for the Study of Public School Finances 1957-58.

It is pointed out that if the same rate of increase in appraised value of school property is maintained in the State during the next ten-year period, the appraised value of school property in 1969-70 will be in excess of \$2,000,000,000.

It is obvious to all citizens of the State that an investment of approximately two billion dollars should not be permitted to remain idle during almost one-fourth of the calendar year. Particularly is this true when viewed in the light of the fact that idle property always depreciates in value at a more rapid rate than does property which is in constant use. The basic consideration, however, lies in the fact that the potential educational benefits of many modern, well-equipped school plants in the State are far too great for them not to be utilized more nearly to their maximum capacities on a time basis.

Pupil Enrollment And Attendance Data

Enrollment in the public schools of North Carolina is steadily increasing. In 1957-58 when the State's last official report was given, there was a total of 1,060,187 pupils enrolled. However, revised statistics for 1959-60 show an enrollment of 1,105,677.

Average daily attendance has increased more rapidly than the enrollment, thus indicating greater determination on the part of boys and girls to take advantage of educational opportunities.

During the decade from 1949-50 to 1959-60 the total school enrollment increased from 893,745 to a total of 1,105,677, for an increase of 211,932, or a percentage increase of approximately 24 per cent. If the school enrollment figures continue to increase in the next ten years at the same rate, the total enrollment in 1969-70 will reach a total of 1,371,039. An increase of 211,932 pupils would call for approximately 6,600 new classrooms.

TABLE III

Year	ENROLLMENT (CODE A AND E)			AVERAGE DAILY ATTENDANCE		
	White	Negro	Total	White	Negro	Total
Elementary Schools						
1939-40	456,331	231,359	687,690	411,684	195,084	606,768
*1944-45	461,683	222,063	683,746	412,942	186,197	599,139
1949-50	487,666	224,138	711,804	441,104	194,523	635,627
1954-55	547,476	237,529	785,005	502,811	209,906	712,717
1957-58	564,986	250,191	815,177	512,846	219,741	732,587
1959-60	584,378	260,221	844,599	539,395	231,341	770,736
High Schools						
1939-40	163,436	39,603	203,039	148,095	35,140	183,235
*1944-45	100,938	28,142	129,080	89,608	24,399	114,007
1949-50	137,501	44,440	181,941	123,508	38,556	162,064
1954-55	158,634	56,436	215,070	142,707	48,605	191,312
1957-58	181,135	63,875	245,010	162,623	55,101	217,724
1959-60	192,823	68,255	261,078	174,164	58,555	232,719

All Schools						
1939-40	619,767	270,962	890,729	559,779	230,224	790,003
*1944-45	562,621	250,205	812,826	502,550	210,596	713,146
1949-50	625,167	268,578	893,745	564,612	233,079	797,691
1954-55	706,110	293,965	1,000,075	645,518	258,511	904,029
1957-58	746,121	314,066	1,060,187	675,469	274,842	950,311
1959-60	777,201	328,476	1,105,677	713,559	289,896	1,003,455

* The eighth grade was added to the elementary school in 1943-44.

TABLE IV
SCHOOL FAILURES, OR NON-PROMOTIONS

Year	Membership (Last Day)	Promotions	Non-Promotions	Per Cent Failing
1934-35	821,355	652,360	168,995	20.6
1939-40	835,240	685,223	150,017	18.0
1944-45	759,507	659,302	100,205	13.2
1949-50	849,754	782,054	67,700	8.0
1954-55	955,276	890,265	65,011	6.8
1957-58	1,016,089	935,969	80,120	7.9
1958-59	1,045,414	962,931	82,483	7.9
1959-60	1,062,273	981,077	81,196	7.6

A study of the pupil failures, or non-promotions, in the table above reveals some very interesting facts. This information, released by the State Department of Public Instruction, indicates that more than 80,000 pupils failed to be promoted in each of the last three years. This means, of course, that most of these children who failed in their promotions returned to the same grade the following year, and also that space and teachers were required to re-teach these pupils. Generally speaking, pupils who find it necessary to repeat a grade in school represent more of a problem for teachers than do those who make normal progress year after year.

