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A Plan for the State Board of Education with Respect to a Program of Studies for the High Schools of South Carolina

By a Committee Appointed by the
State Board of Education

THE COMMITTEE

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State High School Supervisor, Chairman

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THE STATE BOARD OF EDUCATION
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FOREWORD

The Committee, charged by the State Board of Education with the responsibility for suggesting a program of studies for the high schools of South Carolina, has placed a broad interpretation on the wording of the resolution authorizing the appointment of this Committee. The Committee has not considered that it was confined to the mere listing of courses of study for which textbooks are to be provided, but has assumed that the whole high school curriculum lay within the scope of its study. Especially has the Committee felt that it was under obligation to direct the attention of the members of the State Board of Education to a number of factors other than textbooks which determine the effectiveness of a program of studies for high schools.

The members of the Committee have earnestly endeavored to prepare for the State Board of Education a statement that is frank and sincere and that states the composite judgment of the members of the Committee on problems related to the high school program of studies which are in pressing need of attention. The members of the Committee will feel adequately compensated for the many hours of study and discussion that have gone into the preparation of this report if the board finds in the report suggestions on which it can act in furnishing that wise and energetic leadership which the cause of education in South Carolina so urgently needs.

INTRODUCTION

Whether recognized as such or not, South Carolina's most serious duty is its task of providing appropriate educational facilities for those who are to determine always within a few years the economic, political, social and spiritual status of the state.

Money, and a great amount of money, is involved in this task. Financial consideration has been given and will continue to be given to the problem of education. In fact, at times, it appears to this Committee, the getting of money has been the chief consideration of those interested in the State's educational program. On the other hand, the reduction of expenditures for education, it appears, has been of grave concern to many who either did not see the educational justification for present expenditures or who were unwilling to contribute to the welfare of the State unless they themselves profited directly. The point is, regardless of the reasons, attention has been and will continue to be given to the financial condition of the schools. The schools deserve this attention. Moreover, efficiency and economy are worthy items for serious thought in the administration of the State's program of education.

Rightly have administrative details been inaugurated to prevent unscrupulous practices within the schools and to protect appropriations for educational purposes. There is, in all probability, need for further improvement along this line. Perfection is seldom reached even in book-keeping procedures. Efficiency and economy, however, cannot be justifiably dismissed as having been achieved when expenditures are reduced and checks with counter checks are introduced into the administrative procedure to prevent dishonesty, favoritism and graft. To be satisfied with good bookkeeping practices alone is to be deceived with respect to efficiency and economy in the educational program. Excellent business practices alone, however desirable, do not justify expenditures for public education within the State. There are educational problems to be considered. Some of these problems, in the opinion of this Committee, have been neglected within the past few years, *first*, because of a misguided zeal of well-meaning enthusiasts for greater appropriations for education as a solution to all the problems and, *second*, because of the necessary effort that has had to be made to keep the *status-quo* of the schools during the financial depression.

PURPOSES OF SECONDARY EDUCATION

To offer an introduction to the point of view as to the selection of certain educational problems which in the opinion of the Committee appear pertinent and pressing, the purposes for which South Carolina, as well as other states, should support high schools are presented.

Unlike some European nations, the United States has never in theory at least accepted class education as an ideal. The very nature of the American ideals of governmental practices demand that the children of all the people not only be given an opportunity to participate in the educational program but be given the type of education from which they may receive reasonable profit in the interest of good citizenship. To carry out this principle of a flexible educational program, there is no national system of education. The matter is left to the various states. Hence, if the state expects to have leadership and citizenship capable of selecting that leadership, it becomes imperative that each state provide educational opportunities for all the pupils of school age. Every citizen should function in the interest of society and of himself in a nation such as ours. The type of education which is appropriate and useful to the individual also is appropriate and useful to society since society is made up of individuals. Hence, it becomes an inescapable task of the public supported high school to give attention to a fitting education for all the children of high school age within the State. To do this, the schools must give consideration to a program of education that includes for the individual (1) health, (2) command of fundamental processes, (3) worthy home-membership, (4) vocation, (5) civic education, (6) worthy use of leisure and (7) ethical character.¹

From time to time, certain phases of this program demand more attention than others. Particularly is this true when other agencies of society fail to give attention to phases which they have at other times given.

Four major organizations of society, it may be said, function in the education of the people: namely, the home, the church, the state, and business organizations. The public school is the delegated agency of the state for this purpose. In the state's interest, therefore, the public school as an organization of the state must assume educational responsi-

¹ Cf. *Cardinal Principles of Secondary Education*, Bulletin, 1918, No. 35, Government Printing Office, Washington, 1918.

that by means of the teaching personnel, teaching methods, subject-matter, textbooks, and materials does the school realize its curriculum. Each of these contributes in no small degree to the total experiences and educational development of the pupils. That each of the items may function properly in furnishing unified experiences for the pupils, organization is necessary.

Administration officers set up the organization and see that it is properly executed. The administration of the schools is successful to the degree that it coordinates the many phases of education that provide the program. The administration does not exist for its own ends. It is a means to an end. By means of the administration, the teachers, the courses of study, the textbooks, and the instructional items are given an opportunity to function in the development of the pupils. Hence, an administration is successful to the extent that each phase of the educational program is the best obtainable and functions in its proper relationship to the other phases that serve the one great purpose, viz., the proper education of the pupils.

Responsibility of the State Board Toward a Realization of the Purposes of High School Education

The State of South Carolina has made provision for the general supervision and guidance of the public school system in that both the office of State Superintendent of Education and a State Board of Education have been provided for in its Constitution.

The State Superintendent is charged with the general supervision of the public school system. Also, the Constitution stipulates that in addition to regulating examinations of teachers applying for certificates of qualification and awarding scholarships, there shall be a Board of Education with powers and duties as may be determined by law. In this way does the Constitution provide for State supervision and general administration of the public school system.

