PUBLIC SCHOOLS OF SOUTH CAROLINA

A REPORT OF THE SOUTH CAROLINA EDUCATION SURVEY COMMITTEE

DIVISION OF SURVEYS AND FIELD SERVICES
GEORGE PEABODY COLLEGE FOR TEACHERS
NASHVILLE, TENNESSEE
1948
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Greenville, S. C.
LETTER OF TRANSMITTAL

The Governor of South Carolina,
Members of the General Assembly, and
The State Board of Education

Gentlemen:

We are submitting herewith the report of the South Carolina Education Survey Committee. The survey of public education was authorized by Joint Resolution Number 444 of the 1947 Legislature. The Committee was appointed by Governor Thurmond.

The resolution set forth the following requirements of the Committee:

“To conduct a survey of the public school system of South Carolina and to report the results thereof to the General Assembly and to the State Board of Education. “Before making its recommendations the said committee shall conduct a factual investigation of conditions affecting public school education in South Carolina and support their recommendations with the data upon which they are based; the committee is directed to hold public meetings in various parts of South Carolina, in order to discuss educational needs with citizens and educators, and at the conclusion of its survey to give widest possible publicity to its findings and recommendations.”

The Committee, after careful consideration, employed the Division of Surveys and Field Services of George Peabody College for Teachers, Nashville, Tennessee, to direct the survey. This Division named J. B. White, a South Carolinian and Associate Director of the Division, to be the Resident Director of the survey. It was agreed that Dr. White would be present at the 1949 session of the General Assembly to assist in interpreting the findings of the survey. The work of the survey was to be on a cost basis, the state paying only the actual cost of services rendered.

The survey report reflects the thinking of South Carolinians on the educational problems of the state, and
their proposed recommendations for solutions of these problems. This statement is true because of the unique manner in which the survey was conducted. With the assistance of out-of-state educational consultants, a large group of South Carolina laymen and professional educators made the survey. The work of the survey was done by eleven committees of from eight to twenty members each. Each committee was assisted by at least one consultant from the State Department of Education and one out-of-state consultant. A complete list of the personnel of the committees and consultants appears on pages 329-336 of this report.

The Committee wishes to express sincere appreciation to all who have participated in the survey and given liberally of their time and effort. Appreciation is also expressed to the General Assembly and the General Education Board for making this survey possible.

Respectfully submitted,

John H. Martin, Chairman
E. W. Rushton, Vice-Chairman
Mrs. F. Clyde Helms, Secretary
George H. Aull
Mrs. Louise G. Carson
William C. Lott
Paul Quattlebaum, Jr.
Miss Ruth Williams
Mrs. Louise B. Wykes
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I

EDUCATIONAL NEEDS IN SOUTH CAROLINA

An effective school system is organized to meet the needs of children, young people, adults, and the community. In evaluating any educational program, it is necessary to determine what the imperative needs of boys and girls are, and to what extent these needs are being met. Therefore, the South Carolina General Assembly, in authorizing a survey of public education in the state, directed the survey committee to "hold public meetings in various parts of South Carolina in order to discuss educational needs with citizens and educators."

Many sources have been tapped to determine the educational needs of South Carolina. These sources include the thinking of the people as expressed in the laws of the state, as expressed in other educational studies, and as demonstrated by historic development. Parents, teachers, and pupils representing all economic, social, racial, and occupational groups have been given an opportunity to identify the important educational needs of children, young people, adults, and the community.

RECOGNITION OF NEEDS BY THE GENERAL ASSEMBLY

As early as 1710 provision was made for free schools in South Carolina. The constitution, Article II, Section 5, directs that "The General Assembly shall provide for a liberal system of free public schools for all children between the ages of six and twenty-one years."

The recognition of the need for fundamental skills and general education is indicated by the listing by the General Assembly of such subjects as orthography, reading, writing, arithmetic, English grammar, and English literature. This need is also recognized by the provision for school and public libraries.

The recognition of the need for vocational training is found in the provision of the General Assembly for "the
promotion of vocational education in agricultural subjects, industrial subjects, and home economic subjects.”

The recognition of the need for maintaining or improving health is shown by such required subjects as physiology and hygiene, “and especially as to the effects of alcoholic liquors and narcotics upon the human system,” “physical education, training and instruction of pupils of both sexes and every pupil attending such schools, insofar as he or she is physically fit and able to do so, shall take the course or courses therein as provided by this section. Suitable modified courses shall be provided for students physically or mentally unable or unfit to take the course or courses prescribed for normal pupils.” It also provides for “a definite program of safety instruction.” This need is very clearly shown by the requirement for an annual “medical and dental examination of all pupils attending the public schools of said district during the first three months of attendance.”

The recognition of the need for an understanding of social relationships in a democratic society and for acceptance of responsibility as citizens is indicated by requirement of such subjects as geography, history of the United States and South Carolina, and the United States Constitution, “including the study of and devotion to American institutions and ideals.”

The recognition of the need for personal living and for qualities of character is shown in the provision for “the teaching of morals and good behavior.”

These acts which imply a recognition of needs were passed by the General Assembly of South Carolina. The General Assembly wisely did not specify the manner in which the subjects should be taught, nor did it limit the subjects to those listed.

RECOGNITION OF NEEDS IN HISTORY OF SOUTH CAROLINA

The history of South Carolina gives further evidence of the long-time recognition of needs of people. The recognition of needs for general education is shown by the fact that the “University of South Carolina is the oldest educational institution in this country entirely supported
by state funds"; the "first municipal college in the United States was the College of Charleston, chartered in 1785"; the first free schools for Negroes were founded in Charleston as early as 1740"; "South Carolina was the only State in the Union whose signers of the Declaration of Independence were all natives of the State and college men, educated abroad." "The first free library in America was started in Charleston about 1695."

The recognition of the need for vocational training is evidenced by the fact that "South Carolina was the first State to accept the terms of the Federal Vocational (Smith-Hughes) Act of 1917, making possible use of Federal funds for promotion of vocational education. Federal Act approved February 23, 1917 and South Carolina accepted February 27."

The love of the beautiful is demonstrated as a need by the fact that the "first landscaped garden in America was Middleton Garden, today a Mecca for beauty lovers"; "first public museum in America was organized January 12, 1773. In 1915 it became the Charleston Museum." "The first musical society in America was the St. Cecilia, organized in Charleston in 1762. . . . Performance of a musical concert is mentioned in 1732." "The first opera advertised by title on American soil was given in Charleston in February, 1735."

One important item in social relationships is the solidarity of the family. Recognition of this need is indicated by the fact that South Carolina "is the only State in the Union which has no divorce law."

A study in South Carolina completed in 1944 entitled Excellent Schools, Their Characteristics, provides, among other things, the statements of 2,523 parents which indicate their opinions of needs of children and youth.

The parents in this study were much concerned about

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1South Carolina, the Palmetto State, State Department of Education Bulletin, 1947.
2Ibid.
3Ibid.
4Ibid.
the character traits in the personal development of their children. Such traits as consideration for others, spirituality, obedience, self-reliance, sense of responsibility, agreeableness, honesty, judgment, and self-respect were listed as the child's most important needs. The need for the fundamental skills, reading, handwriting, spelling, arithmetic, and English was second in importance in the needs named by parents. Vocational education was named by many parents, as was the need for appreciation of the beautiful in music and art. The need for physical and mental health was mentioned by one-tenth of the parents. The need for recreation and a happy life was also stressed. Social relationships in a democratic society were considered important by more than one-fourth of the parents, who stressed the need for citizenship in the program of the excellent school.

**NEEDS RECOGNIZED BY SOUTH CAROLINA PUPILS, PARENTS, AND TEACHERS**

In accordance with the direction of the General Assembly, a broad investigation has been made to determine the educational needs of children, youth, and adults. An adequate cross-section of groups representing the social, economic, and educational characteristics of the state has been used for discussion groups, interviews, and questionnaires. The reporting of this investigation is largely in the language which the people used. Since the questions were general in nature and did not predict answers, the organization of the material has necessarily been the work of the survey committee.

**Fundamentals of Learning and Communication**

The average high school student in South Carolina believes that one of the outstanding educational needs is the development of skills in reading, writing, spelling, arithmetic, and speech. He believes that the school is doing a fairly satisfactory job in these subjects. Some of his fellow students doubt this, and are especially critical of the program for speech and writing. A student says, "English grammar, themes, and speaking are not empha-
sized enough in our school. I feel that this is much more important in my everyday life and would help me after I get out of school.”

The parents frequently mention the need for better training in the fundamental skills, with particular stress in the elementary schools. “The children need plenty of reading, writing, and arithmetic.” “I would like to see them get a thorough mastery of the fundamental tools of learning. After all, if they can’t read, and write, and speak correctly, they aren’t going to succeed in life to any great extent regardless of how well they might get along with people.” “Very few children know how to study,” states a farmer. “It seems that how, as well as what, is a need of younger children.” A housewife with one child in elementary school says, “They need instruction in practical applications of basic subjects.”

The teachers are as positive as parents and students that there is a great need for mastery of the fundamental skills. “The fundamentals should receive more emphasis,” says an eleventh grade teacher. “I don’t know whose fault it is, but I found that children didn’t know a good many things they should have known by the time they got to high school.” “They need to know how to read. We might broaden this to include mastery of study skills.” High school teachers point out the need for “knowledge of how to study and how to concentrate; and for a more thorough knowledge of the scientific world in which we live.”

**Economic and Vocational Efficiency**

Most students in South Carolina think that some form of training for making a living is a great need which should be met by the schools. In general, the students are very specific in mentioning the type of training which they desire, such as commercial work, shop work, home economics, and distributive education. Typical of their attitude are the following: “We will have a need for jobs pretty soon. We aren’t getting any training for these jobs.” “There is a need for vocational training tied in with such subjects as English and mathematics.” “We want some-
thing done about students who drop out of schools in the eighth or ninth grade.” “We want to know more about agriculture and how to plant cotton, about the seasons, about how to spread fertilizer right, about the value of lumber, how to build things, more about hogs and cows and how to care for them.” The need for vocational guidance and counseling is expressed in most high schools. One boy says, “I want to be something and somebody when I grow up. I don’t know yet what I am going to be. I need some help.” An eleventh grade girl says, “We need someone to help us decide what we want to do when we finish school. This should be done in our freshman and sophomore years.”

The parents in South Carolina take a realistic viewpoint toward vocational training and guidance. Such statements as the following are representative: “There should be vocational training by the eighth grade anyway. There is a need for mechanics, stenographic training, radio work, and training in homemaking. Every course a child takes should lead toward enabling him to do efficient work later. “Children need to learn to use their hands and to be able to work at more than one job to earn a living.” “Schools should equip children to make a decent living and to be economical.” “Since the percentage of high school graduates attending college is low,” says a farmer, “it is my belief that the high school should offer a program as well rounded as facilities permit, including typing, shorthand, bookkeeping, agriculture, mechanics, sanitation, first aid, cooking, sewing, study of foods, a course in law (everyday living and business rules), and a course in the value of exchanging commodities.” Many parent groups mention the need for guidance personnel. A housewife says there should be “a bureau set up to help the boy or girl select the subjects best suited to his or her selected profession. Also to help them choose the right profession.”

The opinions of teachers indicate they believe that vocational training and guidance are very great needs in public education. “One of the basic needs is for more vocational training. Many children have no chance for anything but the three R’s.” The teachers, aware of the large
number of pupils who withdraw from school, are also con-
cerned with shop activities, home economics, and arts and
crafts for elementary children. They also believe there
is need for instruction in consumer buying and economic
living. Many teachers point out the need for vocational
guidance and counseling. The schools are "begging for help
in vocational guidance and in taking care of vocational
work for boys and and girls."

The Love of the Beautiful

Almost all of the pupils mention the need for the love
of the beautiful and for the ability to create the beautiful.
"I wish we had some opportunities for music and art ap-
preciation. We don't get it in our classrooms, and our
building is ugly and dirty." "Art ought to be done for the
way it makes you feel inside." "We need a piano and a
music teacher." "I would like for us to have lessons in
art." In describing the arts, students refer to such items
as public school music, art appreciation classes, architecture
appreciation classes, singing, literature, expression, love of
nature, listening to good radio programs, and regard for
their surroundings.

More than half the parent groups mention a need for
the appreciation of the beautiful and for the ability to
increase the beautiful. One parent says, "Children should
not only be taught appreciation, but should also have a
chance to participate in art and music." "We want our
children to love and enjoy the beautiful in music, art, and
singing," another says. A textile worker expressed a need
for "plenty of material to work with, such as drawing
material, interesting storybooks, and pleasant surroundings
in schoolrooms."

The teachers seem to take it for granted that there
is a need for the appreciation of the beautiful. They seem
more concerned with the lack of ability of many teachers in
this field. "We need an art supervisor. I don't know how
to teach art and a supervisor could help me." "We need
music in the school. We do have a music supervisor who
visits the school, but I feel that we need more help. Music
should become a part of the school day like reading and writing.” “School should be a place of enjoyment, learning, and adventure,” says an elementary teacher. “We would like workrooms for art and workrooms for constructive building, and special equipment for these rooms.”

**Mental and Physical Health**

Pupils are concerned about health needs, mentioning everything from facilities to health instruction. One pupil makes the comment, “Begin at school with the surroundings.” The pupils mention such items as suitable clothing, pure water, exercise, recreation, hot lunches at school, sanitation, health instruction, physical examination, immunizations, and training in choice of foods. An eighth grade boy says, “I think the school should have more health and less history, because health is more important to us than history.” A sixth grade Negro boy says, “I would like to have a regular nurse at the school. I would like to have a doctor make physical check-ups at certain times.” A senior says, “I think a hot lunch is needed. Going from early morning until late afternoon without anything except a sandwich or candy is not good for your health.”

Parent groups want health and safety instruction for their children, and safe and sanitary conditions both at school and on the way to and from school. They mention the need for physical examinations, dental examinations, hot food, physical exercise, suitable fire protection, and immunizations for all children. Many parents consider a full-time nurse, part-time doctor, and dentist to be a need. Some parents say that they “would like a practical program which could be reflected in living. Safety precautions for children should be provided on the way to school.” Others suggest that there is “a need for guidance of parents along lines of proper food for children.” “The lunch program needs to be expanded and better facilities provided.” A textile worker says, “Make a healthy person out of the student.” An engineer feels that “daily physical education is an urgent need.” “The school should have a medical check-up at least three times a year, a hot lunch, and a warm classroom,” says a Negro domestic worker.
Teachers mention many of the same health needs suggested by pupils and parents. They frequently mention the need for more sanitary facilities at the school, and the need for better lighting. Some first grade teachers suggest a pre-school clinic. "If eyes and ears were tested, teachers would be better able to deal with problem readers." Teachers are also concerned with the mental health of children. One group expresses the need for psychiatric service. A Negro elementary teacher says, "Good health programs through a variety of activities, which will build desirable health habits, give adequate health knowledge, and create desirable health practices, is a great need."

*Civic Competence in a Democratic Society*

The pupils discuss human relations from the family to the international picture. Some pupils feel that they need to know more about what is going on in the world right now. "We will need to help decide what to do about our country and the world." "Schools should give us a taste of what we need in later life." "There should be the feeling of democracy always present, aided by a student government." Many pupils feel that they are not getting the right kind of training in making decisions. They make such statements as, "All classes are supposed to have class meetings. We have them, nothing happens. We shoot bull. Student Council is the same way." An eleventh grade boy says, "More individual chances for choice by student government with definite power is a need." In discussing the qualities of human relationship, pupils mention such items as respect for property, respect for others, understanding of other religions and races, a spirit of cooperation, willingness to share, and friendliness. An eighth grade girl says, "Teach students how to get along well with people. Teach better behavior." A senior says, "I got to know more about people by participating in the major sports of the school." The pupils also believe that the school should contribute to happy and successful home living. They believe that the school should provide "training in home membership and child care." They feel the need for such skills as the ability to support a family, how to manage income, how
to take care of what they have, and how to make friends, especially with their neighbors.

The parents seem more concerned about the immediate problems of boys and girls than about world relationships. They feel that pupils have no pride in doing a good job. They recognize the need for citizenship training and for stimulation of initiative. They want pupils to respect the rights of others. One parent says, "The trouble is that the school is artificial. Make it more lifelike." Another parent thinks that pupils should practice "how to make decisions." Another group feels that "children need to learn to use freedom within the limits of society." One parent says, "I want my children to learn to live with people more than anything else. They need to learn the meaning and importance of tolerance, respect for others, and cooperation. They also need to get a feeling of their own importance. Sometimes they feel that they are left out, unwanted." A homemaker says, "A course in social conduct, including personal appearance, habits, home and community responsibilities, and sex is a need. This is primarily the parents' duty but is becoming less and less a part of home training." A housewife believes that pupils should receive "sex education, as most parents shy away from the subject or don't know how to teach what their children should know for their protection." Several parent groups indicate the need for more wholesome school and community recreation. A housewife believes there is a need for "more entertainment of the right kind. There should be dances at least once a week sponsored by the school, and parties for special occasions."

One group of teachers believes that the school program is weakest in its provisions for social relationships in a democratic society. The teachers also believe that the practice of democratic procedure should be more evident in the school and community. Teachers feel the need for more cooperative planning between parents and teachers and for more participation on the part of pupils in planning school programs. A teacher says, "Responsibility for sharing things to be done at home and at school and for taking care of himself should be taught the child even in the first grade."
A high school teacher says, "Students need to understand the main elements of American culture and to 'practice democracy' in a community-centered school. Education for civic responsibility can be more effective if youth are allowed to participate actively in community affairs on their level." Various teacher groups discuss the needs for recreational opportunities, believing that the play group is an important factor in determining attitudes toward human relationships. A Negro elementary teacher says, "Schools should meet more recreational needs, children should be taught to care for and protect all property. They should learn to live, work, and play together." Several groups express the need for training for home and family life. "There must be more emphasis on training our children for marriage, particularly because of young marriages just after high school." "There is a need for instruction in boy and girl relationships."

**Personal Living**

Student groups frequently mention character as a need. They make such statements as the following: "Teach us not to be too dependent." "Without character, education will do no good." "We need classes in personal behavior." "We need to know how to meet life's problems." "We need an understanding and respect for moral obligations." "I think that the most urgent need that the school should meet is to be courteous and how to appreciate people," says a sixth grade Negro girl. Some of the pupils feel that the school should have a part in religious training. "I think that we need help in religion, that is, understanding of spiritual things." One senior says, "I learn how to cooperate and get along with other people by playing football, baseball, and basketball." Another says, "In our high school the thing that has helped me most is the subject of journalism. It develops independence, self-confidence, helps in my English, and in meeting people." "The basketball team has helped me develop my personality and an idea of fair play more than anything else."

Some of the parents think that the school should contribute more to the liking of going to school. Such state-
ments as these are made: “I’d hate like the dickens to have to go and sit through high school again.” “Young people need something to make them more conscious of school. They could get an awful lot right here that they aren’t getting.” The development of character is frequently discussed. “Our children need more guidance to help them live right and to help them decide what they can and should do in life.” One group expresses concern over the fact that children are satisfied with poor work. They feel that the teacher should keep a child working at his best. Some parents believe that spiritual values should be taught in school, but they distinguish this from the teaching of religion. “Religion should not be taught in the school, but emphasis should be placed upon developing honesty, truthfulness, and other qualities of character in children.” They feel that the school should do all it can to promote mental health, seeking to develop in pupils good thinking, unselfishness, truthfulness, respect, and obedience. “A better system of discipline is needed in our schools of today,” says a textile worker. “More spiritual inspiration is urgent.” A housewife says there is a need for “giving the child a good foundation for everyday living.”