If all failures could be entirely eliminated—which evidently cannot be done—it would enable the State to save approximately 2,500 teachers each year, and this would represent a saving of more than \$10,000,000 annually.

Analysis of the statistics presented in the table above shows that after the State adopted the nine months school term in 1943-44, the number of failures was reduced by approximately 50 per cent. Quite obviously the length of the term has had a definite and potent effect upon the number of pupils who fail to be promoted.

V

ANALYSIS OF CERTAIN PROPOSALS

Ten Months Term With Eleven Grades

The proposal for a ten months term with eleven grades has been given careful study and consideration by the Study Commission. It has been found that a good many of the lay-citizens are strongly in favor of this plan. It would in effect—it is pointed out—eliminate one-twelfth of the total pupil load, and high school students could finish their high school work one year earlier in life.

Also, it has been pointed out that many high school students, for economical reasons, need to complete their secondary education earlier and have the privilege of getting employment in some vocation in order to be able to help support themselves and their families. Likewise, high school graduates would be able to enter college one year earlier, and thereby be able to meet better the problem of spending four years in college in undergraduate work, and in the event of specialization in professional advanced study spending four more years. For the young men there is always the question of spending the required time in the armed services. It has been indicated, too, that there is among high school students the problem of early marriages before the normal age for graduation at 18 years of age.

In the investigations of the Commission, it has been found that if North Carolina were to adopt the ten months term with eleven grades, it would become the only state in the nation to use this plan. Consequently, North Carolina high school students who would pursue their work in an institution of higher learning would find themselves forced to compete with other students who would have had twelve years of previous educational experiences. It has been found, also, that most college officials and instructors are of the firm conviction that high school students should have the maturing experiences which are possible only under the twelve grade program.

In a check-up through a questionnaire on January 13 of this year, it was found that out of 135 superintendents in North Carolina responding, 103 were opposed to this plan. Many of them stated that they would regard it as a backward step, and one superintendent declared that he would regard it as "six steps" backward. Obviously, the professional people are strongly against a ten months term with only eleven grades, and they are the people who would be called upon to operate this or any other plan. They are perhaps the people who best understand the problems involved.

It should be remembered by all concerned that already the colleges are in an enviable position of being able to become more and more selective in their admission of new students. Apparently, North Carolina with a ten months school term would be penalizing its own children, and they would be the ones who would suffer most.

SUGGESTED ADVANTAGES OF A TEN MONTHS TERM WITH ELEVEN GRADES

1. It would reduce the total pupil load by more than 8 per cent, and fewer classrooms would be required.
2. It would provide for 110 months in an individual high school career, as compared with only 108 months with nine months and twelve grades.
3. Teachers would receive ten months of employment, as compared with nine.
4. High school graduates would find it possible to enter college one year earlier and graduate at approximately 21 years of age.
5. Students not enrolling in college would find it possible to get employment earlier, and thereby support themselves and their families.
6. Graduating one year earlier would perhaps lessen the problem of marriages during high school.

SUGGESTED DISADVANTAGES OF TEN MONTHS AND ELEVEN GRADES

1. Students from North Carolina schools would be forced to compete with students from other states with 12 years of maturing school experiences.
2. Pupils transferring to other states would find it difficult to transfer credits.
3. Graduates at 17 years of age are not sufficiently mature to enter college.
4. The adoption of a 12-grade system in 1943-44 was heralded as a great advancement in meeting the needs of children.
5. A ten months term with eleven grades would represent false economy, and the children would pay the costs.
6. Most graduates at 17 years of age could not find profitable employment.

Four-Quarter System

The plan frequently advocated for the year-round utilization of school buildings and facilities is the four-quarter system. This plan would divide the year into four academic periods of three months each. Attendance would be assigned for three quarters and a vacation for one quarter per year for all pupils. Each quarter would be equal in educational value.

Economy is at the heart of the arguments of supporters of this type of the all-year school. These supporters hold that four-quarter use of school plants would mean that one-fourth fewer textbooks, teachers, and buildings would be necessary at any given time. Not only would classroom space be increased by 25 per cent; but, also, in theory, the teacher shortage would be reduced by the same amount, for existing teaching facilities would teach throughout the year, except for short vacations.