From time to time, the State Legislature has passed laws placing certain responsibility either jointly or separately upon the State Superintendent and on the State Board of Education. It would appear that the General Assembly has generally recognized the State Superintendent's office and the State Board of Education as the State's agencies for administering the laws relating to public education.

Since this report is primarily interested in the activities of the State Board of Education with reference to high schools, it may be pointed out that in recognition of the general purpose of the Board, the General

Assembly has granted the Board certain powers which either apply to the high schools as a part of the public school system or which apply specifically to the high schools.

These general powers are:

(1) To adopt rules and regulations not inconsistent with the laws of the State for its own government and for the government of the free public schools.³

(2) To prescribe and enforce rules for the examination of teachers.⁴

(3) To prescribe a standard of proficiency before county boards of education, which will entitle persons examined by such board to certificates as teachers.⁴

(4) To prescribe and enforce the courses of study in the free public schools.

(5) To prescribe and enforce use of a uniform series of textbooks in the free public schools of the State.

In addition to the foregoing duties, the State Board is "an advisory body, with whom the State Superintendent of Education shall have the right to consult when he is in doubt as to his official duty; and shall have power to review on appeals all decisions of the County Boards of Education" as provided in the *General School Law*.⁵

More specifically applying to the high schools is the following:⁶

The State Board of Education shall have full authority to prescribe all such regulations as may not be inconsistent with this article and with the general school law, to provide for the inspection and classification of the high schools under this article; to make regulations for the apportionment and disbursement of the State appropriation under this article and to pay out of the State appropriation the salary and traveling expenses of a high school inspector.

Under authority granted, the State Board has prescribed rules and regulations concerning the organization and the administration of the high schools. On occasion, however, the General Assembly has limited or invalidated the rules and regulations by the passage of Acts that apply to all high schools, but more particularly by the passage of Acts that give certain local schools advantages not enjoyed by all schools.

³ (5289) "Powers of State Board of Education," *General School Law of South Carolina*, 1936, page 21.

⁴ Examinations for the certification of teachers were discontinued in 1927.

⁵ (5288) "Advisory Board to the State Superintendent of Education—Powers in Cases of Appeal," *op. cit.*, page 20.

⁶ (5602) "State Board of Education to make Regulations—May Pay a High School Inspector," *op. cit.*, page 124.

In this connection, it should also be pointed out that while the course of study is to be prescribed and enforced by the Board, the General Assembly has done some prescribing of courses of its own accord. To the extent that the course of study has been made by legislative enactment, just to such an extent has the Board been restricted in its power to prescribe courses.

Examples of the General Assembly's acting with reference to the course of study may be cited.

Subjects as prescribed by the General Assembly to be taught in every school are:⁷

1. Orthography.
2. Reading.
3. Writing.
4. Arithmetic.
5. Geography.
6. English Grammar.
7. Elements of agriculture.
8. History of the United States and South Carolina.
9. Constitution of the United States and South Carolina.
10. Morals and Good Behavior.
11. Algebra.
12. Physiology and Hygiene.
13. Effects of alcoholic liquors and narcotics.
14. English literature.
15. Other branches as the State Board may direct.

Obviously the fifteenth item suggests that there are additional subjects for the State Board to prescribe. Furthermore, the prescription of subjects taught in the schools does not denote whether or not all pupils are to study the subjects. Neither is the amount of time to be devoted to each subject determined. The indefiniteness of the prescriptions does give the Board an opportunity to arrange a program of studies in orderly fashion. In fact, the indefiniteness places a duty upon the Board to arrange an appropriate program. There is no other agency of the State charged with the responsibility even indirectly.

Prescriptions, however, are not limited to the listing of subjects to be taught.

Another section of the general school law prescribes that physiology and hygiene be taught with special reference to alcholic drinks and narcotics.⁸

⁷ Cf. (5338) "Subjects to be Taught," *op. cit.*, page 34.

⁸ Cf. (5339), *op. cit.*, page 34.

Reinforcing this law is the one requiring that "superintendents, principals, or other persons in charge of grammar and/or high schools in this State * * * be authorized, directed and required to teach or have taught in every grade in such schools, the detrimental effect of the drinking of intoxicating liquors upon the human system, for at least three scholastic periods per years."⁹

Further apprehension on the part of the General Assembly concerning the teaching of certain subjects in the high schools is noted in the law that requires all state-supported high schools, colleges and universities to give instruction "in the essentials of the United States Constitution, including the study of and devotion to American institutions and ideals."¹⁰

Furthermore, this law requires that no student "shall receive a certificate of graduation without previously passing a satisfactory examination upon the provisions and principles of the United States Constitution."¹¹

He "shall also satisfy the examining power of his or her loyalty"¹² One years is stipulated for this study.¹³

By legislative enactment also is required the teaching of physical education.¹⁴ Furthermore by the same token are traffic laws to be taught within the schools¹⁵ and the methods of instruction is also prescribed.

The foregoing illustrate a tendency to have a curriculum prescribed by laymen for the high schools.

There is no doubt that each law is an attempt on the part of the General Assembly to have the schools perform laudable purposes. However praiseworthy are the purposes, the fact remains that the State Board is the State's delegated authority for prescribing courses of study. Hence, the State Board should be held responsible for appropriate courses of study. Yet, hardly can the Board be held responsible when courses are prescribed by the law-making body that grants the power to the Board. It is believed by this Committee that spasmodic and haphazard legislated courses of study—and such they are when introduced and passed with no reference to previous laws and with no con-

⁹ Cf. No. 668. An Act to Require the Teaching in Grammar and High Schools Receiving State Aid, the Detrimental Effects upon the Human System of Drinking Intoxicating Liquors, *op. cit.*, page 142.

¹⁰ (5342) "Federal Constitution to be Taught in Schools and Colleges supported Funds," *op. cit.*, page 71.