The teachers believe that definite efforts are needed in the area of character development and self-realization. “Homes have failed to teach habits of courtesy, order, manners, and the like. It becomes the school’s responsibility because of the effect it has on school work,” is a teacher’s comment. Some of the teachers feel that the school must learn better how to meet the individual needs of children. “More consideration should be given to unusual children, both to develop special abilities and to aid the handicapped.” An elementary teaching principal expresses a need for “children’s acceptance as individuals and as members of the group. Teachers should do everything possible to make children feel this security. The development of personal traits, such as character, emotional stability, and health, and the development of social and citizenship traits are urgent.” “Developing a sense of responsibility, a sense of right, and a sense of wrong,” is a need felt by a high school teacher. Needs expressed by another high school
teacher are, "a real understanding of cooperation and the will to do one's best, a better attitude toward criticism, a greater self-respect on the part of each pupil, and pride in putting into practice what he or she knows is right."

It was impossible, of course, to tabulate verbal responses regarding needs identified by South Carolina citizens. Responses to questionnaires, however, have been classified and tabulated. Table 1 presents a summary of questionnaire replies on educational needs as expressed by South Carolina students, parents, and teachers, given in order of frequency of mention.

THE NEEDS OF COMMUNITIES

Many of the needs of children, youth, and adults must be met by the community in which they live, or by other communities to which they have access. Likewise, there are many services which schools should provide to help meet community needs.

Libraries, museums, forums, and clubs are important community assets for meeting the needs for economic, scientific, and cultural growth. One housewife writes, "I am not of the opinion that the school should meet every need of the community. The community owes something to the school. The school, of course, should be ready to cooperate with community enterprises, and the schoolhouse should be available to the community." Another writes, "I have thought many times of the good books that I used to read in our school library. I wonder if the parents should not have access to school libraries. Perhaps a lot of parents would not buy trash and funny books if they could get a good book of fiction conveniently. It is quite an effort to go to town to the public library." A worker suggests "an adult library for lending purposes and an adult citizens' education center." Another would like "a recreation center, a course in child care, and training for young wives and expectant mothers."

The committee examined library facilities in fifty-seven communities, and found that 53 per cent had some service, with 30 per cent rating poor or very poor in library
<table>
<thead>
<tr>
<th>Stated Needs</th>
<th>Number of Times Listed</th>
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<tbody>
<tr>
<td><strong>Mental and Physical Health</strong></td>
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</tr>
<tr>
<td>Total expressions of need for</td>
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<tr>
<td>School lunch</td>
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<td>Recreation</td>
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<td>Health Program</td>
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<td>Gymnasium</td>
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<tr>
<td>Playground equipment</td>
<td>288</td>
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<td>Physical education</td>
<td>345</td>
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<tr>
<td>Transportation</td>
<td>185</td>
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<tr>
<td>Safe and sanitary schools</td>
<td>173</td>
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<tr>
<td>Better heating system</td>
<td>180</td>
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<tr>
<td>Better lights</td>
<td>199</td>
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<tr>
<td>Driver training</td>
<td>258</td>
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<tr>
<td>More playground space</td>
<td>220</td>
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<tr>
<td>Health facilities</td>
<td>218</td>
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<tr>
<td>Better toilets</td>
<td>172</td>
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<tr>
<td>Water fountains</td>
<td>117</td>
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<td>Athletic field</td>
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<tr>
<td>Safety patrol</td>
<td>32</td>
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<td>Good desks</td>
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<td>Sex education</td>
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<td>Safety education</td>
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<tr>
<td>Less home work</td>
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<td>Shorter school day</td>
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<td>Appropriate clothes for health</td>
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<tr>
<td><strong>Fundamentals of Learning and of Communication</strong></td>
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<tr>
<td>Total expressions of need for</td>
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<td>Better teaching materials</td>
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<td>Good, better, or more teachers</td>
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<td>Library or better library</td>
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<tr>
<td>Mastery of fundamentals</td>
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<tr>
<td>Smaller classes</td>
<td>257</td>
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<tr>
<td>Wider choice of subjects</td>
<td>229</td>
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<tr>
<td>Better equipment (general)</td>
<td>328</td>
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<tr>
<td>College preparation</td>
<td>143</td>
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<tr>
<td>Science and science laboratory</td>
<td>148</td>
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<td>Twelfth grade—more grades</td>
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<td>How to study</td>
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<td>Good education</td>
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<td>More languages</td>
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<td>Desire to learn</td>
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<td>Higher education standards</td>
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<td>Higher salary for teachers</td>
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<tr>
<td><strong>The Love of the Beautiful</strong></td>
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<td>More attractive schools</td>
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facilities. Only 16 per cent had museum facilities, and 66 per cent had forums or clubs.

Economic efficiency is fostered in a community which has adequate facilities for community buying, a conservation program, freezer lockers, canneries, and employment opportunities. South Carolina is to be commended for the provision of canneries in 239 communities. Of forty-nine communities considered appropriate for the location of canneries, 62 per cent have either good or fair installations on school property. The state also has 206 freezer locker
plants, but the locations are in centers of population and frequently too far from many communities in which they could be profitably used. One farmer suggests that the school provide “hatcheries, freezer lockers, seed graders, and cleaners.” Another thinks that “the school should have an adult school to teach such things as canning vegetables and fruits, mending clothes, repairing furniture, and common work around the house.” Teachers also believe that schools should make a greater contribution to adults for increasing economic efficiency. A high school teacher says, “It seems a shame that public school buildings are wasted for such a large part of the day. I believe night classes would be very popular.”

The love of the beautiful is fostered in communities that have beauty. There are many places in South Carolina that are famous for beautiful gardens, homes, and parks. A few communities have art galleries, and music and dramatic productions. These facilities are far too scarce, and schools do little to meet needs in this area.

The health needs of communities are met through departments of health, hospitals, physicians, dentists, nurses, sanitation facilities, safety provisions, and fire protection. The schools profit by these facilities, and they may also make a contribution to the community. One elementary teacher says, “The school should be able to teach adults the value of physical and health education.” Every county has facilities to meet health needs, but many are inadequate either because of distance or limited personnel.

Civic competence is developed in communities that have properly constituted juvenile courts, recreation facilities, amusement programs, community planning groups, and an atmosphere of respect for law and order. Only 25 per cent of the communities have any recreational facilities. Only 29 per cent have community planning groups, and only 14 per cent of these are considered good. Schools could improve this situation. A store manager says, “If the school playground could be used by children in the afternoon and on Saturday it would help to keep the children occupied in their leisure time.” A homemaker writes that “schools should be centers of culture and amusement, with paid
employees as recreation workers." "The school should provide a citizenship class," writes a Negro farmer, "so that we can learn more about our government."

Personal living is improved in the community through experiences that contribute to the good life. Churches and other volunteer organizations may contribute in this area. Churches were found in 88 per cent of the communities. The second most frequently found organization was the Scouts, with a group located in 76 per cent of the communities.

This discussion of needs of children, youth, adults, and communities in South Carolina indicates the kind of schools and school communities which the people of the state desire for their children and themselves. Succeeding chapters of this report will measure the efficiency of the present program in terms of the degree to which it meets these needs.
II

Elementary and Early Childhood Education

When the observational visits to the elementary schools had been made, each member of the committee on elementary education was asked to write his general impressions of what he had observed. These impressions were compiled without consultation, but they reveal interesting points of agreement.

First, there was general agreement that a good understanding exists between the children and the teachers in the elementary schools of South Carolina. There was little evidence of tension or friction, and only one instance was reported when a teacher seemed unkind to a child. However, a majority of the observers felt that teachers were, on the whole, uninformed about individual children in their classrooms, how they grow, how they feel, and what they are like. For example, many teachers, who were asked to complete a questionnaire requiring the ages of children and information as to whether or not they had repeated grades, could not give such information. Since records were inadequate and few, many of the teachers were forced to ask the children individually for the information which should have been available both from records and from the teacher. Other instances revealed a lack of sensitivity to children such as that reported by one observer. “Several teachers apologized in front of the children because they were slow in reading. Another teacher hugged a child for doing something well and turned to me and said in his presence, ‘Poor thing. He can’t do much.’ Another teacher called my attention to some pictures on the wall saying they had been drawn by an absent child who was ‘underprivileged but talented.’”

In the second place, there was general agreement that teachers were concerned about and anxious lest the children fail to master the fundamentals—reading, writing, arithmetic, and spelling. In general, the teachers said they
work hard in the fundamentals, but the children seem to forget them before they get to high school.” The fundamentals in the school program seemed to receive more than their share of the teachers’ time because almost no time was allotted to music, library skills, health, science, and the other arts. One of the observers wrote as follows: “If children are poor in the fundamentals, it is not the fault of the teachers nor of the amount of time assigned to these subjects. Failure, if any, lies elsewhere, probably in the methods of teaching. Many of the teachers I observed operated on the psychology and philosophy of the nineteenth century—namely, that the children need only to read, write, and figure. That these children live in a democracy, and need to be healthy well-adjusted people with skills other than the 3 R’s was not obvious in too many of the schools I visited. I found the teachers kind and loving but not very skilled in teaching. A reorganization of teacher education in South Carolina certainly seems to be in order.”

Third, most of the schoolhouses were inadequate but clean. Frequently, white curtains were at the windows, corners were swept, and cloakrooms were in order. However, the houses where children receive their instruction were far from adequate. The impression of one member of the committee on physical plant is illustrative: “There are a great many old buildings and most of these are badly in need of repair and paint. In village schools there seems to be a tendency to locate the high school in the new building and to house the elementary school children in the old high school building. Most of the old buildings were not well planned for a good elementary program. The rooms are smaller than needed; they open into a hallway; there is no water in the classrooms. Lunchrooms are located in dark basements or other areas which formerly were not used at all. Many schools have no space for libraries or assemblies. Crowded conditions prevent the employment of additional teachers in some places.”

Fourth, the observers were in rather general agreement that teachers were moving ahead about as fast as possible without adequate professional leadership. The observers agreed that principals and superintendents were overloaded
with duties. A few extracts from the reports throw light on this point. "In many places the principal teaches a full schedule and frequently coaches high school athletics to the neglect of instruction. If principals are to be educational leaders it is necessary that they have time to know what is going on in their own buildings in order to direct a good program of in-service training. One of the outstanding observations was the almost entire lack of educational leadership. Many teachers seemed to be ready to move ahead if only they had the proper encouragement and guidance. There is great need for proper qualifications for principals, and for enough time for them to become the educational leaders in their schools."

Finally, the observers felt that both parents and teachers were eager to improve the elementary schools. Both groups were cooperative in every request made of them. Whether it was completing questionnaires, answering and asking questions, making suggestions, or taking part in discussions, both teachers and parents were generous with time and effort. This indicates that South Carolina is ready and eager to move forward into a general program of school improvement. A farmer in York County seemed to sum up this willingness and eagerness to get to work. When thanked for taking the time from his farm to come to the meeting, the farmer replied, "Children are our most important crop in this community. All of us have the time to see that they get the help they need."

THE GOOD ELEMENTARY SCHOOL

Authorities in education are in general agreement on the characteristics of a good elementary school. They most often agree upon the following:

1. Planning is cooperative between teachers and children and is frequently used in the classroom. In the good school children participate in the planning of the school day. Together, the children and the teachers make their daily schedules, select projects, units, or centers of interest for study, and organize the activities about which their day revolves. The school day is conceived as a period when groups live together democratically.
2. *Children learn whenever possible from direct experience.* Children in a good classroom situation take part in many first-hand experiences, which suit their interests and their age. Vicarious experiences are not neglected, however, in a good school and children learn how to obtain information from books, to use books intelligently and efficiently, and to use visual materials effectively. Drill is used but never in a repetitive fashion and the amount and kind is always adjusted to the individual needs of children. The 3 R's or the so-called "fundamental subjects" are never neglected; indeed, they are emphasized, but the methods of teaching emphasize their use in practical situations through direct experience.

3. *Learning and teaching materials are truly educational.* Materials in a good school are adapted to individual children in terms of their abilities. For example, a good teacher will use more than one set of school readers, histories, or even arithmetic textbooks in the classroom. This practice is commendable because there is no average classroom, and no average child. Children in the fourth grade, for instance, may have reading abilities ranging from the first to the seventh grade. Obviously no "adopted" fourth grade textbook can meet the needs of such children.

In a good school, curriculum emphasis is placed upon problems which are present and pressing in the environment of the pupils. Health, for example, is no longer taught from a definitive standpoint but through the guidance of everyday living—control of the physical environment of children through recreation, hot lunches, and the like. The content of the social studies is built around the interests and problems of the children in areas such as: (1) understanding and appreciating community workers and their work, (2) recreational opportunities available, and (3) problems in food, shelter, and clothing. Courses in science, likewise, use the local environment. Children are encouraged to bring in materials common to the environment such as fish, shells, plants, rocks, and insects. The physical sciences are not neglected, but such topics as magnets, electricity, the pulley, and other topics closely related to modern living
are used when and on whatever age levels the children evidence interest.

In the good school, attention is given to creative expression through music and the fine and practical arts. Many media, such as clay, paste and finger paint, wood, textiles, and plastics are used. While skill in the arts is recognized as important, it is subordinated in the elementary school to the free expressions of children. Appreciations are developed and good taste is in evidence everywhere—in the schoolroom itself, in the papers which children write, the reports they make, and in the songs they sing.

4. The atmosphere and environment in which children live and learn are educational. The classroom of a good school, while meeting high standards in lighting, heating, seating, and the like, is at the same time a colorful, attractive, and home-like place where people seem happy. There are attractive library corners, work benches and tools, and visual and auditory aids in teaching and learning. The classroom, in reality, takes on the appearance of a well-ordered attractive home where people relax; a workshop where children are busy about useful tasks; and a school room where books are consulted and used.

The teacher is an essential part of the classroom environment. Indeed, she does much to establish its emotional climate. She moves freely about the room, advising, commenting, listening, sharing and interpreting what is going on. She is, because of her additional years of experience, a counsellor and guide for the pupils in her charge. The children recognize her function and cooperate. The general atmosphere of the room is orderly and purposeful. A premium is placed upon good manners and courtesy rather than upon "discipline." Indeed, there is little, if any, evidence of formal discipline but much evidence of group and individual controls. While children move freely about the room doing their work, all movement is orderly and the rights of others are respected.

5. All good schools have an excellent system of evaluating and recording child growth. Children are encouraged to self-criticism of their work, and, with the assistance of the teacher, determine standards for it. Growth in the
social behavior of the group is considered as important as achievement in school subjects. Records are kept, therefore, in all areas of pupil growth. An individual folder is used which reveals growth in the physical, mental, emotional, and social areas of child development. The folders move from teacher to teacher as the children are promoted.

6. The school and the community maintain close touch in the development of children. Parents are considered as partners in the educational process of the children. They take part in curriculum planning. Parents are welcome visitors to the classrooms and assist in their activities.

Reports to parents are informal, as well as formal, and they are informative and interpretative. The reports contain information on all areas of child growth as well as on achievement in school subjects. Personal conferences about all the children are held sometime during the year between both parents and the teacher.

THE INSTRUCTIONAL PROGRAM

The Morrison-Ruegsegger Scale for Rating Elementary School Practice was used to evaluate the instructional practice observed in the elementary schools of South Carolina. One hundred and thirty classrooms were rated by this scale.

This rating instrument is built on a five-point scale embodying the characteristics of a good school as listed. The lowest possible score to obtain in the scale is 1.0 and the highest is 5.0. For convenience, the scale is divided into five categories: 1.0 to 1.4; 1.5 to 2.4; 2.5 to 3.4; 3.5 to 4.4; 4.5 to 5.0. A description of these categories and a report of the schools falling in each follow:

Category I

Classrooms falling between 1.0 and 1.4 may be described as formal, dull, uninteresting, and drab. Emphasis in instruction is placed upon the so-called fundamental subjects, and drill is the most frequently used teaching technique. In these classrooms there is little or no evidence of experiences in the arts, crafts, music, science, dramatics,
and appreciations. Little attention is paid to the individual
differences in children. No opportunities are given for
planning or participating in democratic practices. On the
whole, classrooms rated from 1.0 to 1.4 are not considered
places in which children can best learn and grow.

Unfortunately, 43 per cent of the classrooms attended
by white children and 55 per cent of those attended by Negro
children fall into this lowest category. (See Table 2.) In
each case, a higher percentage of rural than urban class­
rooms fall into this category.

Category II

A score of 1.5 to 2.4 indicates that the teacher has taken
steps toward making the classroom a colorful and interesting
place. Classrooms in this category have many of the
elements of good educational procedures, but they are poorly
practiced. Poor practices are usually due to the lack of
understanding of what education is about, or uncertainty of
how the agreed upon educational objectives are achieved.
Frequently, the first steps in a good program of education
are confusing to teachers because they do not clearly under­
stand the philosophy which motivates procedures. Class­
rooms falling into this classification are characterized by
projects growing out of the suggestions of children, but the
teachers determine the objectives and the desired outcomes.
The children show more initiative than those learning in the
classrooms under category I, but on the whole they take
direction from the teacher. There is little group work and
the children are inadequately informed about what others
in the class are doing. Only limited attention is given to
individual differences. The teacher is interested in modern
techniques of teaching, but she is frequently not clear in her
procedures with children. There is perhaps no group of
teachers in a school system more in need of guidance than
those whose rating of practice falls between 1.5 and 2.4.

Of the classrooms for white children which were rated,
thirty-four or 42 per cent fall into category II. Of the class­
rooms for Negro children which were rated, fourteen or 28.6
per cent fall into category II.
**Category III**

A classroom rated 2.5 to 3.4 shows that the teachers are interested in creating an attractive homelike atmosphere in the classroom; that they attempt to live democratically with children; that materials are used creatively; and that attempts are made to provide experiences in the arts. Procedures, however, are only partly developed. In general, decisions still rest with the teacher, experiences remain vicarious, and methods of presenting and interpreting work are still limited to writing, reporting, and drawing. Attention to child growth is directly related to the achievement of subject matter. However, many evidences of the good school are present and the situation for child development shows improvement over the first two categories.

Of the classrooms for white children which were studied, one rural and one urban classroom, or 2.5 per cent of the eighty-one rated fall into category III. Of the classrooms for Negro children which were rated, four or 8.2 per cent of the forty-nine studied fall into category III.

**Category IV**

A score of 3.5 to 4.4 given to a classroom indicates that the teacher understands the philosophy and practice of the good school reasonably well. The teacher plans more often with children. The plans are more flexible, and children participate in interesting, worth-while experiences which require their initiative. The all-round development of children receives much emphasis. Health is learned through everyday living. Children have many experiences with the arts and a wide variety of media are used. Rooms are equipped with work benches and a good selection of materials. Many books are available for the use of the children. The schoolroom is orderly and attractive. It gives evidence of being a place in which the children like to live and work. The children are self-disciplined, courteous, and cooperative.

Only six classrooms, or 7.4 per cent of the classrooms for white children which were rated, fall into category IV. These classrooms are in urban schools. Four classrooms, or
8.2 per cent of the classrooms for Negroes, fall into category IV. Three of these schools are rural and one is urban.