The proposal for the four-quarter system is not a new one. It was first tried in Bluffton, Indiana in 1904, and in 1912 in Newark, New Jersey. During World War I, it was advocated as a device for accelerating pupil progress through school; and in the depression years, it was advocated as an economy measure. Although many school districts throughout the nation have tried the plan, significantly every school system that has tried the plan has abandoned it.

Two districts in Pennsylvania, Aliquippa and Ambridge, had a complete four-quarter system for several years and kept records of savings involved. Aliquippa used the system under unique circumstances from 1928 to 1938, and Ambridge from 1932 to 1936. During the ten years Aliquippa operated the four-quarter system schedule, its high school attendance increased from 1,650 to 2,200 without the district having to add a single new classroom. In addition to having no new buildings, in a five-year period other savings were estimated as follows: \$100,000 on fuel; \$73,793 on debt service; \$69,200 on teachers' salaries; and \$31,614 from the re-teaching of pupils failing in grades or subjects.

Aliquippa gave up the program—even in view of these considerable savings—because the complexities of scheduling demanded by the four-quarter system, plus the confusion of having four enrollments, promotions and graduations each year were simply not worth the economies that were achieved.

Aliquippa adopted this plan because it was able to borrow sufficient funds to meet its building requirements. The plan eventually served approximately 6,750 pupils with a single junior-senior high school and several elementary schools. The superintendent at the time of this operation stated that some economies were realized and the quality of education was not jeopardized, but that the parents were not happy with it. A principal at the time of the operation and a subsequent superintendent in Aliquippa sums up this experience as follows:

"There are, no doubt, places where the four-quarter plan could be utilized temporarily or even on a permanent basis where the classroom shortage is acute. However, it seems to me, after ten years experience with the four-quarter plan, that it is more reasonable to consider it as a temporary or stop-gap measure

which permits a full-time educational program in a rapidly growing community until such time as classroom space can be provided for all pupils."

Florida, 1957—Rejected the plan as being as expensive as building new schools.

Minnesota, 1958—Judged suitable as a temporary expedient only.

Texas, 1958—Suggested local experimentation, possible state financial aid.

San Mateo, California, 1950—Rejected as being too difficult and only marginal savings.

Atlanta, Georgia, 1957—Rejected as being more expensive than new buildings.

Fairfield, Connecticut, 1956—Rejected as being too difficult to convince parents and to administer.

Los Angeles, California, 1955—Rejected because disadvantages seemed to offset advantages.

SUGGESTED ADVANTAGES OF FOUR-QUARTER SYSTEM

1. Buildings and equipment receive more use and classroom needs are reduced.
2. Fewer textbooks and less equipment are needed at any given time.
3. Pupils have better chance to make up lost work in a shorter period of time.
4. Acceleration opportunities are improved by having shorter quarter sessions.
5. Economies in school budget are possible in some communities.
6. Pupils are able to work at seasonal industries during off-quarters and four pupils can hold down one job on a year-round basis.
7. Businesses are not limited to summer months in planning vacation schedules.
8. Teachers can supplement incomes by teaching all year, or eleven months.
9. Year-round employment of teachers can alleviate the teacher shortage.
10. A child can enter school at the beginning of the quarter nearest to his birthday.

SUGGESTED DISADVANTAGES OF THE FOUR-QUARTER SYSTEM

1. The theoretical capacity increase of $33 \frac{1}{3}$ per cent would be possible in only the large schools—estimated at enrollments of 720 to 800 elementary pupils, 1,500 junior high school students and 2,400 senior high school students.