¹¹ *Ibid.*

¹² *Ibid.*

¹³ *Ibid.*

¹⁴ (5343) "Courses in Physical Education," 1919, *op. cit.*, page 72.

¹⁵ (5343-1) "Teach Traffic Laws in State Schools and Colleges." *op. cit.*, page 73.

sideration for a teachable program—are handicaps to a well ordered, unified and flexible curriculum for all the pupils. Logically, the State Board of Education in cooperation with the office of State Superintendent is the agency to give order to the program of studies within the public high schools.

Recognizing that the State Board is responsible for the courses of study, the General Assembly places upon the Board the responsibility of selecting textbooks to be used in connection with the courses. General principles for the selection of textbooks are appropriately included in laws relative to the selection of textbooks for the guidance of the State Board. However, any law that restricts the selection of books to such an extent that the courses of study can not be taught appropriately in the high schools should not be passed by the General Assembly. In case of such a law, the Board should explain wherein the law is a handicap, and should, moreover, offer suggestions for improved laws. In the absence of direct and official recommendations from the Board the General Assembly is of necessity obligated to proceed even if the action should result in inappropriate legislation.

Further evidence of authority and duty of the State Board in the achievement of a worthwhile program of education is noted in the fact that the certification of teachers has been placed in the hands of the Board.¹⁶

Rules and regulations have been made by the Board and with few exceptions are in operation. The exceptions are the result of legislative resolutions that permit the renewal of certificates of teachers who are not fully qualified according to the Board's rules without further evidence of efforts to improve on the part of the holders.¹⁷ Yet, both the Constitution and legislative enactments place the examination of teachers in the hands of the Board.

The rules and regulations of the Board are in the main simple and clear. In general, anyone who holds a bachelor's degree from a recognized college and whose moral character has not been officially questioned may obtain a certificate that grants license to teach in any public school. That any college graduate, regardless of under-graduate training, should be given a license to teach any branch of subject-matter in any division of the school system appears in the opinion of this Committee to be a doubtful procedure toward obtaining teachers who are

¹⁶ Cf. (5289) "Powers of the State Board." (5292) "State Board of Examiners for Teachers" and ff. *op. cit.*, pages 21, 24 and ff.

¹⁷ Acts and Joint Resolutions of the General Assembly of the State of South Carolina, 1936 Session. No. 1361, page 2716.

best qualified. Specific training for specific work should be given consideration. Not to recognize the special preparation of teachers who go to extra expense and effort to obtain the preparation is discouraging. To recognize every college graduate as a potential teacher fully qualified is to encourage many incompetents to enter the teaching fields. Certification laws should not be so unreasonable that the supply of certified teachers would not fill the positions in the schools, but the laws should be sufficiently stringent to give preference to those who have the best qualifications. The matter should be given serious consideration by the Board. The responsibility is with the Board. If the Board finds itself unable to cope adequately with the situation, it should notify the General Assembly and ask for aid from the law-making body.

From the foregoing paragraphs, it is clearly shown that the State Board is the chief State agency responsible for the many items that contribute to a satisfactory program of education in the high schools of South Carolina.

Delegated to the Board is:

- (1) The authority for making rules and regulations concerning the proper organization and standards of the high schools. This authority is broad. It gives the Board the responsibility for setting up and enforcing standards that, in so far as standards apply, will insure a functional program of education. The Board is, under this authority, to give consideration to the length of the school term, the equipment necessary to carry out the program, the library facilities and many other details that contribute to the welfare of the schools.
- (2) The authority for prescribing courses of study.
- (3) The authority for selecting textbooks to be used in connection with the courses of study.
- (4) The authority for prescribing standards of certification for those who are to teach.

The Board should officially make known to the General Assembly the extent to which this authority has been limited or curtailed by inappropriate laws. The State Board, moreover, should advise with the proper committees of the General Assembly with reference to appropriate laws. Without this cooperation, the General Assembly cannot be held responsible for inappropriate legislation. Needs for improvement become evident. Just what the best remedy is may be doubtful. Since the General Assembly is held responsible for all State activities, it becomes necessary for it to take action when there is evident need for action. That the action will be appropriate will depend to some degree on the

cooperation of the State Board. If the Board has offered this cooperation, then it cannot be held responsible for laws which it does not approve. On the other hand, if the Board has not offered this cooperation, the General Assembly is obligated to take action without the guidance which the Board has, in the opinion of this Committee, a right and a duty to give.

At this point, this Committee feels that it should state that its appointment was for the purpose of formulating a report concerned primarily with the Board's problems in connection with courses of study, the program of studies, and textbooks. However, the Committee felt that it was not only in order, but necessary that attention be called to the general problems relating to a program of curriculum construction for the high schools. The program of studies, we feel, cannot alone provide a program of education. It must be seen in its related functions to the general program of education. In this connection, we have called attention to the fact and we repeat that the duties of the State Board include (1) Guidance in selection of teachers, (2) Guidance in curriculum construction, (3) Establishment of standards, (4) Guidance with respect to library facilities and general materials of instruction, (5) Leadership in procuring the enactment and enforcement of proper laws, rules, and regulations that promote the interests of pupils in their attempt to gain an education, (6) Leadership in seeing that the schools serve not one social or intellectual group of pupils, but that they serve all the pupils accepted as prospective citizens within the State.

That this is more of a task than the State Board composed of men busy in other affairs may be expected to execute by their own effort is quite obvious. The Board may, however, give direction to the program. In this respect, the office of State Superintendent is composed of a staff of professional workers who are at the service of the Board. With assurance that their efforts are essential, there is no doubt but that the personnel of the Office of Education will be of great service to the Board.

More directly in response to our task, we offer the following:

Principles of Program Making for High Schools

From time to time experts in the field of secondary education have offered suggestions for guiding the making of a high school program of studies. The following is an attempt to select and to consolidate the well-known principles generally suggested and accepted by the leaders in secondary education. The principles are applicable to the present

organization of our high schools and to apply them will necessitate no radical change of administration of the schools.