**Category V**

A classroom rated between 4.5 and 5.0 receives the highest score possible with the use of the Morrison-Ruegsegger Scale of Elementary Classroom Practice. These classrooms are characterized by acceptable, modern teaching procedures which are highly developed and well established. There is much evidence that the teacher and children plan together. All plans are flexible and informative. Units grow from the interests of the children. The teacher pays much attention to individual pupil needs and abilities. Children no longer passively accept authorities of teacher and text, but enjoy and are skilled in elementary research techniques. Children show qualities of leadership—they can accept responsibilities, initiate projects, and choose leaders. Much of the classroom work is carried on by committees, and learning is experimental. Pupils, as well as teachers, set standards for classroom work and both evaluate results. Emphasis is placed upon the progress and growth of the individual child. A wide variety of art media are used, but skill is subordinated to the inner drives and creative expressions of the children. The classroom combines the characteristics of an attractive functional home, workshop, and classroom. Both teacher and children appear relaxed and happy and give evidence of enjoying and respecting one another. The classroom, the curriculum experiences, the teacher, and the children are dedicated to a sound program of human development and character education.

In spite of the high standards set in category V, four classrooms in the schools for white children received a score of between 4.5 and 5.0. This number constitutes 4.9 per cent of the eighty-one classrooms which were studied. All the classrooms receiving the highest rating were found in urban schools. No classrooms for Negroes fall into category V.

The average score for the 130 elementary classrooms for white children is 1.77; for classrooms for Negro children it
is 1.70. The lowest score assigned a classroom is 1.0 and the highest is 4.74.

An examination of Table 2 indicates that urban schools for white children are better than rural schools, but the rural schools for Negro children are better than urban schools.

**TABLE 2**

**SCORES OF EIGHTY-ONE CLASSROOMS FOR WHITE CHILDREN AND FORTY-NINE CLASSROOMS FOR NEGRO CHILDREN AS RATED BY MORRISON-RUEGSEGGER SCALE**

<table>
<thead>
<tr>
<th>Category</th>
<th>Classrooms for White Children</th>
<th>Classrooms for Negro Children</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Rural</td>
<td>Urban</td>
</tr>
<tr>
<td>I</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Score of</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.0 to 1.4</td>
<td>20</td>
<td>15</td>
</tr>
<tr>
<td>II</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Score of</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.5 to 2.4</td>
<td>13</td>
<td>21</td>
</tr>
<tr>
<td>III</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Score of</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.5 to 3.4</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>IV</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Score of</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.5 to 4.4</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>V</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Score of</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.5 to 5.0</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Total</td>
<td>34</td>
<td>47</td>
</tr>
</tbody>
</table>

Notes were kept on the activities of a classroom which was rated 1.0 on the Morrison-Ruegsegger Scale. A description compiled from these notes follows. This school is somewhat typical of 43 per cent of the elementary classrooms in South Carolina attended by white children and of 55 per cent of the classrooms attended by Negro children. A second description is given of a classroom rated 4.71. Only 4.9 per cent of the classrooms for white children and no classrooms for Negro children fall into this category.

**A DESCRIPTION OF A CLASSROOM RATED 1.0**

The schoolhouse is square and undistinguished looking. A door in the center of the front wall leads directly into a
hall. Two rooms, set opposite to each other, open into the hall. The front yard is worn and washed to the red mud which clings to one's feet. Tall pines rise behind the little white schoolhouse and a gentle, damp February wind sets them to a sound which is both a little sad and a little gay.

The classroom housing grades one through three is dark and gloomy. Dampness is everywhere—in the coats of the children to which they cling, and in their hair because many of them had come running to school in the early morning rain. An unjacketed stove in the front of the room is roaring with burning fat pine wood, and the temperature hovers between 80 and 90 degrees. Although it is early morning the odors arising from damp clothes, bodies, chalk, and books identify the place, even to a visitor who might be blindfolded.

There is no evidence anywhere that children work in this room, nor that they try to make it colorful and beautiful. The walls are bare, save for a brown sepia print of George Washington and a magazine print of General MacArthur. There is no evidence of art and crafts. There are no bulletin boards, no library corner, no science table, no play corner for the young children, and nothing with which to make music. There is plenty of blackboard, but it is too high and the children rarely use it.

It is nine o'clock in the morning and the children are seated at their desks. There are thirty-five children—twenty boys and fifteen girls, ranging from five to thirteen years of age. All are children of people who work in the local district, except one whose father drives a bus which makes daily runs between two towns in the county in which the school is located.

The teacher is about fifty years of age. She is pleasant, earnest, and kind to the children. It is apparent almost at once that she knows little about teaching. She has had two years of college work in one of the colleges in South Carolina. She is an emergency teacher who was employed during the teacher shortage, but she hopes to continue in the profession. She is the mother of two children, both in high school.

The teacher reads a chapter in the Bible without com-
ment and the children sing: "Are You Sleeping, Brother John?" They do not ask for another song and do not answer at all when the teacher inquires if they wish another tune. Apparently, it makes no difference to the children whether they sing or not.

After "morning exercises" the first grade comes to the reading bench to recite. The other children at their desks are told to get ready for their next lessons. There is no planning with them and no attention paid to individual differences and needs. There is no group activity. Each child is left to shift for himself. Some children get busy, others begin gazing out of the window, and some soon sink into a sort of helpless apathy.

There are ten children in the first grade but only three give evidence of being ready to read. All are attempting it, however, except the five-year-old who openly and curiously examines the visitors. Each child reads aloud, one after the other in varying degrees on the frustration level. When a child hesitates too long the teacher supplies the word, giving no aid at all in helping children attack words independently. The children are not scolded because they do not read. Rather there seems general acceptance that they cannot read. When all the children have read their stint they return to their seats and grade two is called to the front and the performance is repeated. Again, most of the reading is on the frustration level. The methods of the teacher, however, do not change from those applied to the children in the first grade. No opportunity is given the children to discuss what they have read, nor even to enjoy the story. The children give little indication that they understand what they are reading.

The reading classes are of fifteen minutes each and are ended promptly. The teacher keeps glancing at her watch and at the end of each fifteen minutes the classes change. The second grade, like the first, are sent back to their seats at the end of the reading lesson, with the direction "to keep busy." The command "keep busy" is as vague to the children apparently as it is to the observers, since they do nothing about it. Upon their arrival at their seats the children merely turn the pages of their readers, looking at the
pictures. Some of the second grade children begin to draw on blue lined tablet paper. Soon tiring of this they, too, begin watching the road which runs by the schoolhouse.

The reading of the third grade is a little better, but not enough to be significant.

When the reading lessons are finished twenty minutes remain before the mid-morning recess. Under the direction of the teacher, the children begin work on their arithmetic notebooks. Even the first grade children, obviously not ready for abstract symbols, are put to work on writing the numbers 1 to 20—"one row after another, children," the teacher directs, "and just as fast as you can to see who can get the most numbers down." The five-year-old, not to be outdone, begins to write numbers at random, apparently just as she counts orally. Her paper runs thus—"1, 7, 2, 3, 4, 7."

Children having difficulty raise their hands and the teacher moves quietly about the room giving assistance as it is needed. One over-aged boy in the third grade neither asks for nor receives any assistance during the arithmetic period. A visitor, however, examines his workbook at the close of the period. His "busy work" is all there. He has been adding rows of two figures and the answers are all recorded. However, only a few of the answers are correct.

Promptly at 10:15 the children are dismissed for the mid-morning recess. For the first time during the hour and fifteen minutes they have been in school the children act their ages. Their faces break into smiles, little groups gather to discuss plans for play outside, now that the skies are clearing. A group go laughing and whooping outdoors. Two little nine-year-old girls go strolling down the steps, their arms clasped about each other's waist.

As the visitors leave the schoolhouse they notice a young girl, grave and blonde, who stands alone on the schoolhouse steps eating a biscuit sandwich. The child smiles as the visitors come opposite her and speaks with exquisite courtesy. "Come back," she says shyly, "We like company." One visitor thought about this as she picked her way across the muddy yard and wondered all the way to the next school.
whatever else in the whole wide world these solemn children liked and enjoyed.

A description of a classroom rated 4.74

The schoolhouse is square and of brick construction. It is situated in a grove of trees, and the placement of the building far back from the intersection of two streets creates an illusion of space although the lot is narrow. The building is not new and from the outside it resembles any other elementary school built in the early years of the twentieth century. There is something factory-like about the building. The precise way it sets on the ground, its many, narrow windows, and its squareness declare the utilitarian concept of education held by its original builders. The window boxes, without plants, since it is February, relieve the bareness outside and give promise of beauty once spring has come.

Inside the building, color and beauty are everywhere in the halls where the paintings of children are displayed, in little study nooks at the top of stairs and at the ends of halls, and in the grouping of colorful easy settees and chairs where a group of children or adults may stop and rest or confer.

The classroom is about average in size. Three high windows are at one end of the room, and unbleached muslin curtains drawn across them cut off the light, at the same time giving a “dressed up” look to a side of a room which might be easily unattractive. There are two sets of large double windows on one side, at which are attractive blue and rose curtains on cranes, pulled to one side to let in all the light. The woodwork is light, as are the walls. There are built-in lockers across one end of the room and the tops and fronts make an attractive space for supplies and displays of the children’s work. Blackboards are on one side of the room and clothes hooks at intervals along the edge hold charts, maps, and the like as they are needed in the teaching center.

There are many centers of interest in the room. The “teaching center” is at the front, facing the blackboards.
On the day of the visit, ready for the plans to be made by the children, the following were listed on the board: "Our Plans for the Day," "We Need," and "Our Questions." On the floor is a linoleum rug about 9 feet by 12 feet which is used for playing, painting, and sitting. A low chair with a book trough for the books and supplies of the teacher, and nearby bookshelves, with materials and books for children, complete the simple but efficiently planned "work space."

The "science center" is in the back of the room and consists of a square table placed against the wall, on which are magnets, plants, seeds, and materials for transplanting. Apparently, the children have been studying seeds and how plants are transplanted.

The "reading center" is to the left of the room as one enters and is made from a round table painted gray with four chairs in the same color. There is an attractive display of story books, with flowers in a colorful pottery bowl centering the table. Two shelves of library books behind the table and a magazine rack complete the center.

The "art center" is a renovated tea wagon painted a bright color. Paint jars are stored on it, as are yellow bowls containing two or three dozen paint brushes of different sizes and other art supplies. The art center is movable since the tea wagon can be easily shifted from one corner of the room to the other.

The "work or clean up corner" centers about an ordinary kitchen zinc sink. There are shelves for soap, vases not in use, spoons, scrubbing materials, a soap rack, trash can, and the like.

The "music center" has a victrola with records, a homemade xylophone, music chart, booklets, books, and pictures of composers.

There is a "garden center" and it occupies a prominent place in the room since it represents the current interest of the children in their planning of a school garden. There is a yellow and blue booth, with peak roof, decorated with painted carrots and flowers. A large barrel painted pink holds the garden tools. A set of shelves near the garden center holds books about farming and gardens. Signs near
the center testify to the generalizations children are making about plants and how they grow.

Six large oak tables, with space for books inside, and thirty-six cane bottomed chairs are grouped about them making a hollow square. Here the children sit.

The effect of the room as a whole is very pleasing. It has the three characteristics of nearly all good school rooms: it is colorful and homelike, it looks like a workshop, and at the same time it is unmistakably a schoolroom.

It is 8:30 and the children come in quietly a few at a time and sometimes singly.

There are thirty-six children, all between nine and ten years of age. Twenty-one of the group are boys and sixteen are girls.

The teacher is about forty years of age. She is happy looking and laughs easily. Her hair is bobbed and lightly sprinkled with gray. She holds an A.B. degree from one of the colleges in South Carolina and an M.A. degree from another college in the South. She is unmarried.

As the children enter they speak pleasantly to the teacher, go to their tables, sharpen pencils, and get out books and other supplies. They talk in low voices to one another and to the teacher, displaying things they have brought to school—a toy tricycle, a new book, a Sunday School picture card, and a letter. One child brings the teacher a piece of candy, whispering a joke apparently as she presents it, because each laughs heartily.

As they finish getting out their work supplies the children gather, without direction, around the teacher in the "teaching center." They talk informally about the things they have brought, and what they had done the afternoon before. They discuss the plans for the day with the teacher and list on the board under the proper headings the jobs to be done. They then form groups to carry out their plans. Four do finger painting of garden scenes, four plant tomato seeds in two seed boxes, three scrub the woodwork of the lockers, five work in clay, three work on science booklets, two hunt for picture illustrations needed, one sets up an experiment in science to show that soil contains minerals, and
the others paint with poster paint. At the end of approximately forty minutes the children gather again in the "teaching center" to show what they have been doing and to tell about it. Good points about the work are discussed and problems taken up.

The children then begin a discussion period on a garden question which has troubled them. Afterwards, while sitting Indian fashion on the linoleum rug around their teacher, they work with poetry in a "play and say fashion"—reciting the poetry in the form of choral speaking and then dramatizing it. Some of the poems recited and played are "The Elf and the Dormouse," "The Butterbean Tent," "The Elephants," "The Chickens," "The Chorus of the Frogs," "My Two White Rabbits," "Ducks go Walking in the Rain."

After going to the toilet and washing their hands the children sing and "step some songs" (the words used by a child in requesting this activity). While a chorus sings "Feathers," "The Traveller" and "Halloween" the children selected for this activity step off the half and whole notes.

The children then divide into their reading groups. These are: (1) the high group composed of children who read above the average for the third grade, (2) the average group composed of children who read about what is expected of nine-year-old children, and (3) the lower level group composed of children who do not read as well as the other children in the grade. An examination of the text-books indicates that the teacher has made adjustments in the selection of reading books which fit the three reading groups. Group two comes to the work center where the teacher sits. They are reading, "Snow, the Baby Calf," and they read to find answers to questions such as: "Why is the calf named Snow?" "How did Snow learn to drink from a pail?" The teacher writes on the board words giving difficulty and after the answers to the questions are found, the words are studied and experimented with in sentences. At the end of the lesson the story is reviewed for sequence, and the outline of it is listed on the board as fast as it is read.

While this group is reading, six better than average readers go to an adjoining reading room and read a story
about a school in the country. Upon their return to the room they take the places vacated by the average group of readers to discuss the story with their teacher. They discuss with animation and understanding the facts gathered about “the school in the city” with “the school in the country.”

In the meantime, the average group is at the reading table quietly working on poetry anthologies. Children in group three, the slow readers, are reading material on their level of skill and comprehension. The story being read is “The Runaway Doll Buggy.” The children are consciously and obviously “obeying rules” of reading. They are sitting erect, holding books with both hands, not pointing, and keeping their lips closed. One child points and another child calls the matter to her attention in a manner quite mature. They are reading to find out why the doll buggy ran away. (Before beginning to read the children had “guessed why” with the teacher and this activity serves to give zest to their reading.) The slow readers are unable to find “answers” very far ahead in their reading but when they take their places with the teacher they read only a few lines at a time. The teacher wisely paces their reading for them so that each child feels successful. Each few lines of reading is well discussed before another question is given. The whole story is short and the answer to the large question is finally answered. One child has “guessed right” and is highly approved and applauded for her cleverness by the other children. As a summary the children re-read all the speaking parts, working for better tone and expression.

The reading period lasts approximately one hour. No one hurries, and the children are not pushed. Both teacher and children appear to be free of tension and hurry. All the children are busy and happy. Each seems to know what is expected of him, and the whole room is full of peaceful, relaxed, busy, and apparently happy nine- and ten-year old children. When the reading period is over, all the children gather around their teacher in the work center. There are a few minutes remaining before lunch and the children again ask to “say poems.” From memory they recite in unison poems chiefly about animal pets. While the poetry
is in process small groups of children move from the circle to the sink where they wash and dry their hands preparatory to going to lunch. Then a little girl, and later a boy, lead the group in singing several songs—"Bunny Hops," "Pudding and Pies," "The Flag," "The Train," "The Muffin Man," and "In Our Cherry Tree." The group then sings "This Is My Father's World" and says a little thanksgiving prayer of grace before they leave for lunch.

**School Population**

A test of an effective school is whether or not it attracts and holds children who should be enrolled. Consequently, there should be a high relationship between school enrollment figures and the census of school age children. Ideally, the two figures should be the same but they rarely are. It is almost impossible to discover in South Carolina what relationship exists between the school census, enrollment, and attendance.

**Enrollment and Attendance**

Few schools visited by the committee had adequate records on child accounting. Some schools did not even have complete records of the daily attendance of the pupils enrolled. The daily attendance records of children are not only basic for the allotment of state aid, but they are also essential in a program of child development and class instruction. They should be an integral part of all cumulative records of children in every school. Such records should be kept by the children's teacher, and reports of these records made, at regular intervals, to the principal and to the superintendent.

While many individual schools lack proper accounting records of their children, the annual reports of the state superintendent of schools give some information. The Seventy-ninth Annual Report of the State Superintendent of Education indicates the enrollment and average daily attendance of elementary school children in South Carolina. The enrollment and attendance of white and Negro children in the elementary schools of South Carolina in 1946-47 as given in this report are shown in Tables 3 and 4.
TABLE 3

ENROLLMENT OF ELEMENTARY SCHOOL CHILDREN *

<table>
<thead>
<tr>
<th>Sex</th>
<th>White</th>
<th>Negro</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boys</td>
<td>92,816</td>
<td>89,268</td>
<td>182,084</td>
</tr>
<tr>
<td>Girls</td>
<td>85,870</td>
<td>90,186</td>
<td>176,056</td>
</tr>
<tr>
<td>Total</td>
<td>178,686</td>
<td>179,454</td>
<td>358,140</td>
</tr>
</tbody>
</table>

TABLE 4

AVERAGE DAILY ATTENDANCE OF ELEMENTARY SCHOOL CHILDREN

<table>
<thead>
<tr>
<th>Sex</th>
<th>White</th>
<th>Negro</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boys</td>
<td>77,079</td>
<td>68,373</td>
<td>145,452</td>
</tr>
<tr>
<td>Girls</td>
<td>72,776</td>
<td>71,312</td>
<td>144,088</td>
</tr>
<tr>
<td>Total</td>
<td>149,855</td>
<td>139,685</td>
<td>289,540</td>
</tr>
</tbody>
</table>


The per cent of elementary enrollment in average daily attendance in schools in the state for 1946-47 was: for whites, 83.9 per cent; for Negroes, 77.8 per cent; total 80.8 per cent. Since schools should have an average daily attendance of 90 per cent or more of their membership, the present record of the elementary schools in South Carolina leaves much to be desired. With 16.1 per cent of the white children and 22.2 per cent of the Negro children absent each day from the elementary schools in South Carolina, there is small wonder that illiteracy continues to be one of the major educational problems of the state.

The relationship of attendance to school enrollment is only a part of the picture. It is also necessary to know the number of children in South Carolina not enrolled in any school, the number who are consistently irregular in attendance, and the reasons for both irregularities. When children do not enroll in school or remain consistently away from it, for reasons other than those allowed by law, then the causes which underlie the absences should be questioned and examined.