2. Pupils once started on a definite nine-months term would find it difficult to change.
3. Programming and graduations in high schools would be extremely difficult.
4. In small schools the maintenance of economical class size and teacher continuity would be nearly impossible.
5. Those pupils assigned to summer quarters would be deprived of certain community activities that can be active only in the summer.
6. Areas in the South with no winter sports would have difficulty in keeping winter vacationing children occupied.
7. Vacationing pupils would cause truancy problems with pupils in school.
8. Compulsory assignment of pupils would result in parental objections and administrative problems.
9. School athletics and extra-curricular activities would be hampered.
10. Married teachers with children would find it difficult to teach if their children had different vacations.
11. Scheduling of maintenance and alterations would be difficult and more expensive.
12. Additional administrative work-load would increase problems and costs.
13. Much time would be wasted at the beginning and end of the quarters.
14. Transportation costs would be greatly increased and more pupils would have to be transported.
15. It would be almost imperative to air-condition all school buildings.

The Extended School Term With Extended Term Of Employment For School Personnel

BRIEF HISTORY OF THE LENGTH OF THE SCHOOL TERM IN THE NATION

In the past, the length of the school year has varied from one part of the nation to another. Prior to 1840, schools were operated in rural areas during the winter months only. In cities, schools were generally conducted almost all year-round. Buffalo, New York, operated schools for 12 months, Baltimore and Cincinnati for 11 months, New York for 49 weeks, Chicago for 48 weeks, Cleveland for 43 weeks, Detroit for 259 days, and Philadelphia for 252 days. The school year was usually divided into four quarters of 12 weeks each.

Between 1840 and 1915, the pattern changed, with city schools shortening the school year and rural schools lengthening it until the present pattern of approximately nine months emerged. At this stage, the summer vacation school became a part of many school systems, but with primary emphasis upon recreational activities. Today, most summer schools offer make-up work for the most part, but the trend toward educational enrichment and acceleration is growing rapidly throughout the entire nation.

Within recent years several states of the nation have been making advancements in the length of their school terms. Below is a table of statistics compiled by the United States Office of Education, 1954-56 regarding school terms:

STATES	LENGTH OF TERM IN DAYS
Illinois	186.9
Maryland	182.3
Pennsylvania	182.0
Deleware	181.8
Missouri	181.8
Maine	181.3
New York	180.9
New Jersey	180.6
Florida	180.1
North Carolina	180.0

EVOLUTION OF THE LENGTH OF THE SCHOOL TERM IN NORTH CAROLINA

1. 1776— The Constitution of 1776 established a system of public schools, but made no mention of the length of term.
2. 1825— The Literary Fund was created to help finance public schools, but the length of the term was not specified.

3. 1839— A law was enacted to provide for a system of common schools, but no mention of the length of the term.
4. 1853-62—The reports of State Supt. Calvin H. Wiley showed the length of the term to be about four months.
5. 1868— The Constitution prescribed four months term in each district, but during the Reconstruction period the average term was less than four months.
6. 1909— The report of the State Superintendent indicated an average term of six months.
7. 1913— The General Assembly substantially increased the Equalization Fund, with the distribution contingent upon the lengthening of the term to six months.
8. 1919— The Constitution was amended, prescribing a minimum term of six months.
9. 1933— The General Assembly provided for an eight months school term, supported almost entirely from State funds.
10. 1943— The General Assembly extended the school term for the State to nine months.
11. 1959— The General Assembly provided funds so that teachers were paid for 183 days service during the 1959-61 biennium.

LENGTH OF SCHOOL TERMS IN OTHER NATIONS OF THE WORLD

1. Sweden has a school term of 39 weeks, six days weekly, or 234 days.
2. Germany has schools open six days weekly, an average term of about 240 days.
3. France—Schools are in sessions six days weekly, an average term of 210 to 215 days.
4. Schools of Russia are in session six days weekly, an average term of 210 to 231 days.
5. Italy—Schools must be open ten months, September 1 to June 30, an average term of 180 to 216 days.
6. India—School year begins in June, after vacation in May; additional vacation of two weeks at harvest time. No school has more than six weeks vacation, and there are 220 working school days in the year.

URGENT PRESENT DAY NEEDS FOR AN EXTENDED SCHOOL TERM IN NORTH CAROLINA

Those who have studied the extended term proposal firmly believe that pupils and teachers urgently need more time to teach and master the great increase in knowledge that is now available, as compared with 50 or 60 years ago, or even a quarter of a century ago.