The selected principles are:¹⁸

(1) *The program of studies should offer opportunity for study in all the major fields of learning.* This provision for exploration and guidance may be offered and an opportunity for a wise choice of subjects may be given pupils.

(2) *Subjects should be organized into units of instruction which in themselves may give worthwhile educational returns.* Courses of studies so organized will give those pupils who for any reason may be compelled to withdraw from school prematurely an opportunity to profit to the greatest degree possible from their limited experiences in the school. Further study of subjects so organized should be of value to many pupils, but further study should not be necessary in order that worthwhile returns be realized from each unit. * * *

(3) *Subjects once introduced into the program of studies should be continued throughout the remaining years of high school in order to give those pupils for whom the subjects prove profitable an opportunity for continuous study.* The programs of studies now in vogue in the small high schools of South Carolina * * * do not give opportunity for continuous study of many subjects after the first two years. * * *

(4) *Subjects having universal values for all normal pupils of secondary school age should be introduced early into the programs of studies and should have precedence over subjects of specialized values.* As a rule the early years of high school should be devoted to information subjects of general interest which may provide exploration guidance, and a background for a degree of specialization on the part of pupils in the later years. Specialized subjects offered at the expense of subjects of general interest in the early years may encourage the withdrawal of pupils for whom specialized subjects may have no appeal.

(5) *Specialized subjects should be preceded by courses of general and immediate interest in the subject-matter fields of the special*

¹⁸ J. McT. Daniel, *Programs of Studies of Small High Schools*, Thesis, Harvard University, 1935, pages 282 ff. For similar lists see Douglas, H. R., *Organization and Administration of Secondary Schools*, Ginn and Co., 1932, C. III, Briggs, Thomas H., *Secondary Education*, Macmillan Co., 1934, Cs. XIII and XIV. Langfitt, Cyr, and Newson: *The Small High School at Work*, American Book Co., 1936, pages 208-213. Ferris, E. M., *Secondary Education in Country and Village*, D. Appleton and Co., 1927, pages 97-109. Spaulding, F. T., "Can the Small High School Improve Its Curriculum?" *The School Review*, University of Chicago, Vol. XXXIX, No. 6, June, 1931, pages 423-438.

subjects, should be deferred as long as feasible, and should be introduced only as electives in the programs of studies. This principle is so closely allied with the principle immediately preceding that it may appear as a duplication. The shade of difference is that this principle carries the implication that specialized subjects should not be specifically required, and that they should be taken only by those pupils for whom they are likely to prove profitable. * * *

(6) Only subjects of universal value for all normal pupils of secondary school age should be required. Observance of this principle involves the content of the subjects offered. * * * The courses of universal values should be required chiefly in the interest of social integration, try-out, and exploration. * * *

(7) The greatest amount of required work should come in the early years, and elective courses should be introduced gradually as the grades advance. The recognition of this principle gives an opportunity for pupils to become properly informed as to the nature of certain possible curriculums, to be guided in the selection of their individual curriculums, and to follow in concentrated study those curriculums composed of subjects for which they have demonstrated interest and ability. * * *

(This principle in all probability may more fully be realized in secondary schools having junior high school divisions, but to some extent it is applicable to four-year high schools.)

PROGRAM OF STUDIES

A program of studies which includes the general fields of knowledge is presented in Table I. It represents only a list of subject fields which should be found in a comprehensive program and does not indicate the number of courses which should be offered in each field. From this list, the smaller and larger schools should make adaptations for their own programs. In the making of a program for an individual school the number of fields to be included and the number of courses in each field should be made (1st) in the light of the foregoing general principles and (2nd) in the light of program limitations and possibilities resulting from the size of the school. Of immediate interest to the State Board should be the provision for each of the courses so that individual schools may make selections of courses from the proposed program found in Table I. (See p. 18.)

We have defined the curriculum as "the total educational experiences of the pupils." This definition implies that any school activity which stimulates pupil reaction becomes a part of the curriculum. The program of studies provides for pupils a basis for engaging in many activities and suggests a number of separate and individual areas for study.

The members of this Committee recognize that among these subjects, as they are usually organized and taught, there are certain artificial barriers which tend to retard integration of pupil experiences. These barriers have resulted from traditional adherence to the plan of treating subject-matter as compartmentalized bodies of knowledge, despite the fact that these bodies of knowledge possess inherent relationships. The related elements are mutually complementary from the standpoint of both factual knowledge and intellectual considerations.

The ultimate objective, however, should be to develop a core curriculum which groups, as the main body of the curriculum, those activities which are designed to aid pupils in their preparation for life in a democratic society. The core of the curriculum then—from the standpoint of content, organization, and method of instruction—should deal primarily with problems of human relationships, solutions of which require understandings, appreciations, and skills.

As a starting point toward an integrated program, it appears desirable to begin organization by correlating the activities of the required social studies with the activities of the required English course. Gradually natural science, where required, should be introduced as a part of this program. Pupil investigations growing out of the social

studies motivate activities in other subjects, such as, mathematics, art, music, and practical arts. For example, consideration of a unit on trade as it affects society would lead to investigations in each of the above-mentioned subjects. These fields are so interdependent that comprehensive investigation of their social implications must break down barriers that divide them if pupils are to acquire concepts necessary to the development of desirable attitudes, appreciations and patterns of conduct.

Integration of subject-matter obviously constitutes only a part of the task of aiding the pupil to view life as a whole, and thereby appreciate the importance of each integral part. The ultimate objective is to aid him to integrate his personality—personality in its broad sense—in order that he may, in a changing civilization, act wisely in his attempt to find solutions to new problems as they arise. Integration of experiences is largely a responsibility of the classroom teacher who directs pupil activities, and no administrative organization can guarantee satisfactory results. However, the school administrator, in his effort to render more effective the curriculum of his school, can encourage integration through organization and leadership.