In order to secure data on these problems, the committee requested citizens to make a complete census of children of school age in three different types of South Carolina com-
munities. These were: (1) a small rural school district, (2) a mill village and (3) a small town. The data from these three census studies are not presented as typical of school

### TABLE 5
SCHOOL CENSUS OF WHITE AND NEGRO CHILDREN IN THREE SELECTED SCHOOL DISTRICTS

<table>
<thead>
<tr>
<th>School</th>
<th>Number Children in District</th>
<th>Children Enrolled in School</th>
<th>Children not Enrolled in School</th>
<th>Children in Irregular Attendance</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Per Cent</td>
<td>Number</td>
<td>Per Cent</td>
</tr>
<tr>
<td>One- and Two-Room Rural</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>White</td>
<td>64</td>
<td>57</td>
<td>7</td>
<td>10.9</td>
</tr>
<tr>
<td>Negro</td>
<td>43</td>
<td>41</td>
<td>2</td>
<td>4.7</td>
</tr>
<tr>
<td>Mill Village</td>
<td>1,316</td>
<td>1,236</td>
<td>80</td>
<td>6.1</td>
</tr>
<tr>
<td>White</td>
<td>273</td>
<td>264</td>
<td>9</td>
<td>3.3</td>
</tr>
<tr>
<td>Negro</td>
<td>406</td>
<td>386</td>
<td>21</td>
<td>5.2</td>
</tr>
<tr>
<td>Small Town</td>
<td>520</td>
<td>466</td>
<td>54</td>
<td>10.4</td>
</tr>
<tr>
<td>Total</td>
<td>1,786</td>
<td>1,679</td>
<td>108</td>
<td>6.0</td>
</tr>
<tr>
<td>White</td>
<td>836</td>
<td>771</td>
<td>65</td>
<td>7.8</td>
</tr>
</tbody>
</table>

### TABLE 6
REASONS FOR NON-ENROLLMENT OF CHILDREN IN SIX SELECTED SCHOOLS

<table>
<thead>
<tr>
<th>School</th>
<th>Number Children Not Enrolled</th>
<th>Reasons for Non-Enrollment</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Clothes Unsuitable for School</td>
</tr>
<tr>
<td>One- and Two-Room Rural</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rural</td>
<td></td>
<td></td>
</tr>
<tr>
<td>White</td>
<td>7</td>
<td>1</td>
</tr>
<tr>
<td>Negro</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Mill Village</td>
<td>79</td>
<td>27</td>
</tr>
<tr>
<td>White</td>
<td>9</td>
<td>1</td>
</tr>
<tr>
<td>Negro</td>
<td>54</td>
<td>12</td>
</tr>
<tr>
<td>Small Town</td>
<td>21</td>
<td>8</td>
</tr>
<tr>
<td>White</td>
<td>54</td>
<td>12</td>
</tr>
<tr>
<td>Negro</td>
<td>65</td>
<td>12</td>
</tr>
</tbody>
</table>

38
districts in the counties studied, and certainly not of the state, but merely as samples of what individual communities might find were they to make similar studies. The citizens making these studies attempted to discover: (1) the number and per cent of school-age children living in the districts, (2) the number and per cent of school-age children enrolled in school, (3) the number and per cent of school-age children not enrolled in school, (4) the number and per cent of children of school age who attend school irregularly, and (5) the causes of both non-enrollment and irregular attendance. Tables 5-7 present what the census, made in February, 1948, revealed.

**TABLE 7**

**REASONS FOR IRREGULAR ATTENDANCE OF CHILDREN IN SIX SELECTED SCHOOLS**

<table>
<thead>
<tr>
<th>School</th>
<th>Reasons for Irregular Attendance</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number Children in Irregular Attendance</td>
</tr>
<tr>
<td>One- and Two-Room Rural White</td>
<td>10</td>
</tr>
<tr>
<td>Rural Negro</td>
<td>4</td>
</tr>
<tr>
<td>Mill Village White</td>
<td>93</td>
</tr>
<tr>
<td>Mill Village Negro</td>
<td>81</td>
</tr>
<tr>
<td>Small Town White</td>
<td>27</td>
</tr>
<tr>
<td>Small Town Negro</td>
<td>50</td>
</tr>
<tr>
<td>Total White</td>
<td>130</td>
</tr>
<tr>
<td>Total Negro</td>
<td>135</td>
</tr>
</tbody>
</table>

An examination of the foregoing tables reveals that of the three school districts studied, the two-room rural school has the largest percentage of white pupils not enrolled, and the largest percentage of children who do not regularly attend school. This, however, is not true of the small rural school attended by Negroes. Interesting similarities seem
to exist between the census reports of the small town and the mill village.

Table 2 indicates that schools in the rural areas had a larger proportion of classrooms in the lowest category of the Morrison-Ruegsegger Rating Scale. There appears to be a tendency for the percentage of irregular attendance to vary inversely as the schools become more modern. In rural Negro schools, there is a smaller percentage of classrooms in category I. Also these schools have the smallest percentage of children in irregular attendance.

Not interested in school is given most frequently as the reason for non-enrollment by the white children in the mill village and small town. This is not the case in the small rural school district. Neither is this true of the Negro children in the three districts studied. In each district, except the small town, the need to work ranks higher than the lack of interest in school.

In the schools for white children, reasons for irregular attendance are about the same as those for non-enrollment. The reason most often given is that the children are disinterested in and discouraged about their school program. As in the group of Negro children not enrolled in school, those consistently absent most frequently stated that the necessity to work for pay is the cause of their irregular attendance. The number of Negro children not interested in school is almost as high as the number who stay away from school to work.

*Retardation.* Another test of an effective educational program is whether the children normally move from one grade to another within the space of time usually allotted for such progress. If a child takes twice as long to complete a grade as the average child requires, he is considered retarded by his teacher, his parents, his classmates, and himself. Six years is the age agreed upon in South Carolina for entering school. If a child makes orderly progress through the grades, spending a year in each, he will be between seven and eight years of age in the second grade, eight and nine years in the third grade, nine and ten years in the fourth grade, ten and eleven years in the fifth, eleven and twelve
years in the sixth, and twelve and thirteen years in the seventh grade. An examination of the age-grade records of schools will reveal in part the system of promotion used and the achievement of children in terms of their ability to handle satisfactorily the school experiences expected of them in relation to their chronological ages.

The annual report of the state superintendent of education contains tables showing the promotion and retardation of children in South Carolina. The report for 1947 shows that 45,252 children in grades one through eight were retained. Thus, nearly one child out of every eight in the elementary schools in South Carolina was required to repeat the work of the grade he was in because he did not reach an arbitrary standard of achievement in a given time. Of the 95,586 children who entered the first grade in 1939-40 only 30,223 were in the eighth grade in 1946-47. This suggests that more than two-thirds of the children who entered the first grade in 1939-40 failed to enter the eighth grade at the time regular promotion in school is indicated. The reasons most frequently mentioned for this great loss of children are: retardation, dropping out of school, and moving from the state.

There is a greater loss from the first grade to the second grade than at any other grade level. Of the 81,327 children who were enrolled in Grade I in 1945-1946, only 54,157 were in the second grade the following year. Therefore, 26,170 children were retained in Grade I, or they dropped out of school, died, or moved out of the state. It is probable that a majority of these children were retained in the first grade.

Retardation in schools is accompanied by the problem of over-aged pupils. To secure data on over-ageness in the elementary schools in South Carolina the teachers of 10,065 children were asked to record information on a questionnaire designed to reveal whether or not children are making normal progress through the grades. Children are considered "normal" for their grade when they enter first grade at six or seven years of age and progress a grade each year. If the children proceed faster they are under-age, if slower than "normal" they are over-age. Table 8 gives the
### TABLE 8

**Age-Grade Distribution of 6,120 White Children in Grades One Through Seven**

<table>
<thead>
<tr>
<th>Grade</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
<th>9</th>
<th>10</th>
<th>11</th>
<th>12</th>
<th>13</th>
<th>14</th>
<th>15</th>
<th>16</th>
<th>Total</th>
<th>Over-age</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Per Cent</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>One</td>
<td>47</td>
<td>1,646</td>
<td>114</td>
<td>23</td>
<td>7</td>
<td>1</td>
<td>3</td>
<td>1,841</td>
<td>34</td>
<td>1.8</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Two</td>
<td>485</td>
<td>184</td>
<td>366</td>
<td>33</td>
<td>11</td>
<td>4</td>
<td>5</td>
<td>1,088</td>
<td>419</td>
<td>33.6</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Three</td>
<td>1</td>
<td>6</td>
<td>350</td>
<td>225</td>
<td>64</td>
<td>28</td>
<td>10</td>
<td>4</td>
<td>3</td>
<td>691</td>
<td>109</td>
<td>15.8</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Four</td>
<td>9</td>
<td>339</td>
<td>213</td>
<td>87</td>
<td>46</td>
<td>22</td>
<td>12</td>
<td>2</td>
<td>3</td>
<td>733</td>
<td>172</td>
<td>23.5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Five</td>
<td>312</td>
<td>240</td>
<td>0</td>
<td>44</td>
<td>19</td>
<td>12</td>
<td>1</td>
<td>3</td>
<td>640</td>
<td>88</td>
<td>13.7</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Six</td>
<td>12</td>
<td>42</td>
<td>87</td>
<td>144</td>
<td>112</td>
<td>67</td>
<td>41</td>
<td>24</td>
<td>10</td>
<td>3</td>
<td>756</td>
<td>167</td>
<td>22.1</td>
<td></td>
</tr>
<tr>
<td>Seven</td>
<td>168</td>
<td>109</td>
<td>59</td>
<td>29</td>
<td>6</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>371</td>
<td>94</td>
<td>25.3</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**6,120** **1,083** **17.7**

### TABLE 9

**Age-Grade Distribution of 3,872 Negro Children in Grades One Through Seven**

<table>
<thead>
<tr>
<th>Grade</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
<th>9</th>
<th>10</th>
<th>11</th>
<th>12</th>
<th>13</th>
<th>14</th>
<th>15</th>
<th>16</th>
<th>17</th>
<th>18</th>
<th>Total</th>
<th>Over-age</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Per Cent</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>One</td>
<td>60</td>
<td>499</td>
<td>203</td>
<td>81</td>
<td>24</td>
<td>22</td>
<td>2</td>
<td>4</td>
<td>1</td>
<td>896</td>
<td>134</td>
<td>15.0</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Two</td>
<td>7</td>
<td>203</td>
<td>177</td>
<td>98</td>
<td>45</td>
<td>17</td>
<td>13</td>
<td>8</td>
<td>3</td>
<td>2</td>
<td>573</td>
<td>186</td>
<td>32.5</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Three</td>
<td>36</td>
<td>98</td>
<td>144</td>
<td>112</td>
<td>67</td>
<td>41</td>
<td>24</td>
<td>10</td>
<td>3</td>
<td>535</td>
<td>257</td>
<td>48.1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Four</td>
<td>4</td>
<td>120</td>
<td>123</td>
<td>84</td>
<td>58</td>
<td>31</td>
<td>20</td>
<td>4</td>
<td>2</td>
<td>446</td>
<td>199</td>
<td>44.6</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Five</td>
<td>11</td>
<td>96</td>
<td>148</td>
<td>130</td>
<td>116</td>
<td>79</td>
<td>23</td>
<td>23</td>
<td>8</td>
<td>634</td>
<td>249</td>
<td>39.3</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Six</td>
<td>8</td>
<td>48</td>
<td>104</td>
<td>106</td>
<td>68</td>
<td>67</td>
<td>24</td>
<td>3</td>
<td>1</td>
<td>439</td>
<td>268</td>
<td>61.2</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Seven</td>
<td>10</td>
<td>75</td>
<td>101</td>
<td>76</td>
<td>56</td>
<td>28</td>
<td>3</td>
<td></td>
<td></td>
<td>349</td>
<td>163</td>
<td>46.7</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**3,872** **1,456** **37.6**
age-grade distribution of the white children sampled. Table 9 gives the age-grade distribution of Negro children sampled.

As a rule, it is the over-age pupil who finds school work uninteresting, who becomes easily discouraged, and who is likely to drop out of school. Nearly all studies show a direct relationship between pupils who are over-age for their grades and the number who leave school before graduation. The number of children too old for their grades in elementary schools for white and Negro children is large. This constitutes a real problem in instruction. In the elementary schools for white children 17.7 per cent of the children can be classified as over-age. In the schools for Negro children 37.6 per cent of the children in grades one through seven are too old for the grades in which they are enrolled. Poor grouping is apparent in the upper grades. For example, thirteen white children sixteen years old are reported in the fifth grade, and twenty-four Negro children sixteen years of age are reported in the sixth grade.

As in attendance, it is not enough to know merely the percentages of over-age pupils in the elementary schools of South Carolina. To know the causes of over-agedness is equally important. Teachers were asked to cooperate in two phases of a study to secure data on the causes of retardation. First, the teachers of the first grade were asked to list by name the children currently enrolled, to check those likely to be retained there, and to give the reasons for their probable non-promotion. Second, the teachers in the other elementary grades were asked to list the causes of the non-promotion of the over-age children enrolled in their grades.

Data were secured on 384 white and Negro children enrolled in the first grade who seemed destined to be retained there for a second year. Table 10 gives the reasons for retention of these children.

If the prophecy of teachers is correct 12.5 per cent of the white children and 19.1 per cent of the Negroes will be retained in grade one in 1948-1949. Predicted failures in this grade seem to result chiefly from three causes: irregular attendance, failure in reading, and immaturity.
## TABLE 10

### CAUSES OF PROBABLE RETARDATION, GRADE ONE

<table>
<thead>
<tr>
<th>Probable Retardation</th>
<th>Number</th>
<th>Per Cent Probable Failure*</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>White</td>
<td>Negro</td>
</tr>
<tr>
<td>Emotionally disturbed</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Failure in school subjects (except reading)</td>
<td>16</td>
<td>16</td>
</tr>
<tr>
<td>Failure in reading</td>
<td>45</td>
<td>50</td>
</tr>
<tr>
<td>Irregular attendance</td>
<td>62</td>
<td>76</td>
</tr>
<tr>
<td>Immaturity</td>
<td>51</td>
<td>34</td>
</tr>
<tr>
<td>Mentally slow or deficient</td>
<td>23</td>
<td>4</td>
</tr>
<tr>
<td>Physical defects</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>Poor health</td>
<td>14</td>
<td>3</td>
</tr>
<tr>
<td>Total</td>
<td>213</td>
<td>171</td>
</tr>
</tbody>
</table>

*These percentages are based on the total number who will probably fail at the end of the first year.

Since maturity in six-year-olds is closely related to success in reading these two can properly be considered together. Getting children "ready" or mature enough to read is an educational process, and there is considerable evidence that the process can be accelerated by children going to kindergartens. The money spent for kindergartens in South Carolina might be considered an economical step in terms of saving human resources.

The causes of retardation in grades two through eight were also studied. Table 11 gives the causes of retardation as stated by teachers of 1,520 white children and 1,584 Negro children enrolled in these grades.

### Achievement

No tests to determine educational achievement were made in this survey. However, three recent county surveys in the state were available and each reported educational achievement. These surveys are: Darlington County, Horry County, and Orangeburg County. The results of the achievement tests in the three counties are not typical of the status of the children in the elementary schools in South Carolina, but only of what obtains in three counties in the state.

The results of the tests in the three counties fall some-
<table>
<thead>
<tr>
<th>Reasons Given by Teachers for Retardation</th>
<th>Grades</th>
<th>Per Cent of Total Number Retarded</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2 3 4 5 6 7 8 Total</td>
<td></td>
</tr>
<tr>
<td>Failure in School subjects (except reading)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>White</td>
<td>39 55 77 12 130 112 4 429</td>
<td>28.2</td>
</tr>
<tr>
<td>Negro</td>
<td>10 36 49 69 81 80 4 329</td>
<td>20.8</td>
</tr>
<tr>
<td>Failure in reading</td>
<td></td>
<td></td>
</tr>
<tr>
<td>White</td>
<td>114 97 45 41 89 45 3 431</td>
<td>28.4</td>
</tr>
<tr>
<td>Negro</td>
<td>81 61 105 119 92 90 3 351</td>
<td>34.8</td>
</tr>
<tr>
<td>Irregular attendance</td>
<td></td>
<td></td>
</tr>
<tr>
<td>White</td>
<td>113 60 67 60 86 54 3 443</td>
<td>29.1</td>
</tr>
<tr>
<td>Negro</td>
<td>33 102 79 102 92 136 12 556</td>
<td>35.1</td>
</tr>
<tr>
<td>Immaturity</td>
<td></td>
<td></td>
</tr>
<tr>
<td>White</td>
<td>1 10 1 1 1</td>
<td>0.1</td>
</tr>
<tr>
<td>Negro</td>
<td>1 10 1 11 0.7</td>
<td></td>
</tr>
<tr>
<td>Mentally slow or deficient</td>
<td></td>
<td></td>
</tr>
<tr>
<td>White</td>
<td>7 10 13 18 19 6 3 76</td>
<td>5.0</td>
</tr>
<tr>
<td>Negro</td>
<td>13 30 22 4 6 4 4 83</td>
<td>5.2</td>
</tr>
<tr>
<td>Physical defects</td>
<td></td>
<td></td>
</tr>
<tr>
<td>White</td>
<td>4 4 1 1 1</td>
<td>0.4</td>
</tr>
<tr>
<td>Negro</td>
<td>4 3 2 3 10 22 1.4</td>
<td></td>
</tr>
<tr>
<td>Poor health</td>
<td></td>
<td></td>
</tr>
<tr>
<td>White</td>
<td>26 7 17 19 47 17 1 134</td>
<td>8.8</td>
</tr>
<tr>
<td>Negro</td>
<td>3 8 3 7 10 1 1 32</td>
<td>2.0</td>
</tr>
<tr>
<td>Totals</td>
<td></td>
<td></td>
</tr>
<tr>
<td>White</td>
<td>300 233 220 150 372 234 11 1,520</td>
<td>100.0</td>
</tr>
<tr>
<td>Negro</td>
<td>145 250 260 304 291 310 24 1,584</td>
<td>100.0</td>
</tr>
</tbody>
</table>
what into a pattern. In only a few cases do any of the groups tested reach the national norms. Achievement of children in the subject matter fields seems to be at the highest level in the early elementary grades, with children falling farther and farther behind achievement standards as they go through school. General factors which have already been discussed may be responsible for this situation: poor attendance, meager teaching equipment, a poor quality of teaching, and limited curricula.

At all grade levels, white pupils in urban schools show a higher level of attainment than pupils in rural schools. This difference between rural and urban schools is not found in the achievement of Negro pupils. In fact, in some respects the achievement of rural Negro children surpasses that of the urban group. However, achievement of the Negro pupils consistently falls below that of white pupils.

The test data indicate that the best work of approaching test norms is being done in spelling, capitalization, punctuation, and other "drill" subjects. This may indicate that emphasis in the school program is placed on achievement of rote or memory material.

Without exception, pupils throughout the elementary grades show a marked deficiency in the ability to read. Undoubtedly, this retardation in such an important phase of learning influences test scores in other fields.

RECOMMENDATIONS

1. The best way to improve the schools is to staff them with well qualified teachers. This can be accomplished through an improved program of teacher education in the colleges and universities and through a well organized program of in-service education for all teachers.

2. The program of in-service education must enlist the cooperation of the state department of education and the colleges of the state. As long as South Carolina continues to have a large number of small schools, special attention should be given to the needs of the teachers in the one-, two-, and three-teacher schools.

3. In-service education is needed on a county-wide basis. It is imperative that professionally trained directors of
instruction be employed to provide the professional leadership needed in each county.

4. The schools can be improved by encouraging teachers to participate in examining critically the school program, and in planning a total program to meet the needs of the children and the community. To make this possible, it is necessary to have well-trained leadership—school principals and superintendents.

5. The elementary school program should be planned to meet the major needs of children—emotional and physical as well as mental. To provide such a program the school days should be lengthened to six hours per day for all children.

6. More visual aids should be made available for teachers and children in the elementary school.

7. An adequate accounting system which includes census information and cumulative records of all children should be developed and become a part of the permanent record system of all schools. Leadership in this undertaking should be provided by the state department of education.