The proponents of a ten months term point out conclusively that in the past—about 1900—at the time of Governor Aycock, approximately 85 per cent of the population in North Carolina lived on farms, and children were needed at home to work during the summer seasons of the year. Whereas, to-day only about 33 1/3 per cent of the population live on the farm, and relatively little hand labor is required in this day of mechanized farming. Throughout past centuries and decades man has been forced to devote most of his time and energy to the production of the necessities of life. Education was considered a luxury, and for most people only a limited amount of time could be devoted to formal learning. Now, for the first time in history the production of both the necessities and the luxuries require a considerably smaller number of man hours in human effort, especially of children. To-day, we have the necessary time, provided we have the necessary imagination and foresight, to attend more fully to the education of our children. Indeed, we have so much leisure time on our hands that the use of it is beginning to be a major social problem for both children and adults.

It is abundantly clear that more knowledge and more understanding are required to-day to get along successfully in life than was true a century ago, or even a generation ago. Some have pointed out that the sum total of all our knowledge doubles every fifteen years, and some claim that it doubles every ten years. Much of our knowledge is technical and scientific, and much of it is cultural and sociological in nature. What seemed advanced knowledge a generation ago is now regarded as only elementary. Before the present era of electronics, machines, and automation with its increasing complex social conditions, an elementary education was considered sufficient, and a high school diploma an achievement of considerable significance. To-day, this has changed completely. A high school education is considered to be a minimum requirement and a college education or some post-high school specialization, a necessity, for the individual to compete successfully in our modern world.

In this year of 1960, we live in a time which is characterized by rapid and extensive changes in every area of life. This is certainly no time for adhering strictly to the traditions of the past or for being complacent with the status quo. To those who are responsible for the education in North Carolina, the school year and the school day seem to be too short to accommodate the overcrowded curriculum of our schools. Present day public pressures demand more study and more competence in mathematics, science and foreign languages. Also, the continued stress for greater quality in our schools demand increased time in order to develop more breadth in knowledge and greater depth in understanding.

We are in the midst of the space age, as evidenced by space probes, satellites, moon shots, guided missiles and activities in aeronautics. These activities are happening in an atmosphere of intense international competition. A by-product of these activities has been the stimulation and demand for a careful and critical appraisal of our public schools—how they are organized, administered, and operated, and what they teach. The length of the school year is a factor that is being given careful study.

The challenge of quality education is now more difficult to meet than ever. The sum total of available knowledge which both the elementary and the high school must pass on to their students has expanded tremendously within the last quarter of a century and it is growing at a prodigious rate. Greater efforts must be made to provide for individual differences and to determine which learning experiences are most significant for the success of the individual.

During the early days of May, 1960 this Study Commission held six regional conferences throughout the State. These conferences were attended by both lay and professional citizens. Among those attending were leaders from the following groups: The Congress of Parents and Teachers, the North Carolina Education Association, County Commissioners and Boards of Education, school principals and superintendents, classroom teachers, the Federation of Women's Clubs, the Grange and Farm Bureau. There was an average attendance of more than 100 persons at these conferences. These conferences gave the Commission members an opportunity to discuss freely the various proposals for the extension of the time in which school plants might profitably be used.

It was found that sentiment for a ten months school term in North Carolina is quite favorable, and the members of the Study Commission feel confident that eventually the people of the State will adopt a ten-months school term with twelve grades.

On January 13, 1960 a questionnaire was sent to all superintendents of schools in North Carolina, and from this study it was learned that 87 of the 134 administrators responding favored a ten months term with twelve grades.

The Commission emphasizes the fact that the school curriculum has been constantly expanded to include courses for which there is wide demand. Increasingly, the need for more time to teach essential subjects is a critical problem. Almost always, the approaching end of the nine months term brings a speed up to complete texts or courses that have been prescribed. An extension of the term would give pupils more time for learning, and less time for looking for something to do during the summer months. The Commission believes that the potential worth of the longer

term to instructional adequacy ought to overshadow complaints against it.