The members of this Committee would encourage any school to utilize all available means to integrate the experiences of pupils, to the end that the pupils may grow in ability to cope with life's problems.

English: English is found in each of the five grades. In the seventh grade, the course should consist of literature, usage in written and oral expression including application of rules of grammar and spelling.

In the eighth grade the program begun in the seventh grade should be continued.

In the ninth and tenth grades, the courses in English should (1) encourage extensive rather than intensive reading in order that the pupils may have an opportunity to participate in as many vicarious experiences as possible and (2) encourage an understanding of the principles involved in correct writing and speech, emphasizing the ability to evaluate and appreciate correct written and oral material. Some effort should also be made to have the pupils use an acceptable spoken and written word in their everyday life. In these courses, encouragement should be given those of special talents, but the courses should not attempt to make creative writers of all the pupils. The course should emphasize the needs of the consumer rather than the making of producers of good English.

TABLE I

A Proposed Program of Studies for a Five-Year High School

7th Grade	8th Grade	9th Grade	10th Grade	11th Grade
Subjects	Subjects	Subjects	Subjects	Subjects
English	English	English	English	English
Social Science				
Mathematics	Mathematics	Mathematics	Mathematics	Mathematics
Natural Science				
	Foreign Language	Foreign Language	Foreign Language	Foreign Language
	Agriculture	Agriculture	Agriculture	Agriculture
	Business Training	Business Training	Business Training	Business Training
Home Economics				
Shop	Shop	Shop	Shop	Shop
Health Activities ¹				
Extra-Curriculum ¹				
Art ²				
Music ²				

¹ All pupils participating under the direction of all teachers.² To be provided for in small schools only as an extra-curriculum activity. But credit to the extent of one unit each year should be accepted for out-of-school study under private teachers who are approved.

In the eleventh grade, the English course should become more specialized than in former years. The study of grammar may become more technical. More creative writing may be encouraged. Poetry and précis writing should be included. The study of literature should, in all probability, become more analytical and critical. In other words, fifth-year English may be reserved primarily for those who are going to college and who wish to pursue English from a more specialized point of view than the great majority of high school pupils either wish to have or will have even if they pursue the course.

With an arrangement of courses as suggested, the first four years may serve as a part of the core curriculum and be required of all pupils whereas the fifth year should be an elective only for those of special interest and ability in English who, in all probability, will go to college.

Our purpose in this suggestion is to give a flexible program that will be of usefulness to all types of pupils who find themselves in high school. To offer the senior year English only as a required subject necessitates a lowering of standards to such an extent that certain groups of pupils get no profitable returns.

If our schools were larger, perhaps two courses in English for each of the upper years would be more appropriate—one course for general purposes and one course for specialized purposes. However, our schools are too small, as a usual thing, to offer the differentiated courses. Hence, the recommendation is required courses in the earlier years and an elective course the last year.

Social Science: Social Science is becoming emphasized more and more as a subject having universal values. There is much contention that pupils of every grade should give a great deal of their time and study to the subject. It is becoming a required course in every grade of many schools. However, as a required subject, its content should emphasize universal values, should deal largely with contemporary affairs of society for the purpose of giving the pupil an understanding and an appreciation of our social order. It should encourage the development of attitudes, habits, and ideals pertinent to our conception of democracy with all of its implications: social, economic, political, and intellectual.

The inclusion of history as a detached subject in the social science program, however, somewhat prohibits a realization of the purposes when the history is taught as a purely factual subject. Certainly history for history's sake is a worthwhile study for some pupils. We

suggest on the other hand, that it does not fulfill the purposes of ideal citizenship courses for all.

As an example, American history is at present a required subject in the high schools of South Carolina. As a required subject, it should not be a specialized one. Yet, in practice, the course in American history is a college preparatory course in our schools. It is a difficult subject, particularly for those who, although worthy, are not interested in details of historical fact.

That it is at present a difficult college preparatory course may be explained by the fact that it is required for entrance to many, if not all, colleges. In addition, the knowledge of historical facts is required to give satisfactory results in the examinations given by many colleges to determine the placement of students when they enter. Hence, the teachers are pressed to make the course one of technical and detailed knowledge. Teachers are considered excellent to the extent that their pupils carry this knowledge with them to college. Certainly there is, in all probability, a need for this kind of course in American history for those who go to college, but that it should be a required course for all pupils is doubtful. Facing the situation as it exists, this Committee feels that American history for the tenth grade should probably be an elective subject.

Even as an elective subject, in order for it to appeal to a greater number of students and to serve the purpose of social science courses, the course should deal with not only the political elements, but should deal also with the economic, social, intellectual, and scientific development of our country. Whether or not this course should be given from a chronological point of view or from an integrated point of view, we are not in position to say. However, we do suggest that the course deal with all phases of American life particularly linking the past with conditions found in the present wherever opportunity may offer.

As a subject for all pupils to take the place of American history as a requirement, we suggest a course for the eleventh grade called *Problems of Democracy* or *Democracy in America*. This course should consist of problems involving local and national government. It should consider social and economic problems as related to government and should encourage an investigation of contemporary political issues by means of material collected from governmental agencies and libraries.

Remaining for the program of social science in a five-year high school is the work of the seventh, eighth, and ninth grades.

The seventh-grade course should be required and should meet the general purposes of social science instruction. Its content should deal

with a fusion of geography, economics, history, and contemporary affairs in American life with particular emphasis on the social and economic development of South Carolina in relationship to the other sections of the United States.

For the eighth grade should be a required course, South Carolina civics, emphasizing state and local problems.

For the ninth grade, it is suggested that a course in world history be offered as an elective. This course should give very little time to ancient history, and should treat the entire subject only as topics in mass movements. The story of mankind and its application to present world affairs should be the course. Detailed historical facts should be presented only as pegs to place appropriately the great movements that affect the development of our present civilization. Human episode should illustrate the movement.