8. Certain fields, particularly reading, show deficiency throughout the schools studied. These areas should be carefully studied and corrective measures applied where they are needed.

9. The arts, especially music and art education, should be emphasized and made an integral part of the elementary school. Those in charge of teacher education should provide both pre-service and in-service education for classroom teachers in these important fields.

10. More emphasis in the instructional program should be placed on science education. There is little evidence of science being taught in any form in the elementary schools of the state.

11. Resource-use education should be incorporated into the elementary school, and instruction should be centered on problems such as health, making a living, preparation for and participation in family living, clothing, food, and shelter.

12. Every school, no matter how small, should provide better health care for its children. This care should include
instruction in health education and practices in living healthfully. It should include also an adequate lunch program which not only provides proper feeding of children but experiences for the promotion of good health habits and social practices.

13. Changes in promotion policies should be instituted from those now based upon arbitrary standards of achievement to those built upon principles of child development. Generally children should be grouped chronologically and should progress uninterruptedly through the school.

14. A comprehensive program of evaluation of pupil performance in all fields should be developed. This program should include periodic evaluation not only by the administration of standardized tests of mental ability and achievement but also by the construction of measures of pupil achievement by each classroom teacher. The results of standardized tests given at intervals should be made a part of the permanent record of children and serve as a basis for pupil guidance.

15. School buildings should be made more functional in terms of a modern program of education. For example, running water should be available in all classrooms, stationary desks should be replaced with movable furniture, and adequate storage and working spaces should be provided.

16. Provision should be made for adequate instructional materials. Emphasis should be given to the development and improvement of elementary school libraries where materials of instruction may be coordinated for distribution and use. It is just as essential that adequate materials, and guidance in their use, be available to elementary school teachers and pupils as to those in high schools. Library standards comparable to those for high schools may be necessary to bring about equalization of opportunity. There should be close cooperation at all times between the school library and county library.

17. An instructional program suitable to the needs of handicapped and home-bound children should be developed and instituted as soon as possible. Itinerant teachers or some form of home education should be made available to
children not enrolled in school because of physical handicaps or illness.

18. School attendance laws should be examined, strengthened, and enforced.

19. Welfare workers, health workers, and school attendance officers should cooperate more closely in the attendance of children at school in order to meet the personal and social problems of children forced to remain out of school because they lack clothes, are ill, or must work at an early age to support themselves and often their families.

20. Programs and facilities that make education more interesting and significant to children should be developed. The elementary school program should be re-examined and studied.

21. As soon as possible the kindergarten should be made an integral part of the foundation program in elementary education. State aid should be provided for the education of five-year-olds.

22. The number of children enrolled in the classrooms of the elementary schools should be reduced to the point where the average daily attendance should not exceed twenty-five children to the teacher.

23. Organization of school attendance areas within each administrative unit should be effected to insure all children an adequate program of educational offerings and services. Only under exceptional conditions can one- and two-teacher schools provide such offerings and services.
In a preceding chapter a classification of needs which a public school system in South Carolina should meet has been listed. These needs were identified by contacts with youth, parents, and professional educators in South Carolina. This classification identifies needs in six areas, namely, (1) competence in the fundamentals in learning and communication, (2) competence for economic efficiency, (3) aesthetic appreciations, (4) habits and practices leading to the maintenance of good health, (5) competence in social relationships in a democratic society, (6) competence in personal development and self-realization.

This statement of needs of children, youth, and adults which South Carolinians believe should be the concern of their public school system are similar to identifications of needs or of objectives of the public school system expressed by outstanding educators and by the citizens of other states and communities throughout the nation.

Any evaluation of the instructional program of the secondary schools in South Carolina, to be realistic, must be made in terms of the needs which have been identified. The study upon which this chapter is based constitutes an attempt at such an evaluation. Secondary education, as used in this study, includes, in addition to the formally organized high schools, adult education and educational services extended by the public high school to out-of-school youth.

The citizens of South Carolina believe that public educational programs should be extended through the secondary school years. They believe that the program of this school should be an inclusive one serving the common and unique needs of each youth. They desire a secondary school which meets the needs not only of a college preparatory group but also of each youth. This implies a program comprehensive enough to meet the common needs
of every boy and girl, yet flexible enough to meet the demands made by unique or special abilities of each boy and girl.

The acceptable high school for South Carolina is one which adequately and economically provides the type of school experiences which will satisfy these requirements. South Carolina has some secondary schools which maintain a program that can meet these criteria. Such schools are large enough to provide a wide variety of offerings which meet the needs of boys and girls. Such schools have established cooperative planning procedures in the development of their educational program and have geared the program not only to the needs of youth of school age but also to the needs of their communities.

Unfortunately, however, the number of high schools of South Carolina which fall into this category of adequacy is small. There are many high schools with an enrollment so small that it is impossible, within the economic resources available, to provide an educational program that will meet the needs outlined by the people of South Carolina for their schools. These schools maintain meager programs of subject offerings, limited largely to developing minimum competencies in fundamental learnings. They provide few experiences to meet needs of youth in the areas of economic efficiency, aesthetic appreciation, maintenance and improvement of health, improved social relationships, personal development, self-realization, and the like. Even in the fundamental subjects, available test results indicate that in general the students in the small high schools do not show the accomplishments of those in the large high schools. This situation takes on additional significance when it is realized that the per pupil cost for this weaker program in the small schools is considerably higher than the per pupil cost in the large high schools.

THE SECONDARY SCHOOL POPULATION

According to data contained in the Seventy-ninth Annual Report of the State Superintendent of Education of the State of South Carolina there were 71,211 white
and 27,604 Negro youth enrolled in secondary schools of South Carolina. A continuous school census is not maintained; therefore, it is impossible to secure up-to-date data which would indicate the number of boys and girls of school age who are not enrolled in school. The latest census information available is from the 1940 Census of the United States, which lists 167,072 youth of high school age in South Carolina. A comparison between the number of children enrolled in high schools and the approximate number of children of high school age indicates that 40.8 per cent who should have been enrolled in secondary school programs of South Carolina were not so engaged in 1946-47. If South Carolina schools do the job that the citizens desire, it will be necessary to secure a much higher percentage of school age children as active enrollees in schools.

School attendance in South Carolina is poor. In 1946-47 one white pupil in seven and one Negro pupil in eight were absent from high school each day. Facilities were maintained for 14,000 high school pupils who were absent daily. The direct financial waste in this situation is significant. The indirect educational waste is appalling.

If the schools are to meet the needs of South Carolina the youth of the state must attend school. This relates first to the percentage of school age youth enrolled in school, second to the holding power of the school as reflected in the number of boys and girls who withdraw before completing high school, and third to the attendance of those actually enrolled in school.

**Holding Power of the Secondary School**

The extent to which pupils continue in attendance and complete the grades of the secondary school is a measure of the success of the school program. In 1936 there were 116,382 boys and girls enrolled in the first grade in South Carolina schools. These children would normally have been expected to be enrolled in the eleventh grade in 1947. Instead, there were only 15,666 or one out of seven enrolled in the eleventh grade. When the number of drop-outs is examined by sex and race, it is found that the Negro boy
is least likely to reach the end of high school in South Carolina. If the present rate of drop-outs continues, of thirty Negro boys enrolled in the first grade only one will complete the secondary school. In the case of Negro girls, the ratio of those completing to those enrolled is one out of fourteen. With white boys the ratio is one out of four; with white girls, it is one out of three. For the nation as a whole, four out of every fifteen children who enroll in the first grade complete high school. In South Carolina only two out of every fifteen children who enroll in the first grade complete high school. These figures indicate the extremely poor holding power of the schools.

According to statistics released by the U. S. Office of Education, 76.1 per cent of the boys and girls enrolled in the public schools of the United States were in the elementary schools, and 23.9 per cent were enrolled in the secondary schools. In South Carolina 78.7 per cent of the boys and girls enrolled in public schools in 1944-45 were in elementary schools, while 20.3 per cent were in secondary schools. Compared to the national average, in 1944-45 South Carolina's enrollment in the secondary school was slightly less than that of the national average. For this same year, in the State of New York 31.5 per cent of the children enrolled in public schools were in secondary schools, as compared with 20.3 in South Carolina.¹

Every effort should be made to provide conditions—economic, physical, and curricular—which will enable the schools of South Carolina to retain in school boys and girls who are now failing to receive the benefit of a minimum education.

**Small Versus Large High Schools**

In each of the weaknesses indicated—small percentage of students enrolled, excessive number of drop-outs, and low average daily attendance—the small high school has a poorer record than the medium size and large high schools. The holding power of the small high school is distressingly

weak. In high schools enrolling fewer than 101 pupils the senior class has an enrollment only 34.5 per cent as large as the freshman class. On the other hand, in the large schools of the state, the enrollment in the senior class is 72.6 per cent of the number enrolled in the freshman class. In other words, the student enrolling in the small high school has only one-half the chance of completing high school as has the child who enrolls in the large high schools of the state. School attendance in the small high school is inferior to that in the large high school and is a contributing factor to its larger number of drop-outs.

**ORGANIZATION OF SECONDARY SCHOOLS**

In the United States there are several well recognized types of organization for schools. The most common are: eight-year elementary and four-year high school; six-year elementary and six-year high school; seven-year elementary and five-year high school; six-year elementary, three-year junior high school, and three-year senior high school. In those relatively few communities maintaining an eleven-year school system, 7-4 is the common organization. Another organization which is receiving increasing emphasis is a fourteen-year school system organized as a six-year elementary school, four-year junior high school, and four-year senior high school, with the latter embracing the first two years of college. In South Carolina there is no apparent standard organization. The secondary school is variously organized to include grades 7-12, 8-12, or 9-12. Of the 359 accredited high schools, 154 include grades 7-12, 190 include grades 8-12 and the remainder are organized as junior-senior high schools.

The advantages and disadvantages of each type of organization have been more or less documented. Most of the disadvantages are not inherent in the organizational plan itself, but rather in the inability of educational leadership to implement an effective program of education. Except in large centers of population, the high school organization should be 6-6 or 7-5, that is, six-year elementary and six-year high school, or seven-year elementary and five-year
high school. Only in large centers of population do the advantages of a junior high school organization outweigh the disadvantages of the junior high school break. Each system, after careful study, should determine which of the organizational types is best suited to its needs.

**THE PROGRAM OF EDUCATIONAL EXPERIENCES**

One of the weaknesses of the high school in the past years, both in South Carolina and in the nation generally, has been its failure to provide acceptable programs to meet the varied needs of all the boys and girls enrolled in high school. The narrowness of the program has been one of the most pertinent factors contributing to the inability of the school to attract and hold boys and girls. The program of the high school for too long has been dictated by the needs of those students who plan to enter college. Since only one-third of the white students graduating from the South Carolina high schools and only two-fifths of the Negroes graduating in 1947 entered college, it is apparent that any program geared to this minority would not adequately meet the needs of all the graduates.

*Planning the Program*

The state board of education is to be congratulated for having established high school graduation regulations that are among the most liberal to be found in the United States. The regulations permit ample scope to local school leaders for the proper adjustment of studies to students and communities. Of sixteen standard units required for graduation, only four are absolutely specified: three in English and one in American history. Absence of state regulations which would be unduly hampering is wise, but benefit of this wisdom is received only if local school leaders use good judgment in planning the local school program.

In a majority of the high schools of South Carolina there appears to be no underlying philosophy in the educational program. Professional school personnel seem confused regarding the objectives of the program and the way in which their particular subjects contribute to the achieve-
ment of the objectives. Moreover, in the majority of the high schools, there has been little cooperative study by the faculty or by the faculty and students with respect to the formulation of understandable and achievable objectives.

Lack of acceptance by school leaders of the ideal of democratic school administration and cooperative planning has led to programs which are justified largely because they are traditional. In most of the schools visited, the materials and activities of instruction are not adapted to the development and maturity of the individual student. On the contrary, "lock-step" instruction is the typical pattern. Student needs and abilities are not assessed; hence, it is impossible to plan programs of instruction adapted to needs and abilities of individuals.

The greatest lack of attention in the school program to the social and economic characteristics of the community and to the interests, abilities, and plans for the future of the individual pupil was observed in the small town schools. These schools are not large enough to develop a school program which would adequately meet the common needs of boys and girls as well as their specialized interests and needs. The city schools with their varied programs of studies (made economically sound by the size of enrollment) have provided more effectively for the varying interests and abilities of youth than the town or rural schools.

Program of Studies

In the development of an effective program of studies, effort must be made to assure a curriculum that is not divisive or atomized—one that is not a mere conglomerate of separate courses or subjects. Balance must be maintained between those elements of the program which meet common needs and specialized needs. Vital elements in the education of the high school student must not be left to chance; the student must not be permitted to elect himself out of experiences in the basic areas of living where competence is demanded. Electives should be permitted, but only under guidance and in terms of the interests, needs, and abilities of the individual. A single common program
(core program) with electives provided under guidance is a more intelligent and more economical way to meet the unique needs of individuals than the development of parallel programs such as college preparatory, commercial, and general.

In both small and large high schools, students have an opportunity to take English, history, general science, and mathematics. The percentage of students enrolled in these different subjects in small schools compares favorably to the percentage of pupils enrolled in these subjects in the large schools. The picture changes completely, however, when one considers such subjects as art, music, speech, vocational subjects, and the more specialized subjects such as chemistry, physics, and biology. For example, in schools with an enrollment of more than 800 the percentage of students enrolled in music is more than four times the percentage of students enrolled in this subject in schools with an enrollment of fewer than 300. In speech and oral expression (a subject leading to the development of communication skills and personal development) the percentage of students enrolled in the large high schools is more than twenty times as great as the percentage of students taking this subject in the smaller schools. In commercial subjects (which assist in preparing for economic efficiency) students in the small schools either have no opportunity or are permitted to take only one basic skills course, such as typing. Interviews with students indicate that those enrolled in the small schools are as eager for experiences in areas covered by these subjects as are those in the large schools. The small percentage of students taking these subjects in the small schools is due, therefore, not to the difference in needs or interest on the part of students but to the inability of the small school to finance a program that will meet these varied needs and interests. It is apparent that schools with an enrollment of fewer than 300 students find it impossible to offer a broad program of experiences. These high schools, for the most part, are forced to expend their resources to meet so-called college entrance requirements for the few who will go to college and have no resources left for the
broaden program that is necessary to meet the needs of all the youth who are enrolled or should be enrolled.

**Extra-Curricular Activities**

Traditionally, many schools have depended on a program of extra-curricular activities to provide for the non-academic and non-vocational needs of their students. Because the program of studies is narrow and largely college preparatory, the extra-curricular program is planned to provide training in leadership and citizenship, and to promote self-development on the part of the individual. Because of this type of program, the traditional subjects remain unchanged in methods and objectives and continue to be rather barren except from the standpoint of acquiring facts and knowledges. For example, the development of competence in citizenship is not the real objective of history or social sciences courses. The objective of these courses is factual information, and any citizenship development is left to the extra-curricular program.

Thus, while the extra-curricular program has served a very definite need in the educational program of the high school, it has tended to allow instruction to remain stilted, bookish, and unrealistic by freeing it from responsibility except in the area of knowledges and skills. A second defect of the extra-curricular program is that it has occupied a secondary and often unscheduled position. Many students who would profit much from the extra-curricular program have been denied the opportunity of the program because too often the extra-curricular activities are scheduled after regular school hours. Students who are transported by bus or who have out-of-school responsibilities requiring afternoon work are in this category.

Of the schools visited, 95 per cent of the high schools for white youth and 97 per cent of high schools for Negroes report school clubs as an integral part of their extra-curricular program. The degree of student participation in such clubs, however, is low. As indicated, transported pupils and those with after-school work are prevented from participation in these club activities because no provision
is made for them in the regularly scheduled day. Most of the clubs are related to some subject area but have had little effect on and have been little affected by instruction in the related subject. There is a tendency for the two programs, curricular and extra-curricular, to exist with little coordination between them.

Student participation in school government is an extra-curricular activity that many schools have utilized for the development of leadership and citizenship competencies. This rather common extra-curricular activity is non-existent in approximately half of the schools for white youth and one-fourth of the schools for Negroes. Interviews with students and faculty members indicate that student participation in school government is a mockery and does not deserve the phrase "student participation" in many of the schools in which it is scheduled. Even in those schools in which a "benevolent despot" has permitted student policy-making and execution in a highly restricted area of activity, there is little transfer to the other school activities. In many schools operating so-called student governments it is apparent that the school leaders have poorly interpreted the idea of democratic planning and execution. Student participation in government, as practiced in most of the high schools, has not developed competencies in the areas of citizenship or leadership. This is not a fault of student government, but rather the lack of leadership on the part of school personnel in helping to develop a student government program in fact as well as in name.

In a few high schools the extra-curricular program is becoming an integral part of the instructional program. A number of schools have developed physical education in coordination with extra-curricular activities. In too many cases, however, the physical education program of the high school is concerned with the "varsity team" concept in which few students participate and in which the majority of students are relegated to observer roles.

School leaders should seek to bring into the regular school program the advantages accruing from a well developed extra-curricular program. This would not demand
elimination of extra-curricular activities, but rather an integration and coordination of the two, resulting in a school program which would more nearly meet the needs of students.

Methods of Teaching

The way in which an individual is introduced to content is as important as the content itself. The methods of instruction should promote the development of the individual from immaturity to maturity. One of the outcomes desired from the educational process is the development of increasing competence in the ability to solve problems. The methods that have been used largely in elementary and secondary teaching have tended to stifle the curiosity and imagination of the student and have tended to make him a passive receiver of information largely dependent upon the teacher. In many of the high schools, students in the eleventh and twelfth grade classes are as dependent on the teacher as pupils in the seventh and eighth grade classes. They are passive; they wait for teacher direction; they assume no responsibility for their growth through problem solving. In teacher dominated classrooms students have little opportunity to develop initiative, independence, and the ability to solve problems. The method used preponderantly is one of assigning certain pages to be read, with a recitation on this assignment. Observation of students in these classes indicate that they are only slightly motivated, bored, and indifferent.

One or two instances were observed in which the high school faculty seems to have recognized the need for tapping student abilities and for using methods to encourage growth in student competencies. Where such methods exist, the school leadership is cooperatively shared.

The School Plant

The physical plant will be discussed in another chapter of this report. Insofar as the adequacy of the plant in relation to instruction is concerned, however, some observations are pertinent. Without exception in the small high
schools, equipment for effective instruction in the sciences is inadequate. The unsanitary condition of many school buildings visited does not indicate that any aspect of the instructional program is attempting to develop habits and attitudes of sanitation. It is difficult to understand how schools can teach principles of sanitation when the school environment itself violates nearly every principle being taught. This condition does not apply to the lunchrooms except in a few instances. Almost without exception the lunchrooms meet minimum acceptable standards of cleanliness, although many of them fall short from the standpoint of aesthetics. One of the most apparent deficiencies in the physical plant, as it relates to the instructional program, was observed in the school library. Except in relatively few cases, the librarians are attempting to operate an adequate library program with inadequate physical facilities. This condition is more serious in the small schools than in the large schools.

**Instructional Materials**

In September, 1946 the state department of education established a school library division with a supervisor in charge. The purpose of this division was stated as follows: “To aid in the growth, development, and use of school libraries.” Development and growth has been interpreted by the school library division to mean not only the establishment of new libraries with a librarian or teacher-librarian in charge, but also the development of further services to the administrators, teachers, pupils, and other citizens of the community.

During the year 1947-48 the school library service in the division of instruction in the state department of education cooperated with the Tennessee Valley Library Council in a survey of library services. This survey gives a picture of library services, and contrasts the status of these services in South Carolina with those of other states in the southeast. The results of this survey were made available to the committee on secondary education.