During the regional conferences several teachers in the elementary grades reported that there are always some pupils, who, because of immaturity or other reasons, do not make sufficient progress in the nine months term to be promoted to the next grade. These teachers also reported that some pupils are always promoted from every grade when there is a serious doubt as to whether or not the promotions are justified. Invariably, the same teachers stressed the fact that if these pupils could only have two or three more weeks of instruction, they would more nearly be ready for promotion.

SUGGESTED ADVANTAGES OF AN EXTENDED SCHOOL TERM

1. It would meet the imperative need for more time for instruction because of the vast increase in the sum total of knowledge and textbook materials.
2. It would insure that the youth of the State would be profitably engaged for a longer period of time in desirable experiences under proper supervision.
3. It would help to solve the problem of juvenile delinquency through profitable use of leisure time.
4. It would help greatly to reduce the number of pupils who fail to be promoted each year.
5. It would increase the quality of education for all students enrolling each year in institutions of higher learning.
6. It would likewise benefit students who are enrolled in vocational and industrial arts courses by offering a wider scope of information and a greater variety of profitable experiences.
7. It would provide maturing experiences for all pupils regardless of age.
8. It would provide time for workshops and committee meetings for greater growth in service for teachers.
9. Teachers would be doing during summer months the things for which they were prepared—make use of personnel as well as physical facilities.
10. Teachers would have more time to prepare teaching materials and work on a revision of the curriculum—activities not possible during the regular term.
11. It would provide for an extension in the period of utilization of school buildings without increasing administrative costs.

SUGGESTED DISADVANTAGES OF THE EXTENDED TERM

1. Parents desire to have their children at home for at least three months of the calendar years.

2. Many children are needed at home for work on farms, or for employment to assist with family expenses.
3. An extended school term would be more expensive. An additional month would require approximately \$20,000,000 annually, or two extra weeks would require approximately \$10,000,000 annually.
4. Children of school age always profit from the experiences of family life or from local recreational programs—free from the restraints of school decorum and/or regimentation.
5. Children need the experiences of family vacation periods together.

The Expansion Of Summer School Programs

Many articles on the subject of the year-round utilization of school facilities are concerned with the relatively common practice of following the regular compulsory nine or nine and one-half-months term with a summer session at which attendance is voluntary.

The main objectives of the summer sessions are: to prevent the loss of learning, to counteract the dangers of idleness and loafing, to provide remedial enrichment, acceleration, recreation, and the integration or correlation of certain school activities with community activities or projects. The advocates of the summer school plan claim that it is the most worthwhile and practical of the all-year school schemes. Under such a plan, not only would pupils be permitted to make up lost or failed grades, but also the more capable pupils would be permitted to advance more rapidly through the elementary and the high school. Adults could take advantage of the program for their educational enrichment. Existing facilities would be used more nearly throughout the year. Teachers would be employed for an extended period of time. At the same time, a deviation from the accepted pattern of family vacation and work periods would not be forced on parents. School costs would undoubtedly increase, but it is argued that such increases would be offset by a greater return on the community's investment in the school plant.

In an article entitled: Pasedena Schools in Action, March 17, 1959, Mr. Robert E. Jenkins, superintendent, wrote as follows: "The best answer to an extended school year seems to be a greatly expanded summer school program at the elementary and secondary levels on a voluntary basis. This makes it possible for all children and young people, with guidance of the home and the school, to choose the kind of opportunities that will be most helpful to them during the summer months. Some may choose to gain work experiences in business and industry or on the farm. Others may be participating full time in organized youth activities. However, we know that there is a great need to provide a com-