It follows from the foregoing that the social science program may consist of three years of required courses and two of elective courses. In making this recommendation, many factors have been given consideration, among them are: (1) The size of the schools, (2) the usual nature of history courses, (3) college entrance requirements (4) differentiations of the program to care for individual interests and abilities, and (5) the general purpose of citizenship training.

Mathematics: In the suggested program of studies five years of mathematics are proposed.

The courses of the seventh and eighth grades should consist of generalized mathematics with emphasis upon arithmetic functions. Some intuitive geometry, and the equation and other functions of algebra should be included.

The two years should be required of all pupils. The remaining three years should be elective although it should be estimated that a majority of the pupils will elect mathematics for the ninth and tenth grades. The mathematics of the eleventh grade should, in all probability, be of little service to those who do not expect to go to college.

Algebra should be the course for the ninth grade.

Plane geometry should be the course for the tenth grade.

Advanced mathematics, somewhat on a generalized basis, should be the course for the eleventh grade. This course should be composed of about a half year of algebra, trigonometry, and perhaps some solid geometry. The course should have the divisions of mathematics so correlated that the relationship of each division to the other should be

clearly understood. Moreover, the course should be reserved for those of relatively superior ability in mathematics.

Natural Science: Five years of natural science as a science program is proposed.

The courses of the seventh and eighth grade should be composed of general science, the seventh-grade course emphasizing health although including other related topics. The eighth-grade course should emphasize the nature of the world about us and our relationship to our environment. These courses should be required.

It is not recommended that double periods be given to these courses. The laboratory work should consist largely of demonstration work and frequent excursions to places where significant material may be seen and, in some cases, collected. If the matter of credit becomes involved, the absence of double periods should be compensated for since the subject is pursued in both the seventh and eighth grades. Moreover, the demonstration work carried on by the teacher assisted by the more competent pupils has, in all probability, more lasting educational values than simple experiments performed crudely and carelessly by individuals.

Biology is the suggested offering for the ninth grade. In all probability due to the possible significance of biology in our daily living, the course should be required. However, experience suggests otherwise. Biology when taught by specialists, and the course should be taught by one who in part is a specialist, becomes technical and has no direct bearing in daily living. Only the bright pupils are probably in position to infer indirectly the relationship of technical biology to daily living. Hence, we suggest this as an elective course although we believe that the majority of pupils should take it as an elective.

Double periods or one hour periods five times a week may be required.

The equipment should consist of usable material, much of which may be collected and classified by the pupils. This, however, is dependent upon the inventiveness and intelligence of the teacher.

Chemistry and physics on an elective basis is the suggestion for the tenth and eleventh grades.

Laboratory periods and equipment should be required in schools where these courses are taught.

Further provision should be made for science courses. Schools which wish to use an advanced course in general science for either biology, chemistry, or physics or schools which wish to use three years

of advanced courses in general science in the place of the three usual subjects should be given the opportunity. Hence, if possible a five-year course in general science or as many years as may be advisable should be provided for by the State Board.

Foreign Language: Usually, Latin and French are the foreign languages taught in the South Carolina high schools. Provision has been made for four years of Latin and two of French. No change is advised with respect to this practice except that an additional year of French be provided.

In all probability, in the light of a well-rounded program, the size of our schools justifies the teaching of only one foreign language. If two languages are attempted, they are perforce included at the expense of other courses. Therefore, in order that French may have a somewhat comparable place with Latin, the third year is proposed.

The courses in Latin should emphasize reading and translation. Grammar should be introduced to the extent that it is needed to give accurate meaning to the translation. The early years of Latin should give attention to the culture of the Romans, and the reading should be so selected to give this insight. The advanced years of Latin should deal with composition and additional grammar. Even here, however, the grammar should have a functional use in reading and composition.

The three years of French should emphasize the ability to read French and an understanding of the French people by means of a study of French literature. Although pronunciation may not be developed to a fine point, attempt should be made to give pupils a pronunciation that will encourage their use of the language. Grammar should be taught inductively, that is, the grammar should be introduced only as it facilitates and gives an understanding for reading and composition. Composition should first come in connection with simple reading, and should be stressed to a greater degree in the later years.

In both the Latin and the French courses, the first year should be organized so that exploration and guidance for further study may be provided. These courses should be followed by many pupils who will desire after an introductory course not to continue the study. The work should not be lost to them. Hence, the course should be organized to give useful returns both for those who wish and who may not wish to continue the study.

Vocational Training: Vocational training includes a wide field. Each division should be encouraged to the extent that it serves the needs of the local community. When advisable, special courses in some particular

activity should be offered in the school that has a special need to serve. Hence, these courses should not be limited and no prescribed uniform courses should be followed by all the schools. Each school program should be approved by supervisory officers in the State Department of Education.

The four fields generally undertaken are agriculture, home economics, shop, and business training. Each of these courses should emphasize outcomes of general vocational value rather than highly specialized technical training. The agriculture, home economics, and shop in the seventh and eighth grades should be entirely non-vocational, informational and exploratory. They should be of general value to all pupils and serve as pre-vocational courses for those who expect to continue vocational study. The business training in the eighth grade should also be of this nature.

Agriculture, home economics, and shop should probably border on the vocational in the upper years. Even here, however, it is doubtful that they should become specialized, technical courses. With respect to the business training, its close association to many activities suggests that different courses should be provided as the size of the school permits. Shorthand should be offered the last two years, and should be restricted to those pupils who are definitely planning to be stenographers and who are proficient in English. Bookkeeping and typewriting should be provided both for the commercial student, and for the student who desires a training for general use in the world of business. In addition, there should be courses in *Commercial Law* and *Salesmanship*. If the two courses are general rather than technical, they should be of interest to both the vocational and non-vocational pupil. They should be offered in the later years of high school.