In South Carolina 67 per cent of all high schools have
libraries. Many of these, however, are inadequate both in physical facilities and in library service. One of the reasons for the inadequacy of the high school library is lack of financial support. The fact that 18 per cent of the financial support for high school libraries comes from gifts clearly indicates that the state, county, city and local school districts have not assumed responsibility for public support of the library. If the school library is accepted as a fundamental part of the instructional program, it should not have to depend on gifts for almost one-fifth of its income.

The library situation is most critical in schools with an enrollment of fewer than 200 students. The schools cannot support a full-time librarian or, in most instances, even a teacher-librarian. In the absence of a trained librarian it is impossible to secure the type of library service that will pay the largest dividends in improving the instructional program. The high school library should be adequate in terms of numbers of books per child, but it should also utilize the resources of other agencies. High school librarians in South Carolina have borrowed little from existing agencies. They use the public libraries and other sources for less than 3 per cent of their material. Cooperative relationships between school libraries and public libraries and between school libraries and other agencies will go far in furnishing a more adequate library service at less expense.

South Carolina standards for high schools require a full-time librarian for schools with 400 or more pupils. Because of the large number of small high schools in South Carolina, frequently part-time and poorly prepared librarians are employed. Slightly more than one-half of the high school libraries report that pupils participate in planning library service and activities. In South Carolina 76 per cent of the high school libraries are used as study halls, while only 47 per cent are used for laboratory classes, or groups coming in for specific purposes. A library should not be used as a general study hall. It should be a resource center for work on particular problems and projects.
The librarians in practically all of the high schools visited attend faculty meetings, but rarely participate in curriculum planning. Only 45 per cent of these librarians engage in active programs in the classrooms in efforts to integrate library services and instructional experiences.

In addition to books and written reference materials modern programs of education demand a rich variety of instructional materials. These materials embrace films, film strips, slides, charts, graphs, maps, radio, and the like. The possession and use of these materials of instruction are almost completely lacking in the small high schools. Instructional aids are available in practically all of the high schools with an enrollment of more than 300, but even in these schools availability of the equipment does not always guarantee effective use thereof. Many teachers have not been stimulated through their own experience or by their supervisors in the rich use of instructional aids.

Of the high schools for white youth with an enrollment of fewer than 300 students, 74 per cent have no slide projector, 30 per cent have no motion picture projector, 59 per cent have no facilities for educational radio reception. In contrast, every high school visited with an enrollment of more than 300 has a motion picture projector, 80 per cent have slide projectors, and approximately 70 per cent have educational radio facilities. This difference also exists with regard to the presence and use of charts, maps, models, and other graphic instructional aids.

GUIDANCE AND COUNSELING SERVICES

Complexities of modern social and economic life demand that schools accept responsibility for more than the presentation of subject matter. Pupils differ widely in abilities, interests, and ambitions. If the program of the school is to be meaningful in the lives of individuals, it must be adjusted to these differences. Through counseling and guidance the school program may be adjusted to the individual. Too often efforts to meet individual needs have been incidental. More positive and definite planning for guidance
is required if the schools are to serve fully the youth of the state.

**Scope of Present Program**

Visits to the high schools in the selected counties reveal almost total lack of any organization for guidance with the exception of three large high schools. In general it is not an exaggeration to state that guidance and counseling is virtually undeveloped in the high schools of South Carolina. It is true, of course that there is some counseling of incidental nature in all the schools, but no counseling or guidance services planned definitely to assist all of the students in their problems. Even where individual teachers have a counseling or guidance point of view, little opportunity is provided for individual conferences. These teachers, overloaded with duties, find it difficult to devote time to assessing the abilities and characteristics of students and to guiding them accordingly. Little attention is given to guiding and counseling individual students until a problem has become so acute that it "breaks through the surface" and a traumatic condition exists.

Of the schools visited, 26 per cent of the high schools for white youth and 27 per cent of the high schools for Negroes maintain a homeroom organization in which primary responsibility for guidance rests on the homeroom teacher. Even in such instances, however, the homeroom period is of such short length and the duties required of the homeroom teacher are of such nature that the homeroom period is little more than an administrative device for securing attendance records and making routine announcements. Conferences with homeroom teachers confirm this conclusion, although in many cases these teachers would provide basic counseling services if the school programs were organized to allow the necessary time.

An effective guidance and counseling program requires more than subjective data. Relatively few South Carolina high schools use tests and inventories that will yield objective data regarding the abilities, interests, and desires of pupils. Of the schools visited, only 38 per cent of the
high schools for white youth and 33 per cent of the high schools for Negroes give intelligence tests. Only 33 per cent of the high schools for whites and 33 per cent of the high schools for Negroes give achievement tests. It is impossible to plan a program adjusted to the intelligence and achievement levels of individuals unless measures of intelligence and achievement are available.

An effective guidance program demands cumulative records which indicate progressive data as the child moves from one level of the school system to the other. Adequate records were found in none of the high schools visited except in the three large high schools which have been mentioned. In many of the small high schools cumulative record forms are not available; and in others where the forms are available they are not used. In many cases the only information regarding the student passed from teacher to teacher is the so-called "report card" indicating final grades.

An effective guidance program requires the active participation of every teacher and every professional member of the school staff. It requires, however, that some specialized school personnel with training for guidance and counseling be given responsibilities for leadership in the program. There are few such individuals in the high schools of South Carolina.

EVALUATION IN THE HIGH SCHOOL PROGRAM

In any enterprise it is important to know to what extent the purposes of the enterprise are being met. In educational systems evaluation in terms of purposes has been woefully inadequate. In re-thinking and re-planning its educational program, South Carolina should encourage sound evaluation procedures in order that the purposes for which it maintains its educational system will be achieved.

The importance of evaluation as an integral and continuous phase of an educational program has its origin in the psychological principle that the individual learns only as he knows how he is progressing toward the desired goal. The traditional grading system was developed because of the
need for an instrument with which to appraise the degree of proficiency gained by students. It has been assumed that report cards express, to a degree, evidence of growth in relation to educational values.

Any valid program of evaluation must have as a frame of reference the objectives of the educative experiences. The objectives of the school system, of the individual school, or of units of work in the classroom are expected to provide answers to the questions: What are we trying to do? Where are we going? The evaluation program seeks to answer the questions: Where are we now? How far have we come? What is the next step on the way to our objectives?

The feeling of satisfaction that comes from knowledge of progress made toward meaningful goals is an effective stimulus to renewed and intensified effort to make more progress in the same direction. For this reason, everyone involved in the educative process should participate in the evaluation.

Department-wide, school-wide, and city-wide testing is helpful in appraising the effectiveness of the total program of instruction with reference to the broad objectives of the system. This is desirable from the standpoints of the organic functioning of the system, the professional growth of teachers, and the maximum development of students. The results of such testing projects, however, should be handled in such a manner as not to foster feelings of insecurity and jealousy on the part of teachers. Weaknesses revealed by the testing program should be considered opportunities for creative supervision of teachers involved and remedial work with students.

Counseling and evaluating activities are closely interdependent. The counselor is helpless without objective data as a basis for recommending a course of action. The findings of the evaluation studies are meaningless unless used intelligently in guiding the students toward developmental goals. Plans of the two activities should be closely coordinated.

Evaluation should occur in many separate areas and
at many levels. From one point of view, the first level of evaluation is concerned with the development of the individual child. The teacher and other interested persons must determine the extent to which the child is making satisfactory progress toward worthy and attainable goals in each aspect of his development—mental, physical, social, and spiritual. This evaluation can be made partly in terms of teacher-made tests of knowledges and skills, and partly in terms of standard tests of achievement, scholastic aptitude, and the like. However, these types of measurements need supplementation to give a true picture of the child's total development. The typical teacher will need assistance in the form of in-service training and professional advice, and technical services from a staff of specialists. Just as evaluations need to be made of the individual child, it likewise is necessary to make evaluations at the classroom level, the department level, the school level, and the city-wide level. Each type of evaluation will require its own instruments and procedures.

The purposes of evaluation are:
1. To obtain data to be used as bases for classification of students
2. To appraise progress made toward developmental goals
3. To provide data for analysis of strengths and weaknesses of students in preparation for more effective instructional planning
4. To motivate teaching and learning situations
5. To provide opportunity for practice in critical and creative thinking
6. To discover interests and aptitudes
7. To discover objective bases for determining expected levels of achievement
8. To provide counselors with objective data which they might use in individual guidance and adjustment.

ADULT AND CONTINUING EDUCATION

Within the last two years a workshop has been held under the sponsorship of the state department of education
to develop the broad outlines of a program of adult education designed to meet the needs of South Carolina. The study begun in this workshop has been continued and has revealed many areas of strengths and weaknesses.

A recent Gallup poll survey revealed that two out of five adults in the United States would like to attend classes and take special courses for adults in some school or college. The citizens of South Carolina have revealed a desire for adult education in cultural and non-vocational as well as in vocational areas of interest. To meet the needs of the citizens of South Carolina who want continuing or adult education the Five-Year Plan (developed by the workshop and refined and modified in subsequent studies under the state department of education) recommends a program in fields of health, recreation, education, beautification, and social and economic progress. The plan places primary responsibility for an adequate adult education program at the local school level, with financial support from the state level, and with advice and guidance from the adult education section of the state department of education.

The adult and continuing education program for South Carolina is not entirely a secondary school program. If the program is to function adequately, however, it will have to receive its operational leadership from the secondary school staff. It should always be developed to meet the needs of the people, whether those needs fall into the elementary education level or extend beyond the secondary education level.

The 1940 census report showed that 7.9 per cent of South Carolina adults under twenty-five years of age had no formal education; 34.7 per cent had completed fewer than five grades of school. For the nation, these figures are 3.7 per cent and 13.5 per cent, respectively. Only Louisiana had a poorer record than South Carolina. One evidence of a need for adult education programs lies in these figures. There is more evidence, however, that the program of education for adults is demanded not only by those who have had little formal schooling but also by a
large number of individuals who have completed the secondary school or have had formal education beyond the secondary school. Many adults have expressed particular need for subjects which would help in the solution of problems related to family life and child growth and development.

In response to the demand for adult education one of the most unique developments in South Carolina is to be found in the civic education centers. These centers, under the direct sponsorship of the local school system with the cooperation of the state department of education, are conducted one night a week from four to eight weeks. The program of each center is determined by the adults who will enroll. In scope the programs of these centers cover cultural, vocational, and general interests.

One of the most unique developments in the field of education for those not attending schools in South Carolina is the Opportunity School which was opened in 1947 "to provide a state institution for continued study for those over sixteen years of age who failed to complete high school and an adult education center for conferences dealing with education, health, and the social welfare." During the first seven months of its operation 231 pupils were enrolled in formal programs of study. In addition to those formally enrolled, more than 1,200 persons attended conferences and workshops conducted at the Opportunity School.

RECOMMENDATIONS

1. The continuance of high schools with an enrollment of fewer than 300 students should be discouraged. Except where undue hardship would be encountered, those high schools now existing with an enrollment of fewer than 300 students should be eliminated, with the students being transferred to other high school centers. The high school of fewer than 300 students does not have the base upon which a sound and broad program of education can be established.

2. Legislation should be enacted which would provide South Carolina with a continuing school census. Without
such a census it is impossible to establish accurately the number of children who should be enrolled in school. Operational directives relating to this legislation should be promulgated by the state department of education.

3. A compulsory attendance law with strict enforcement provisions should be enacted. This law should provide for the employment of a professional school social worker to replace the outmoded “truant officer” as the representative of the school in the enforcement of compulsory attendance. The compulsory attendance legislation enacted in recent years in Georgia and other states could serve as a model in the drafting of such legislation in South Carolina.

4. Each school system should engage in careful study of the comparative value of different organizational plans and, following such study, should determine the organizational type best suited to its needs. It is neither necessary nor desirable to force a standard plan of organization on all the high schools in the state. In a given community or high school the best plan may be a high school of six, five, four, or three years.

5. Professional school personnel, under the leadership of the school principal, should use democratic procedures in the development of the philosophy, objectives, and programs in the schools.

6. Existing school plants should be modified, utilized, and maintained in a manner that reflects adherence to the philosophy and program of education desired in the community. In the building of new community school plants, planning should be developed so that the plant is adjusted to the program rather than the program adjusted to the plant.

7. Directors of instruction should be provided in sufficient numbers to assist teachers in the constant improvement of instruction. The number of such directors would be dependent upon the size of the area served and the population served, but it is suggested that at least one director of instruction be made available in each county.

8. Informal activities should be continued and enriched
but should be interwoven increasingly into the regular curricular program.

9. Comprehensive evaluation programs should be encouraged. With professional leadership from the state department of education, but with the responsibility residing at the local school level, evaluation programs should be initiated to the end that data may be secured relating to the abilities, interests, and achievements of pupils and to the end that accountability for the effectiveness of the school program might be established.

10. Improved articulation between the school and the college should be accomplished through cooperative studies between the high schools, institutions of higher education, and the state department of education. The state department of education should assume leadership in this endeavor.

11. Handicapped youth should be cared for by local school systems except where the degree of handicap is such that institutional care must be provided. It is believed that more normal development of children and youth will take place in the public school system than when they are segregated in institutions. The state department of education and other state agencies with responsibility for handicapped youth should engage in continuing studies which will produce sound recommendations for the effective development of such youth.

12. The school library should be recognized as an integral part of the instructional program and should be financed through the state foundation program for education.

13. The state department of education should enforce the library standards which now exist.

14. Greater use of non-verbal instructional materials (instructional aids) should be encouraged. Pre-service and in-service teacher education programs should assist in developing in teachers greater competence in the use of a rich variety of instructional materials, including films, film strips, slides, charts, maps, and the like.

15. Adequate guidance and counseling services should
be provided in all schools. These services will embrace educational, vocational, and personal areas of problems. The following specific recommendations should be considered in developing the program.

a. Adequate cumulative student personnel records must be maintained. Such records would serve as a resource for personal information, aptitudes, interests, successes and failures, and the like, necessary for effective guidance.

b. State-wide testing programs in the field of psychological achievement testing should be maintained.

c. Specialized leadership from the state department of education should utilize school counselors who could be part-time teachers with special interests in and preparation for counseling.

d. The effective implementation of the guidance services could be more nearly guaranteed by establishing three consultation service centers for the state. These should be set up in population centers, staffed by clinical psychologists, and should serve an area of the state determined in such a manner that the services would be available to all schools in the state. The following organization is suggested as a possible guide in the establishment of comprehensive guidance and counseling services for the elementary and secondary schools of South Carolina.

The duties of the supervisor of guidance in the state department of education should be threefold. He should act as administrator for the three consultation service centers; he should advise county directors on technical matters; and he should with his staff carry out a continuous program of research. His research should be such as to provide necessary data for the state board of education and superintendent for their decisions on policy. He may also examine, construct, and standardize tests for use in the state. Research and testing on the county level should be
so coordinated by his office as to provide statistics for the state as a whole.

The staff of the office of the county superintendent should include a guidance consultant. He should be under the director of instruction and should be responsible for directing the guidance and testing services through the school counselors. He should carry out a continuous program of research for the superintendent. He should direct follow-up studies and placement services for high school youth. Attendance teachers, visiting teachers, case workers, school doctors, and nurses should work closely with the guidance consultant.

In secondary schools, counselors should be part-time teachers especially trained for counseling service. Each should follow his class through high school and should be responsible for testing as well as counseling. He should refer all necessary information to teachers and advise them on personal problems of pupils. Colleges should cooperate in providing opportunities for training school counselors.

16. Adult education should be extended to fill the requirements already recognized by the citizens of South Carolina. For many adults in South Carolina literacy needs are the primary demands on adult education. The total adult education program should, however, do much more than meet vocational and literacy needs. An effective program of adult education will demand participation by and cooperation from the state department of education, the general extension services of the state schools of higher education, county school systems, and lay agencies. Leadership in the development of these cooperative endeavors should reside primarily in the state department of education.

17. The Opportunity School should be continued and expanded to meet the present needs in adult education in South Carolina which have accumulated from past years of neglect to educate properly "all the children of all the people" of South Carolina. As rapidly as possible, however, the type of program being offered by the Opportunity School should be met by programs offered through the local schools geared to the needs of children, youth, and adults.
IV

VOCATIONAL EDUCATION

Chapter I of this study points out that pupils, parents, and teachers are fully aware of the great need for providing a more adequate program of vocational education in the State of South Carolina. The rapid growth and splendid progress of the program in the state is evidence of the interest of the people in this phase of education.

In planning an expanded program, it is most important that it be developed in keeping with the occupational needs of the people. It is generally regarded as sound procedure to develop first those training programs that will serve to prepare youth and adults for occupations in which they may find work opportunities in their home communities and in the state. In light of this fact, it behooves those responsible for the development of vocational education on both the state and local levels to keep constantly abreast of the occupational trends of the respective communities and of the state. Vocational training programs should never become static, but should constantly be adjusted to meet industrial and occupational changes. As the occupations in which a people engage change within a community or state, then the program of vocational education should change accordingly.

Prior to 1880 much of the supply of skilled and semiskilled workers came to this country as immigrants. This was especially true in certain types of industrial occupations. Since 1920 we have constantly tightened our immigration laws. This has greatly reduced the flow of skilled workers to the United States. The security of this nation is dependent in a large measure on our ability to prepare—through training—skilled, intelligent workers to man our industries, farms, homes, and business establishments. It is generally recognized that the schools must play an important role in this undertaking.

In South Carolina, only one out of four pupils en-
rolled in vocational education is in all-day classes. Three out of four are in part-time or evening classes. Leaders in vocational education are agreed that the most effective and economical way to provide vocational training is through evening and part-time classes for adults and out-of-school youth. South Carolina has established a good record with a varied approach. But here again this record should not be interpreted to mean that the program is adequate to meet total needs.

The vocational guidance program in South Carolina as an integral and functioning part of vocational education is, as yet, most inadequate. Though some vocational teachers are rendering some guidance service, it is done as an incidental part of their work through selection of trainees for specific occupations, placement, and some counseling. The vocational teachers could play a much more important part in guidance and do a more effective job in vocational training if they had available cumulative records of pupils for study and review. Such records are needed for study before a pupil is enrolled in a training program for a specific occupation. The responsibility of providing a cumulative record of each pupil should be assumed by the entire school staff and should be started in the first grade.

In 1946-47, approximately 15,500 veterans of World War II were enrolled in vocational courses in South Carolina, about 8,000 in trade and industrial courses, and 7,500 in institutional on-the-farm training. Since these programs are of a temporary nature, are constantly changing, and are financed entirely with federal funds, no effort has been made to study and evaluate the vocational training programs for veterans except as they are included in the total enrollment in full-time, part-time and evening classes in the over-all vocational program of the state.

The agricultural and home economics departments have been very successful in organizing the youth of the state interested in vocational agriculture or home economics into strong, effective organizations. These organizations, known as the Future Farmers of America and the Junior Homemakers for white youth, and New Farmers of
America and New Homemakers for Negro youth, own their own summer camps where they go for instruction and recreation. They have done much to stimulate interest in improving rural life and in the recruitment of "new" farmers.

**VOCATIONAL AGRICULTURE**

During the fiscal year ending June 30, 1947, a total of 58,590 persons were enrolled in all types of federally aided vocational agricultural classes in South Carolina. The state led the nation in the number of out-of-school youth and adults enrolled in part-time and evening agricultural classes. Agricultural education for these groups is of much importance to the future progress and development of South Carolina's agriculture, since, according to the 1940 census, 67 per cent of the people of the state have not attended high school. No doubt some of the agricultural progress in South Carolina in recent years has been due to the evening class instruction given to the large number of adults and out-of-school youth enrolled in this phase of vocational education.