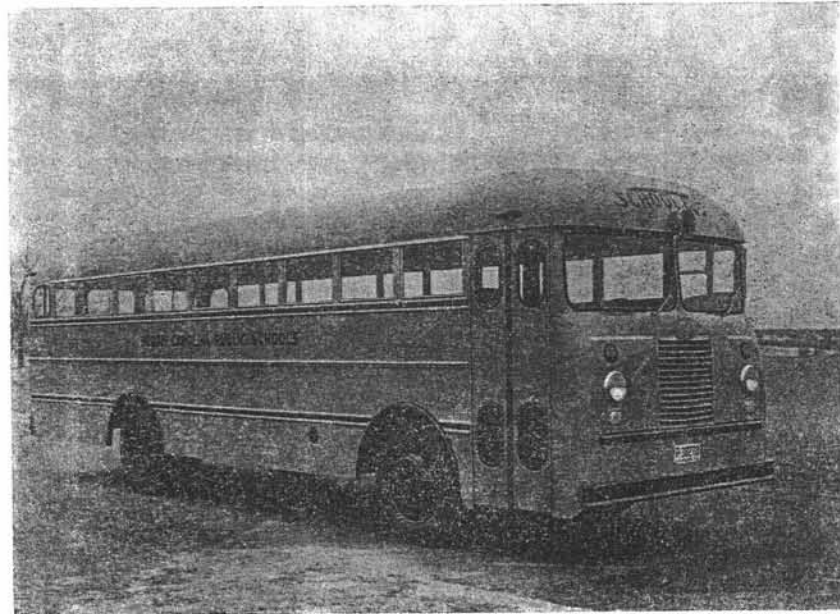
prehensive educational program in our schools during the summer months for those who may wish to strengthen their skills or achievements in different areas, or to take advantage of expanded educational opportunities."

In October, 1959, the Educational Research Division of the NEA published a comprehensive report dealing with the subject: Summer-School Programs in Urban Districts. In this report it is indicated that there is an "increasing number of school districts which have initiated summer-school programs, or plan to in the near future. In addition, many schools having long-established summer schools are expanding their offerings."

Quoting further: "The evidence in this report appears to substantiate the following statement regarding summer-school programs which appeared in the June, 1959, issue of Better Schools (published by the National Citizens Council for Better Schools):

"The concept (of summer-schools) has largely changed from providing students with an opportunity of making up academic work to permitting students to advance their academic standing, either through direct credit for courses taken, or by enriching their knowledge of a given subject, even where credit is not granted.

"This is not to say that the original purpose of summer-schools—that of make-up work—is ignored. This idea is still being pursued, but has been greatly enlarged to make the practically universal summer schools of more value to everyone concerned'".



There is abundant evidence that there is a strong trend towards organizing summer schools, especially in the urban areas. In the rural areas there has been for many years a vast amount of summer work in the vocational agriculture and home economics courses, with the teachers employed either for 10 or 12 months in the year. From a questionnaire circulated among the superintendents of the State on January 13, it was found that summer schools were operated in 117 out of 125 administrative units reporting.

The school officials in which summer schools are now being operated with marked success indicate that they are delighted with the opportunities which are afforded to give extended periods of employment to the dedicated, outstanding career teachers. In general, they testify that the summer schools help to retain their best teachers. As a rule, only teachers with two or more years of successful teaching experience are selected to teach in the summer courses.

The advocates of summer schools believe that this plan offers the best possible solution to the question as to how to reward the best teachers. There is considerable sentiment for some type of merit rating for teachers, and the additional period of employment for teachers, over and above the nine months employment offered under a uniform school term with a uniform salary schedule, seems to present a very practical and simple plan for instituting a merit rating system for teachers.

ACCELERATION

There are major differences of opinion concerning the effects of acceleration upon present and future achievement of pupils. Most of the literature deals with the acceleration of the gifted child only, and it reveals general agreement that this probably is a good thing. The gifted and superior children encompass no more than 10 to 20 per cent of all pupils, however, so that one year of acceleration would increase plant capacity by only one per cent. For the average pupil, the majority opinion seems to favor the idea that acceleration would hamper the development of certain attitudes and concepts which cannot be hastened by any process and which are difficult to measure. The child who is retarded in maturation will always think and act like a younger child. It is generally conceded that any acceleration of the average child makes it difficult for the learning experiences to be fully effective.

A questionnaire concerning summer schools in the State was circulated among the superintendents on April 12, 1960. The responses indicated that there is a wide range in the tuition charges, and also that there is quite a difference in the length of time schools operate. It was found that some schools operate

six weeks, some eight weeks, some ten weeks, and some twelve weeks. This was due in part to a difference in the length of the school day.