Each of the vocational courses should be preceded by a non-vocational course on the same division. None of the courses should be specialized to the extent that relationships relative to general practices are ignored, but as the courses advance they should become more specialized.

A BASIC PROGRAM OF STUDIES

The program of studies thus far presented represents the studies from which programs may be organized in individual schools. Our largest schools may be in position to follow the entire program. Our schools in general are small, varying in size as to enrollment and teaching staff. Obviously a school of 100 pupils and four teachers does not have the program possibilities of a school in which there are 150 pupils and six teachers. Hence, it is desirable that a basic program for all schools be instituted to which from the general program additional fields may be added as the size of the schools justifies and demands.

A suggestion for a basic program may be found in Table II. (See p. 27.)

Health Activities: It is not intended by giving *Health Activities* a place in the program that a special course in health be offered. Health instruction should permeate the general science and social science courses. Health should also offer a basis for discussion in literature and other courses. *Health Activities* as a topic in the program implies that opportunity for corrective and remedial exercises as well as free play should be given. A manual of these activities should be provided for the schools.

Music and Art: Approved courses in art and music should be provided. In the early years the courses should be of value to all pupils. They should stress the appreciative and should not be taught from the point of view of the producer. Later courses may give opportunity for creative development.

It is believed that our smallest schools are in position to offer the basic program. In many cases, these schools are in position to offer additional subjects when they are administered by competent administrators and teachers. To offer a broader program will necessitate an understanding of the administrative details for enriching the program. The following is offered only as suggestions for possibilities of enrichment.

Enriching the Program of Studies of Small High Schools

There are a number of administrative means of enriching the program of studies of small high schools. They need only to be suggested. They are self-explanatory. Few need detailed explanation.

1. *Alteration of Subjects by Years:* As a rule courses which are organically and vocationally alike should be alternated. Prerequisite and

later courses should not be alternated. Courses that may be alternated are: Third and fourth year English, second year algebra, chemistry, and physics, biology and any two of the natural sciences, third and fourth year Latin, second and third year agriculture, third and fourth year home economics, and other courses.

2. *Alternation by Days in the Week or by Semesters:* Not all courses should be taught every day. In the early years, courses may be taught three or four days a week with other subjects occupying the remaining periods. Subjects may also be alternated by semesters.

3. *Combination of Grades:* When grades have very few pupils, they may be combined for instruction in one subject.

4. *Individualized Instruction:* Advanced courses may be taught to superior pupils on an individualized basis when there are only two or three pupils who desire the course.

5. *Combination of Grades through Group Participation:* Where the grading of the subject-matter is not clear cut, pupils from different grades may be placed together for instruction. Music and physical education may be offered on this basis.

6. *Circuit Teacher:* Often schools cannot afford an additional teacher, but are in position to bear the expense of a part time teacher who will do additional work in a nearby school. Two or more schools located sufficiently close may employ a full-time teacher who divides his time among the schools. Music, art, agriculture are examples of subjects that may be so taught.

7. *Credit for Out-of-School Work:* Schools may offer credit for out-of-school work when the work is carried on under the direction of the school authorities and taught by teachers with the proper credentials.

8. *Supervised Correspondence Study:* When properly supervised by state authorities, correspondence study offers a means for enrichment. This should not be undertaken, however, upon the initiative of the local school alone. With encouragement from the state institutions and when supervision is provided correspondence study should be undertaken.

The various means for broadening the programs of studies as herein presented show possibilities. To carry out a plan or plans of enrichment however, demands a state-wide participation under competent direction. Else, no two schools except by chance, will show any agreement with respect to their programs. Should the State Board direct a detailed plan for this work, the possibilities of the schools would be more nearly realized. Specific details and directions should be included in the plans.

TABLE II
A Basic Program of Studies

SUBJECT FIELDS				
7th Grade	8th Grade	9th Grade	10th Grade	11th Grade
English ¹	English ¹	English ¹	English ¹	English
Social Science ¹	Social Science ¹	Social Science	Social Science	Social Science ¹
Mathematics ¹	Mathematics ¹	Mathematics	Mathematics ²
Natural Science ¹	Natural Science ¹	Natural Science ²	Natural Science
		Agriculture & Shop (combined) ³	Agriculture & Shop (combined) ³	Foreign Language Agriculture & Shop (combined) ³
		Home Economics ³	Home Economics ³	Home Economics ³
Health Activities ⁴	Health Activities ⁴	Health Activities ⁴	Health Activities ⁴	Health Activities ⁴
Music ⁵	Music ⁵	Music ⁵	Music ⁵	Music ⁵
Art ⁵	Art ⁵	Art ⁵	Art ⁵	Art ⁵

¹ Required of all pupils

² Mathematics and Natural Science may be offered in the 10th and 11th grades. An additional year of each should be offered in the smallest schools on an individualized basis, but should not be required in the basic program.

³ Business Training may be substituted for good reason. As a rule, Agriculture and Home Economics are more appropriate.

⁴ Required of all pupils under direction of all teachers where physical education teacher not available.

⁵ To be provided in smallest schools only as an extra-curriculum activity, but credit to the extent of one unit each year should be accepted for out-of-school study under approved private teachers.

TEXTBOOKS

Successful educational returns from a program of studies are realized in part from suitable textbooks. Other factors are as important, but the textbook plays no small part. In many instances, the textbook becomes the course of study, particularly is this true when teachers have neither the time nor the experience to organize an independent course. Even when teachers are desirous of organizing their class work to suit the needs of special groups of pupils, the task is impossible without adequate library materials. Hence, the textbook has to be relied upon.