Enrollment in vocational agriculture classes for 1947 was as follows:

- **All-day** (Regularly enrolled high school pupils who attend agricultural classes five days per week and carry on approved supervised farming programs) .......... 7,931
- **Part-time** (Out-of-school youth who attend special agricultural classes on a part-time basis to study specific problems with which they are concerned) ................. 2,360
- **Evening** (Adult farmers who attend special agricultural classes in which problems with which they are concerned are studied and discussed) ...................... 48,299

Total .......... 58,590

A total of 348 (233 for white and 115 for Negroes) departments of vocational agriculture were in operation.
in the public schools of South Carolina during 1946-47. During this fiscal year vocational agriculture teachers were responsible for operating and providing the educational program in 236 school community canning plants, 101 school farm shops, 44 potato curing houses, 10 creosote vats for treating posts and other timber, and numerous other facilities, such as feed mills, seed treating and cleaning machines, and incubators. These facilities were operated on an educational and service basis. For example, while youth and adults were being taught the latest methods of conserving food in the school community canning plants, they were also canning supplies of food for home use. Home economics teachers assisted with the operation and training program in canning plants.

Evaluation of Agricultural Instruction and Facilities

In most of the agricultural classes visited by members of the committee, instruction of a practical nature was being given. It dealt with problems and needs of the various individuals enrolled in the classes. In general, the instruction for all-day pupils dealt with the individual problems with which the pupils were confronted in carrying on their supervised farming programs. In other words, they were being given instruction designed to help them solve their own individual farm and home problems together with the theory involved. The instruction for out-of-school youth and adults was being given on a similar basis.

In a few schools, however, there was little relationship between the classroom instruction and the home projects of pupils. In fact, some pupils did not even have home projects and consequently much of the instruction in agriculture was of an academic nature. Only a small percentage of the instruction was being conducted in this manner. However, such instruction was more prevalent in schools for Negroes than in schools for whites. Negro pupils may have greater difficulty in securing adequate finances, land, equipment, and other facilities necessary for successful participation in supervised farming programs than do white pupils.
The agriculture teachers in most of the schools visited are carrying a heavy load, including classes for in-school and out-of-school groups, and such activities as the operation of school shops and community canning plants, and other facilities. Many teachers and school administrators expressed the opinion that funds should be provided to employ special assistants to agricultural teachers for certain rush seasons of the year. This would doubtless result in more efficient educational service to both in-school and out-of-school groups. Assistants are especially needed to help with instruction in canning during the summer months and shop work during the winter months.

Probably the greatest hindrance to efficient and effective classroom instruction is the inadequate supply of instructional materials and teaching aids. In most schools, virtually no agricultural reference books are available. The supply of agricultural bulletins is inadequate. This is inexcusable since many such bulletins can be obtained free, and others at nominal cost, from the Clemson College Experiment Station and from the United States Department of Agriculture. Often a teacher wants to make a reading assignment regarding a specific job common to the whole class and then finds he has one, or, at most, only a few bulletins available on the subject. Few teaching aids, such as audio-visual machines, charts, films, film strips, and testing equipment are available for use of agricultural teachers.

Prior to the war, South Carolina's vocational education division had in operation a very splendid service for preparing and publishing bulletins dealing with many farm enterprises and problems common to the state. These bulletins were used extensively by pupils and teachers in South Carolina. Quantities of some of the bulletins were purchased for use in other states. This program should be re-established. However, the materials developed should be the result of the cooperative efforts of several interested groups. Certainly among these should be the Experiment Stations operated by Clemson College.

Many of the school farm shops are too small to carry
on satisfactory instruction in this important phase of agricultural work. As more and more South Carolina farms become mechanized, instruction in the operation, care, and maintenance of farm machinery becomes of greater importance. Such instruction cannot be given satisfactorily unless sufficient space is provided so that equipment can be driven into the shop for study and repair. A large percentage of the shops are not adequately equipped for giving farm shop training on a satisfactory basis. In some shops, the equipment that is available is not being given proper care.

In some schools the agriculture class period has been shortened to such an extent that it is not possible for a teacher to do effective teaching in certain phases of work. This is especially true of shop work and field trips of various kinds. Several teachers stated that the short school day is largely responsible for shortened periods for vocational agriculture. For efficient instruction in farm shop and certain other phases of work, the periods should be more than sixty minutes in length. It will be difficult to provide longer periods unless the school day in most schools is lengthened.

In a majority of the schools visited, the agricultural classroom is in one building, the shop in another, and the canning plant in still another. Often the various units are some distance from each other and are very poorly housed. No doubt, this has resulted from the fact that these facilities have been added in recent years, after the main school buildings were provided. In some communities, where new agricultural buildings are being erected, all, or virtually all, of the instructional facilities are being placed under one roof and adequate space is being provided for each phase of work. This should make for more effective instruction. Unfortunately, there are too few of these new-type school units.

For a number of years, it has been the policy of the state board of education to encourage the use of local agricultural advisory committees. Many of the agricultural teachers are not making full use of these committees.
Such committees, if properly used, can be of great value to teachers in helping them to develop sound, effective instructional programs in keeping with local needs.

At present pupils enrolled in high school vocational agriculture are allowed one and one-half units per year toward graduation for each of the first two years, and one unit for the third year, making four units for three years' work. This tends to encourage pupils to drop out of vocational agricultural classes at the end of the second year, or at the age when they could benefit most from the instruction. The organization of the vocational agriculture courses should be changed so that the increased credit comes in the last two years. Four units for three years' work should be on condition that the pupil completes a satisfactory supervised farming program.

**HOME ECONOMICS EDUCATION**

A total of 61,450 persons were enrolled in all types of federally aided vocational home economics classes in South Carolina for the fiscal year ending June 30, 1947. The enrollment in home economics education for 1946-47 was distributed as follows:

- All-day .......................... 24,614
- Evening .......................... 36,836

Total .............................. 61,450

In 1946-47, a total of 320 white and 162 Negro teachers of home economics were employed in the public schools of South Carolina.

**Evaluation of Home Economics Instruction and Facilities**

In a large percentage of the schools in South Carolina, home economics instruction is offered for only two years. In the schools for white youth, five schools offer only one year of home economics education; 132 schools, two years; ninety-three schools, three years; and eighteen schools, four years. In the schools for Negro youth, ten offer only one year of home economics education; eighty-two offer two
years; thirty-four, three years; and eight, four years. Virtually all home economics teachers and school administrators agree that more than two years of home economics education should be offered in every senior high school. However, this situation cannot be improved materially as long as the majority of high schools are small.

In a majority of the schools, the amount of equipment and space for home economics education is inadequate. Much of the equipment that is available is modern and desirable. This is especially true in schools for white youth. Yet, there is not enough equipment to do effective teaching with full home economics classes. In many departments there are only two or three stoves and one or two sewing machines. In the schools for Negroes, the little equipment available is in bad repair. In many schools, the classes are too large for the amount of floor space and equipment.

Every home economics teacher interviewed in schools operating on a sixty-minute class schedule complained of the short period. They insist that it is especially a handicap to good teaching in the foods laboratory. Girls are now being taught food preparation for a whole meal rather than one item at a time. This, of course, makes a period of at least ninety minutes desirable, if not essential.

In many schools there seems to be little relationship between home projects and classroom instruction. Indeed, there are many girls who do not have home projects in home economics. Especially is there a lack of home projects being carried on by girls enrolled in city schools. The program could be made much less academic if practical projects were carried on by the girls enrolled in the home economics classes.

Most teachers interviewed desire more district meetings for the purpose of professional improvement. They also want more short summer courses provided.

There is definite need for additional instructional materials and teaching aids. Most of the teachers interviewed indicate that they need more books and bulletins dealing with the various aspects of home economics. They also desire more audio-visual aids. They especially emphasize
a need for a greater quantity of reference books dealing with all phases of home economics education.

Many of the home economics teachers are assigned responsibilities for other subjects and extra-curricular activities. This makes it difficult for such teachers to carry a full program of home economics education for in-school and out-of-school groups. It is neither economical nor sound to use home economics teachers to carry on activities for which they are not trained while neglecting to develop a vitally needed comprehensive program of home economics education. Many teachers stated they could devote more time to out-of-school groups if relieved of duties unrelated to home economics. The solution to this problem is tied in with one of greater importance. South Carolina will never provide the necessary floor space, equipment, and instruction as long as the state has such a large number of high schools with fewer than 300 students enrolled.

Several of the home economics teachers and school administrators interviewed stated that instruction could be improved if special assistant teachers working under the supervision of regular home economics instructors could be employed to help with instructional programs for out-of-school youth and adults.

**TRADE AND INDUSTRIAL EDUCATION**

A total of 5,493 persons were enrolled in all types of trade and industrial classes in South Carolina during the fiscal year ending June 30, 1947.

Enrollments in trade and industrial classes were distributed as follows:

<table>
<thead>
<tr>
<th>Type</th>
<th>Enrollment</th>
</tr>
</thead>
<tbody>
<tr>
<td>All-day</td>
<td>2,175</td>
</tr>
<tr>
<td>Part-time</td>
<td>2,189</td>
</tr>
<tr>
<td>Evening Trade Extension</td>
<td>718</td>
</tr>
<tr>
<td>Diversified Occupations</td>
<td>411</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>5,493</strong></td>
</tr>
</tbody>
</table>

During the fiscal year ending June 30, 1947, a total of 131 teachers and coordinators of trade and industrial education were employed in the public schools of
South Carolina. Of this number, fifty-five were employed on a full time basis and seventy-six on a part-time basis. In 1946-47 at least one type of trade and industrial education was offered in thirty-six counties and in fifty-nine communities of the state.

The Murray Vocational School, Charleston, is one of the oldest and best known trade and industrial schools in the South. It began operation at its present site in the fall of 1923 and has made a great contribution to the people and to the industry of Charleston and the surrounding vicinity. The splendid work being done in trade and industrial education at the Parker District School, Greenville, is recognized throughout the nation. There are other schools in South Carolina with good programs of trade and industrial education, but none have been in successful operation as long as the Murray School and the Parker District School. These two schools are mentioned as good examples for local school administrators and board members of the state to visit and study.

The Parker and Murray Schools are, to some extent, serving as area vocational schools under local control. Pupils living outside the regular school district are accepted for training. The Parker and the Murray schools have advisory committees composed of equal representation of labor and management. These committees have proved to be of invaluable service to the school officials in keeping programs on a sound, efficient, and justifiable basis.

During 1947-48, two state-operated area vocational schools were developed in South Carolina—one for whites, located near Columbia, and the other for Negroes, located near Denmark. The enrollment in these schools at the present time is made up primarily of veterans of World War II. Some physically handicapped individuals are also enrolled. Both schools have boarding facilities. The school for whites is equipped to serve an enrollment of approximately 425 students and the school for Negroes has facilities for an enrollment of 240 students. These two institutions are being developed through special appropriation of $500,000 made by the 1947 General Assembly of
South Carolina. These schools have been established to serve youth who live in rural communities or small cities where trade and industrial education is not available, or where only limited offerings are available. They may also be used to help meet the training needs of physically handicapped persons.

**Evaluation of Trade and Industrial Instruction and Facilities**

Members of the committee were impressed by the quality of instruction being given in the better trade and industrial schools and classes visited. At the Murray and Parker schools, for example, there is every evidence that pupils are receiving instruction in the most recent knowledges and skills pertaining to the various occupations being studied.

There is some evidence that many of the instructors need assistance in methods of teaching. The teachers interviewed are fully qualified tradesmen, but they have had little training to prepare them for conducting systematic instruction. They are in need of teacher training assistance on either an itinerant basis or through short intensive training programs. It is generally recognized in the trade and industrial field that it is easier to make a teacher out of a tradesman than it is to make a tradesman out of a teacher.

In most of the trade and industrial schools and departments visited, the equipment and training facilities are reasonably adequate for the limited number of shops in operation. Much new equipment has been added to the schools in recent years through the vocational training program for war production workers, the veterans program, and the war surplus equipment program. This free, or virtually free, equipment is giving rise to a type of development in many states that is not sound. South Carolina is no exception. Many small schools—some virtually removed from industry—have obtained limited amounts of equipment and are now trying to operate trade programs. Such
programs can become very uneconomical and ineffective so far as training is concerned.

In most of the schools, there is a very definite need for expanded floor space, and in some, pressing need for certain types of up-to-date modern equipment. Up-to-date equipment is most important for training in trades and industrial education. Otherwise, the training may be of little value in helping an individual to obtain, hold, or make progress in a job.

At the two area trade schools operated by the state, the equipment on hand, or on order, appears to be adequate for the shops now in operation. Most of it is modern and of good quality. There is adequate floor space at the school for whites near Columbia. The floor space at the school for Negroes is not, as yet, adequate. In general, the buildings at both places are of a temporary nature and will not last many years unless they are given some type of semi-permanent treatment.

Most of the teachers interviewed indicated that more teaching materials are needed than are now available. Some very good materials have been developed but instructional aids in many occupational fields in which training is being offered in South Carolina are needed. Since many trade teachers come directly from industry and have had little or no experience in developing teaching materials, it is most desirable that the state vocational officials, in cooperation with teacher training personnel, be responsible for the preparation of proper materials for use of teachers.

The diversified occupations program which is being carried on in twenty-four schools for white youth and four schools for Negroes in South Carolina gives youth an opportunity for trade training in communities that do not, or cannot, provide school shop facilities for regular day training programs. This program has many possibilities for providing some vocational education experience. Progress in developing such programs has been seriously handicapped for lack of trained coordinators. However, close supervision must be provided and persons who serve as coordinators must be well-trained if effective work is
to be expected. There is a tendency for some coordinators to allow students to accept all kinds of jobs—including "blind alley" jobs—whether there is need for training to prepare for the work or not. Sometimes coordinators allow students to accept jobs in fields other than the trade field. If students are in too wide a variety of jobs, it is almost impossible for the coordinator to provide sound related training for all the occupations in which students are employed.

A more adequate related training program for indentured apprentices should be provided. Under most labor union regulations, apprentices must have a certain amount of related training before they can become journeymen. The vocational authorities of the state have an agreement with the Federal Apprenticeship Training Service to provide related training for all apprentices. According to the Regional Director of the Federal Apprenticeship Training Service, only 50 per cent of 1,048 indentured apprentices in South Carolina were enrolled in related classes as of April 30, 1948. Every effort should be made to provide related training for all apprentices.

**DISTRIBUTIVE EDUCATION**

A total of 4,389 persons were enrolled in all types of federally aided distributive education classes in South Carolina during the fiscal year ending June 30, 1947.

The enrollment for 1946-47 was distributed in the following types of classes:

<table>
<thead>
<tr>
<th>Type of Class</th>
<th>Enrollment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cooperative Classes</td>
<td>403</td>
</tr>
<tr>
<td>Evening Classes</td>
<td>3,014</td>
</tr>
<tr>
<td>Part-time Extension Classes</td>
<td>972</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>4,389</strong></td>
</tr>
</tbody>
</table>

During the fiscal year ending June 30, 1947, forty-five teachers and coordinators of distributive education were employed in the public schools of South Carolina. Of this number, thirty were employed on a full-time basis and fifteen on a part-time basis. Some type of distributive education was offered in fifteen counties and thirty-five communities of the state during 1946-47.
The program of distributive education had its beginning in South Carolina, as in most states, in 1937, following the passage of the George-Deen Act. The federal funds may be used only for instruction of persons employed full-time or part-time in distributive occupations.

**Evaluation of Distributive Education and Facilities**

A great majority of the students enrolled in distributive education are persons employed full-time. The quality of the instruction offered such groups is apparently very good, since some employers consider it worth-while to allow their employees to attend classes during working hours. However, the bulk of such training is in evening classes.

Members of the committee were impressed with the distributive education teachers and coordinators interviewed. On the whole, they are well qualified by training and years of actual experience in distributive education. To gain the confidence of persons engaged in distribution, a teacher or coordinator must know the field and be able to talk the language. This requires experience in the field.

The program in distributive education could be improved if more adequate teaching aids were provided. More visual aids are especially needed. Many bulletins giving teaching content for several occupational fields in distribution are greatly needed. There is also need for additional reference materials, including books on various distributive occupations for use of students enrolled in cooperative classes.

Some coordinators or teachers devote full time to pupils in the upper secondary school grades who go to school part-time and work part-time. It would be easier for these coordinators or teachers to keep up-to-date if they devoted a part of their time to teaching adults. The contact with managers and operators of distributive establishments possibly through evening class work would also help coordinators to do a more satisfactory job of guidance and placement of students in part-time employment.

87
VOCATIONAL GUIDANCE

Very few guidance services are provided in the public schools of South Carolina. Of course, every school has guidance of an incidental nature, but only a few schools have a planned program to assist all the students with their many and varied problems. The Greenville Senior High School is an example of one school in the state now in the process of developing a comprehensive guidance program for all its students.

The vocational teachers and officials of South Carolina are fully aware of the importance of vocational guidance as a definite and integral part of vocational education. Agriculture teachers, for example, must counsel with students regarding the type of farming they shall become engaged in and whether or not it is likely to be profitable. More effective vocational guidance could be done by vocational teachers if cumulative records of students, including records of various tests, were available for study before students are enrolled in programs of training for definite occupations.

Choosing one of the many socially approved occupations in the modern social and economic surroundings in which youth find themselves presents many problems to students with their diversity of interests and abilities. The school should provide every possible assistance in helping youth make the most intelligent choice consistent with all available information about himself and the world of work. More positive and definite planning is essential to better service for youth. A program of guidance will aid teachers and administrators to understand and help students, and will aid students to understand and help themselves.

RECOMMENDATIONS

1. South Carolina should undertake immediately a study of its numerous school units and establish a long-range plan leading to the consolidation of many smaller units into units of sufficient size to provide a varied, well-equipped, and adequately financed program of vocational education.
2. Every full-time student or out-of-school youth fourteen years of age or older and all adults desiring training should have the opportunity to participate in any one of the several phases of vocational education. This provision is dependent in large measure upon fulfillment of the preceding recommendation.

3. In each high school there should be adequate vocational educational personnel to meet the vocational training needs of in-school groups and out-of-school youth and adults. This would necessitate the employment of many additional teachers in the several fields of vocational education.

4. Each teacher who teaches vocational education to in-school groups should also conduct evening or part-time classes for out-of-school youth and adults wherever feasible.

5. Every phase of the vocational education program should be adequately staffed, financed, housed, and equipped. Allotment of insufficient operating expenses to vocational education greatly handicaps effective training.

6. The expansion of the vocational education program should be gradual. This is desirable in order to develop fully qualified teachers and to provide adequate equipment and facilities before new programs are initiated.

7. Studies should be undertaken with the purpose of better arranging, or lengthening, the class periods for vocational education. The nature of the courses and materials, the teaching procedure, and the frequent necessity for a change of clothing, require a period much longer than the regular school period.

8. Adequate teaching material should be provided. Reference books, bulletins in the several specialized areas, charts, teaching aids, and visual aid materials are inadequate in the majority of South Carolina schools. The division of vocational education in the state department of education, with the cooperation of other state agencies and institutions, should provide leadership in the preparation of teaching materials.