In most cases, the summer school classes are held during the morning hours in order to avoid the discomfort of the noon or afternoon hours.

It was learned from this questionnaire that the tuition charges for make-up work in high schools range from \$10.00 to \$50.00 per unit of credit, with 81 per cent charging between \$15.00 and \$30.00. No student may enroll in more than two courses.

Tuition charges for new courses in high schools range from \$20.00 to \$80.00 per course, with 50 per cent charging \$30.00 to \$35.00, and no student may enroll in more than two courses.

It was found that in the elementary schools the tuition charges ranged from \$10.00 to \$60.00, with 83 per cent charging from \$15.00 to \$20.00, and most of the work was for make-up purposes—almost none for acceleration. Pupils are permitted to enroll in two or three remedial subjects.

SUGGESTED ADVANTAGES FROM EXPANSION OF SUMMER SCHOOL PROGRAMS

1. Permits voluntary or optional attendance.
2. Provides a supervised summer recreation program.
3. Provides pupils with opportunities for enriched experiences.
4. Permits acceleration and advanced standing for gifted and ambitious children.
5. Provides make-up work and reduces retardation and re-teaching costs.
6. Affords opportunities for professional in-service training and orientation of new teachers.
7. Facilitates curriculum development and revision.
8. Provides for smaller classes which enhance the teacher-pupil relationship.
9. Provides for longer periods of employment of teachers.
10. Provides for remedial work which it would be difficult to offer during the regular session.
11. Provides for longer periods of utilization of school plants.

SUGGESTED DISADVANTAGES

1. This would increase the operating costs too greatly to be justified.
2. Summer school sessions would involve the expenses for air conditioning.
3. The percentage of pupils interested would be too small to be practical.

VI

GENERAL CONCLUSIONS AND RECOMMENDATIONS OF THE STUDY COMMISSION

I. General Conclusions:

1. In consideration of the tremendous investment of public funds in school buildings and facilities, and the ever increasing opportunities afforded in many modern and well-equipped school plants, it is imperative that school plants should be utilized in the future for an extended period of instruction beyond the traditional nine months term.

2. As a means of substantially reducing pupil failures it would be economically sound and educationally wise for the period of instruction to be extended beyond the traditional nine months term. Courses of instruction should also be made available to various adult groups.

3. It is obvious that the expanding modern school curriculum demands a new and a broader emphasis upon the importance of Summer School Programs, with the State and local governments participating in the financial responsibilities involved — thus making these opportunities available to all children regardless of their financial status in the community.

4. The Study Commission recommends the enactment of appropriate permissive legislation by the General Assembly empowering and encouraging local administrative units, with adequate financial State support, and under the supervision of the State Board of Education to conduct pilot studies or experiments with either ten months term with eleven grades, or the Four-Quarter-System of Schools, or the two-semester system, or such other proposed systems as may be conducive to educational progress in the State.

II. The Study Commission strongly emphasizes the following opportunities for the immediate improvement of public education:

1. The appropriation of adequate State funds to guarantee the efficient enforcement of the compulsory attendance school laws.

2. The development, with State support, of a system of kindergartens, or pre-school classes for beginners.

3. The further extension of the term of employment for teachers and other school personnel in order to further strengthen and enrich the present program of instruction through better planning in workshops, institutes, and other such activities.

4. The full recognition of the unlimited possibilities inherent in Summer School Programs for make-up work, for acceleration, and for enrichment purposes.

5. The full recognition of the unlimited possibilities in every community for numerous educational programs or activities—such as adult education of different types, public forums, entertainment and recreational activities. When properly planned it is possible, at the close of the regular school day for different types of community service in education for adults to begin, and thereby extend the period of utilization of school plants.

III. The Study Commission extends its wholehearted commendation for the following trends which will facilitate greater utilization of school buildings and facilities.

1. The consolidation of small high schools into larger and more efficient units, with larger buildings and better equipment.

2. The utilization of comprehensive school plants for the establishment and development of a system of Community Colleges at convenient locations in the State.

3. The establishment and development of an adequate number of Industrial Education Centers at strategic locations throughout the State.