That the textbook efficiently and appropriately serves this purpose is dependent upon (1) the content, (2) the arrangement and organization of the material, (3) the range and suitability of the problems to fill the needs of individual pupils and (4) the suggestions for teaching found in the text. There are textbooks and textbooks. Some are made only to sell, others to educate. Hence, the selection of a textbook should be in part the work of an educational expert, of one who can evaluate the teachableness of the book in the light of his knowledge of the purposes of the course of study and his knowledge of the individual requirements of the pupils. Moreover, among other factors to be considered is the mechanical make up and durability of the text. Obviously, the mere price should not be the all-controlling aim. In this respect, we may become "pound foolish and penny wise." Certainly, there is complete agreement that the book should be the best that available money can buy.

To the uniformed layman, all textbooks on an identical subject serve the purpose. A spelling book is a spelling book and a geometry is a geometry. Hence, the cheaper the immediate cost of the book, the better. The opportunity to make political capital of the issue is so evident and promising that one wonders why more advantage is not taken of the opportunity. Yet, if the financial consideration in terms of the amount of money should become the sole criterion, it is our opinion that there is no hope for public education in South Carolina. As an example of differences in textbooks; there is the hypothetical problem of making a selection between two spelling books.

One spelling book may look as good as the other. Yet, the one is composed of a random selection of words found on every tenth page of a dictionary to make an identical number of words found in the other.

The other is composed of words selected on the basis of years of research on the part of the author and his assistants. Investigation may

have been made to determine the appropriate spelling vocabulary of pupils of certain grade levels. Then, newspapers, magazines, books, letters and other reading material may have been carefully examined and the words therein carefully listed in terms of frequency, all for the purpose of selecting words in common use that pupils should know how to spell. This book serves a purpose that obviously the first cannot serve, and, in all probability, has to be sold at greater price.

This simple comparison crudely illustrates only one minor detail of differences in books. All of the differences, however, should be given consideration.

Hence, we believe that the final selection of the books should be a responsibility of the Board. We believe, furthermore, that the Board should be delegated with legal authority to procure the assistance of outstanding teachers in the examination of textbooks for adoption. These committees may recommend three to five books within their respective subject-matter fields. The list of books for each course of study should be listed by the committee in order of preference. From these recommended lists, the State Board may select books for final adoption. A carefully selected group of classroom teachers should be in admirable position to render first-hand information of significance to the Board in the matter of usable and teachable textbooks.

Not only basic textbooks, but supplementary materials such as library books, maps, and equipment should also be examined and approved for use by the State Board of Education.

While the present law permits the selection of only one basal book in each subject, the feasibility of a multiple list of books for each subject should be investigated. From this multiple list, counties and large schools should be permitted to select their own books. It is difficult to select a book that will serve adequately the needs of all the schools in a particular subject.

In the final analysis, the textbooks adopted should meet the requirements of the program of studies. Hence, to this end, they should be selected and adopted.

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CERTIFICATION OF TEACHERS

As a further aid to a realization of a satisfactory curriculum, the qualifications of those who teach should be given careful consideration. Unless the teachers are prepared and have an understanding of the curriculum, the program of studies and the courses therein will not be used properly to bring desired results.

Therefore, while not directly within the province of the work of this Committee, we suggest that the certification laws be carefully studied for the purpose of reorganizing the rules and regulations so that the best teachers available may be licensed to teach. Competent teachers are essential. They should be prepared from the point of view of both scholarship and method. The certification laws should recognize this and should in no way be a handicap to progressive movements in education. To carry out the program of studies, teachers should not only know the subject they are teaching, but (1) they should know the pupil and his learning possibilities, (2) they should know when it is appropriate for pupils to study certain content, (3) they should know how the material is to be presented, and (4) they should know the relationship of their subject-matter field to the development of the pupil.

Obviously, certification laws do not ever guarantee good teachers, but they are capable of differentiating between those who have the background for good teaching and those who do not. Hence, the importance of certification laws.

A STATE STUDY FOR THE DEVELOPMENT OF INSTRUCTIONAL POSSIBILITIES

In making proposals for a program of studies, this Committee has attempted to show the relationship of other educational aspects to the program. Our recommendations, we realize, do not cover the field fully. They offer only points of departure for a full program.

The need for coordination and unification of the various phases of high school education in South Carolina is, we believe, so pressing that a state-wide study program should be initiated to go into the matter thoroughly from all angles.

This study should primarily deal with the curriculum and the possibilities for developing it in the light of available facilities. It should perhaps cover a period of years. It should include among those who participate, teachers, laymen, State and local officials, and elementary, high school, and college representatives.

The depression caused a static condition to exist in our schools. Upon the eve of a better day, it appears appropriate that renewed interest in our educational affairs should be aroused. The citizens of the State should be given a better understanding of our educational needs. Our teachers should renew their professional zeal. There should be an educational awakening all over the State. The study, as we propose it, should encourage all these desirable ends. The State Board is the agency which may point the way and give direction to the study. Hence, we congratulate the Board upon its position, and believe the Board can and will render this service. We believe, furthermore, that the Board may rely upon the cooperation of the General Assembly, the colleges, high and elementary school people, and the citizens in the promotion of the study.



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SUMMARY OF RECOMMENDATIONS

We recommend:

1. A high school program that recognizes to the extent possible within the State's knowledge and financial ability the development of the various desirable interests, abilities, ideals, and attitudes of all the pupils of secondary school age with our State.
2. A recognition of the authority and position of the State Board by all interested parties.
3. A program of studies from which programs for individual schools may be appropriately selected.
4. The adoption of textbooks, supplementary material, library facilities, maps, and equipment from the point of view of educational values as well as from the financial point of view.
5. A continuance of authority of the Board in the adoption of books with the assistance of qualified teachers in the field.
6. A study of certification laws tending toward a better selection and placement of teachers.

Finally, we express our deliberate judgment that the State Board is the one agency to give unit, coherence, and meaning to a state-wide program of secondary education. We recommend that the Board initiate and give direction to a state-wide study looking toward a better realization of our instructional possibilities within our schools.