9. The two state-operated area trade schools should be continued, but no additional area trade schools under state
control should be established in the immediate future. Rather, a number of area schools under local control as a part of a comprehensive high school should be developed. The state controlled schools should be used to serve youth living in rural communities or small towns where trade and industrial education is impractical and to provide training in certain specialized trades that are not offered elsewhere in the state.

10. Appropriate legislation should be enacted to permit development of area schools under local control. Some additional means of financial support should be provided to care for the instructional cost of students living outside the jurisdictional area of the school. Proper safeguards should be established to prevent a rapid and unwarranted development of such area vocational schools.

11. The method of awarding high school credits for vocational agriculture should be changed. The courses should be organized so that one and one-half unit courses come in the last two years.

12. The program of providing related training for indentured apprentices should be expanded. All apprentices should have the opportunity to enroll in related training.

13. More emphasis should be placed upon the guidance service in the schools.

14. Regular meetings of the vocational education teachers, on both county and district levels, should be continued. At such meetings, there should be some cooperation with all interested groups in the community who are seeking to attack the same problems from a different approach.
V
THE SCHOOL PERSONNEL

Of prime importance are the men and women who are the teachers of South Carolina's children and youth. Does the teaching profession attract the ablest people and, if not, how may the quality of the school personnel be improved?

Some questions which must be considered are: What are the characteristics of the teachers? How are they chosen? How are they encouraged to grow? What are their working conditions? How much pay will attract better teachers? How should teachers be educated?

Recommendations regarding South Carolina's school personnel, which were determined by a committee of educators and laymen, are based on information secured from teachers and administrators, interviews with fifteen faculty groups, conferences with educational leaders, analysis of published and unpublished documents, and several lively committee meetings.

COMPOSITION OF INSTRUCTIONAL PERSONNEL

The distribution of the instructional personnel is shown in Table 12. The elementary teachers who comprise 71 per cent of the total school personnel are the largest single group. There are 6,146 white elementary teachers, 32 per cent of whom are in small elementary schools. Of the 5,282 Negro elementary teachers, 62 per cent are in small elementary schools. The data show that 218 white and 812 Negro teachers are employed in one-teacher schools.

The high school teachers make up 25 per cent of the entire school personnel of the state. Of the 3,126 white high school teachers, nearly 47 per cent are in high schools which have an enrollment of more than 300 pupils. Administrators and supervisors constitute 4 per cent of the total school personnel.

Some of the basic characteristics of teachers such as age, marital status, and sex have a bearing on the quality of instruction. The employment of every new teacher must
## TABLE 12

DISTRIBUTION OF INSTRUCTIONAL PERSONNEL BY TYPE OF SCHOOL OR ADMINISTRATIVE UNIT, 1946-47*

<table>
<thead>
<tr>
<th>Type of School or Administrative Unit in Which Employed</th>
<th>White Teachers</th>
<th>Negro Teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Per Cent</td>
</tr>
<tr>
<td>Elementary Schools</td>
<td></td>
<td></td>
</tr>
<tr>
<td>One-teacher</td>
<td>218</td>
<td>2.3</td>
</tr>
<tr>
<td>2-4 teachers</td>
<td>1,738</td>
<td>17.9</td>
</tr>
<tr>
<td>5 or more teachers</td>
<td>4,190</td>
<td>43.2</td>
</tr>
<tr>
<td>Total</td>
<td>6,146</td>
<td>63.4</td>
</tr>
<tr>
<td>High Schools</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Enrollment (accredited high schools)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>300 or more</td>
<td>1,463</td>
<td>15.0</td>
</tr>
<tr>
<td>100-299</td>
<td>1,271</td>
<td>13.1</td>
</tr>
<tr>
<td>99 or fewer</td>
<td>392</td>
<td>4.1</td>
</tr>
<tr>
<td>Non-accredited high schools</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>3,126</td>
<td>32.2</td>
</tr>
<tr>
<td>Administrators</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Elementary principals</td>
<td>93</td>
<td>0.9</td>
</tr>
<tr>
<td>High school principals</td>
<td>71</td>
<td>0.7</td>
</tr>
<tr>
<td>Supervisors</td>
<td>6</td>
<td>.06</td>
</tr>
<tr>
<td>District superintendents</td>
<td>219</td>
<td>2.3</td>
</tr>
<tr>
<td>County superintendents</td>
<td>46</td>
<td>.44</td>
</tr>
<tr>
<td>Total</td>
<td>435</td>
<td>4.40</td>
</tr>
<tr>
<td>Grand Total</td>
<td>9,707</td>
<td>100.0</td>
</tr>
</tbody>
</table>

*All figures were taken from published and unpublished data prepared for use in the 1946-47 annual report of the State Superintendent of Education but attention is called to the following items:

1. Number of accredited high schools according to enrollment

<table>
<thead>
<tr>
<th>Enrollment</th>
<th>White</th>
<th>Negro</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>300 or more</td>
<td>55</td>
<td>20</td>
<td>75</td>
</tr>
<tr>
<td>100-299</td>
<td>154</td>
<td>28</td>
<td>182</td>
</tr>
<tr>
<td>99 or fewer</td>
<td>94</td>
<td>3</td>
<td>102</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>303</td>
<td>56</td>
<td>359</td>
</tr>
</tbody>
</table>

These 303 high schools for whites and 56 high schools for Negroes are in 297 systems.

2. Although the above figures do not show this, there are actually 207 white superintendents in charge of these high schools. Also, there are actually 56 Negro high school principals in charge of the 56 approved Negro high schools. It is impossible to give an accurate count on the white high school principals since the superintendent serves as principal in many of the small high schools.

3. Figures for junior high schools are not available. The high school supervisor lists 12 junior high school units in 8 school systems. When the reorganization into the twelve-year program is complete, figures for junior high schools should be available.

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be weighed carefully in order to determine how it will affect a continuously proper balance of young and old, married and single, men and women teachers.

The white teachers of South Carolina are fairly well distributed over the whole age-range from about twenty years to seventy years. Among the Negro teachers the distribution is fairly regular up to the age of forty-five years after which the number of teachers at each age level drops sharply. The retirement plan will gradually eliminate teachers of more than sixty-five years of age. If the present age distribution is maintained there is no danger of developing an excessively large group of young or old teachers.

The median age of white teachers is thirty-eight years; the median age of Negro teachers is about thirty-three years. In general, therefore, the teaching corps is a mature group. Nearly three-fourths of the white teachers and two-thirds of the Negro teachers are more than thirty years of age. About 10 per cent of all the teachers are more than fifty-five years of age.

About 57 per cent of the teachers are married. Approximately 12 per cent of the superintendents report that they do not employ married women. The best available teachers should be employed without discrimination against married teachers.

Half of the city teachers are single and two-thirds of the rural teachers are married. It seems, therefore, that the rural schools depend largely upon local married women who are available, though not always qualified teachers. This situation probably will correct itself as the salary scale is raised to attract recent college graduates.

There is an acute shortage of men in the public schools of South Carolina. The women outnumber the men nine to one in the schools for white children and eight to one in the schools for Negro children. In the high schools 24 per cent of the white teachers and 36 per cent of the Negro teachers are men. Of the 579 white men completing

These figures are based on an unpublished tabulation of certificate holders prepared by the Division of Teacher Education and Certification.
their college courses in 1946-47, only thirty-one were enrolled in the teacher education programs.\(^2\)

The most recent available comparable figures are reported for 1944-45 by the National Education Association. Men comprise 9.2 per cent of the teachers in South Carolina. This percentage is considerably below the national average of 15.4 per cent.\(^3\)

Children and youth need the influence of both men and women. Teaching as a career will have to be made more attractive if increasing numbers of men are to be drawn into the public schools. Some local districts have granted salary supplements to married men.

For the protection of the children in the public schools, teachers who expose the children to contagious or infectious diseases should not be employed. The teacher who is below par mentally or physically is likely to be irritable or impatient and unfit to associate with children.

Reports from the representative counties show that 28 per cent of the white teachers and 9 per cent of the Negro teachers have had no physical examination nor have they been certified as physically fit to teach. Immunization against typhoid is reported by 82 per cent of the white teachers and 87 per cent of the Negro teachers; 97 per cent of the white teachers and 93 per cent of the Negro teachers have been immunized against smallpox. Difficulty in hearing pupils speak in class is reported by 4 per cent of the white teachers and 5 per cent of the Negro teachers.

The beginning teacher is required to present a health certificate showing that he is free from all contagious diseases and from undue physical handicaps. According to the General School Law of South Carolina, a teacher is required to secure a health certificate from a physician, certifying that he is not infected with tuberculosis or any other contagious disease. The law should be amended to require a complete physical examination annually.

EDUCATION OF TEACHERS

A comparison of the data from 1945-46 to 1947-48 shows an improvement in the educational status of teachers in South Carolina. The number of white teachers holding a bachelor's degree increased by 134; the number of Negro teachers holding a bachelor's degree increased by 664. In 1947-48, 71 per cent of the white teachers and 42.6 per cent of the Negro teachers had a bachelor's degree. About 10 per cent of the white teachers had less than two years of college work. About 24 per cent of the Negro teachers had less than two years of college work. (See Table 13.)

TABLE 13
EDUCATION OF TEACHERS EMPLOYED IN SOUTH CAROLINA 1945-46, 1946-47, 1947-48*

<table>
<thead>
<tr>
<th>Education of Teacher</th>
<th>1945-46</th>
<th>1946-47</th>
<th>1947-48</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Per Cent</td>
<td>Number</td>
</tr>
<tr>
<td>White</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Master's Degree</td>
<td>519</td>
<td>5.2</td>
<td>586</td>
</tr>
<tr>
<td>Bachelor's Degree</td>
<td>6,265</td>
<td>62.6</td>
<td>6,234</td>
</tr>
<tr>
<td>2 and 3 yrs. College</td>
<td>1,878</td>
<td>18.8</td>
<td>1,827</td>
</tr>
<tr>
<td>Less than 2 yrs. College</td>
<td>1,340</td>
<td>13.4</td>
<td>1,148</td>
</tr>
<tr>
<td>Total</td>
<td>10,002</td>
<td>100.0</td>
<td>9,795</td>
</tr>
<tr>
<td>Negro</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Master's Degree</td>
<td>33</td>
<td>.5</td>
<td>41</td>
</tr>
<tr>
<td>Bachelor's Degree</td>
<td>2,067</td>
<td>32.4</td>
<td>2,369</td>
</tr>
<tr>
<td>2 and 3 yrs. College</td>
<td>2,024</td>
<td>31.7</td>
<td>2,110</td>
</tr>
<tr>
<td>Less than 2 yrs. College</td>
<td>2,255</td>
<td>35.4</td>
<td>1,890</td>
</tr>
<tr>
<td>Total</td>
<td>6,379</td>
<td>100.0</td>
<td>6,410</td>
</tr>
</tbody>
</table>

*These figures, taken from the application of school districts for state aid, include teachers employed on standard certificate and emergency permits.

The level of preparation of South Carolina teachers compares favorably with other states, although not all teachers have completed the four-year standard teacher education curriculum which is generally accepted as the minimum preparation for a teaching position. Many teachers received their training before this became the generally accepted standard. This situation will improve gradually as the teachers complete their educational requirements for advancement on the salary scale.
The large elementary schools have a greater proportion of teachers who are college graduates than the small elementary schools. Conversely, the small elementary schools have the largest percentage of teachers with less than two years of college training. Table 14 shows that the percentage of teachers who have a bachelor’s degree or better in the larger elementary schools is approximately three times the percentage who have degrees in the one-teacher schools. In the one-teacher schools only 28 per cent of the white teachers and 9 per cent of the Negro teachers have college degrees. In the elementary schools of eleven or more teachers 79.5 per cent of the white teachers and 61.5 per cent of the Negro teachers have college degrees.

Another criterion which may be used for evaluating

<table>
<thead>
<tr>
<th>TABLE 14</th>
</tr>
</thead>
<tbody>
<tr>
<td>PER CENT OF TEACHERS IN SOUTH CAROLINA SCHOOLS OF DIFFERENT SIZES ACCORDING TO THE CLASS OF CERTIFICATE HELD, 1947-48</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Class of Certificate</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
</tr>
<tr>
<td>M.A.</td>
</tr>
<tr>
<td>Size of Schools</td>
</tr>
<tr>
<td>Elementary</td>
</tr>
<tr>
<td>White</td>
</tr>
<tr>
<td>1-Teacher</td>
</tr>
<tr>
<td>2-4 Teachers</td>
</tr>
<tr>
<td>5-10 Teachers</td>
</tr>
<tr>
<td>11 or more Teachers</td>
</tr>
<tr>
<td>Negro</td>
</tr>
<tr>
<td>1-Teacher</td>
</tr>
<tr>
<td>2-4 Teachers</td>
</tr>
<tr>
<td>5-10 Teachers</td>
</tr>
<tr>
<td>11 or more Teachers</td>
</tr>
<tr>
<td>High School</td>
</tr>
<tr>
<td>White</td>
</tr>
<tr>
<td>2-4 Teachers</td>
</tr>
<tr>
<td>5-10 Teachers</td>
</tr>
<tr>
<td>11 or more Teachers</td>
</tr>
<tr>
<td>Negro</td>
</tr>
<tr>
<td>2-4 Teachers</td>
</tr>
<tr>
<td>5-10 Teachers</td>
</tr>
<tr>
<td>11 or more Teachers</td>
</tr>
</tbody>
</table>

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the preparation of the teachers is the score on the National Teachers Examinations, indicated by the grade of certificate. In the one-teacher schools 17.3 per cent of the white teachers and 2.0 per cent of the Negro teachers have a Grade A certificate, while in schools with eleven or more teachers, 47.0 per cent of the white teachers and 8.5 per cent of the Negro teachers have a Grade A certificate.

Since all teachers in the high schools are required by state board of education regulations to hold a bachelor's degree, the comparison of the education of teachers found in the small and large high schools is based on the percentage who hold master's degrees. In the high schools which employ from two to four teachers 5.2 per cent of the white and 0.8 per cent of the Negro teachers hold master's degrees. In the schools that employ eleven or more teachers 18.1 per cent of the white teachers and 7.9 per cent of the Negro teachers hold master's degrees. Therefore, in the high schools as well as in the elementary schools, the percentage of well-qualified teachers in the large schools is almost three times that of the teachers employed in the small schools.

The scores of the teachers on the National Teachers Examinations tell a similar story. In the small high schools 55.3 per cent of the white teachers and 10.5 per cent of the Negro teachers have a Grade A certificate. In the larger schools with eleven or more teachers, 70.1 per cent of the white teachers and 27.1 per cent of the Negro teachers have Grade A certificates.

These data indicate that the children who attend the small schools of the state, either elementary or high, are being denied the privilege of having teachers who are as well qualified as those in the large schools. Consequently, children in the rural areas where the small schools are located are not being provided equal educational opportunities. Only a reorganization of school districts into larger administrative units and the relocation of attendance areas can correct this inequality.

Due to the shortage of teachers, 7 per cent of the new white teachers and 22 per cent of the new Negro teachers
employed in 1946-47 did not have a bachelor's degree. As better salaries attract more college graduates to the teaching profession this situation will be improved. Furthermore, inadequately educated teachers will seek to improve themselves in order to qualify for higher salaries.

The regulations for the certification of teachers have strongly influenced the professional training of the teachers in the last few years. In the past five years 75 per cent of the white teachers and 92 per cent of the Negro teachers have attended college. Of this group about half of the teachers attended summer school, about a third took extension courses, and one-sixth took the regular college courses.

CERTIFICATION OF TEACHERS

Much attention has been given within recent years to the education and certification of teachers in South Carolina. New regulations based upon extensive study go into effect on a full basis for the first time in June, 1948.

The new certification program has not been in operation a sufficient length of time for an adequate evaluation to be made. It should have an opportunity to function before significant revisions are made unless there are obvious and glaring defects.

There is widespread and wholehearted acceptance of the certification regulations. Teachers and administrators approve salary differentials based upon preparation and length of experience. They also endorse the differences in salary paid to teachers in the four levels based on the results of the National Teacher Examinations. The point made most frequently is that it insures a certain breadth of knowledge at the beginning of a professional career.

Teachers have attended summer school and extension courses in greater numbers since the recertification regulations were put into effect. On the whole, the teachers report that the experience was useful and inspiring.

All South Carolina teachers are required to take the National Teacher's Examinations. The examinations measure the understanding and use of the English language;
reasoning ability; general cultural information, including knowledge of contemporary affairs; and understanding of professional goals and practices in education.

The score ranges for the different grades are based on the distribution of scores of teachers in service. They are as follows: Grade A—the upper 25 per cent of the scores; Grade B—the middle 50 per cent of the scores; Grade C—the lower 10-25 per cent of the scores; and Grade D—the lower 10 per cent of the scores.

The score intervals for the different grades are as follows: Grade A—507 and above; Grade B—353-506; Grade C—303-352; and Grade D—302 and below. These score intervals were formulated two years ago. They are now too low to provide distribution called for in the certification regulations. The distribution of the teachers employed in 1947-48 according to the grade of certificate was: A—29.45 per cent; B—50.04 per cent; C—13.30 per cent; and D—7.21 per cent. The score intervals should be adjusted periodically to make the percentage of teachers in each grade conform to the certification regulations.

The grade of each certificate holder is determined by the candidate’s score on the National Teacher Examinations. Table 15 shows the number of elementary and high school teachers in each group. The high school teachers as a group achieve higher scores on the examination than elementary teachers. More than 99 per cent of the white high school teachers and 96 per cent of the white elementary teachers fall in Grades A and B. About 84 per cent of the Negro high school teachers and 43 per cent of the Negro elementary teachers fall in Grades A and B. Combining the elementary and high school teachers, 97 per cent of all the white teachers and 53 per cent of all the Negro teachers are in the A and B groups. Conversely, 3 per cent of the white teachers and 47 per cent of the Negro teachers are in the C and D groups.

The mean score of white teachers on the National Teacher Examinations taken before October, 1946 is 481 and the mean score of Negro teachers is 347. The mean score of white teachers is close to the expected average
### TABLE 15

**DISTRIBUTION OF TEACHING PERSONNEL BY GRADE OF CERTIFICATE—1947-48**

<table>
<thead>
<tr>
<th>School</th>
<th>Grade A</th>
<th>Grade B</th>
<th>Grade C</th>
<th>Grade D</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Num-ber</td>
<td>Per-Cent</td>
<td>Num-ber</td>
<td>Per-Cent</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>White</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>High School</td>
<td>2,069</td>
<td>64.2</td>
<td>1,138</td>
<td>35.3</td>
</tr>
<tr>
<td>Elementary</td>
<td>2,015</td>
<td>34.0</td>
<td>3,649</td>
<td>61.6</td>
</tr>
<tr>
<td>Total</td>
<td>4,084</td>
<td>44.6</td>
<td>4,787</td>
<td>52.4</td>
</tr>
<tr>
<td>Negro</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>High School</td>
<td>164</td>
<td>17.6</td>
<td>612</td>
<td>65.9</td>
</tr>
<tr>
<td>Elementary</td>
<td>195</td>
<td>3.6</td>
<td>2,150</td>
<td>39.3</td>
</tr>
<tr>
<td>Total</td>
<td>359</td>
<td>6.1</td>
<td>2,762</td>
<td>46.5</td>
</tr>
</tbody>
</table>

* The totals do not include permit teachers who have not taken the National Teacher Examinations and those for whom no grade is recorded.

The lower mean score of the Negro group brings the mean score for all teachers in South Carolina to 430. The mean score of 3,426 teachers outside of South Carolina who took the 1947 examinations was 607. This figure is given for the general information of the reader. It is not intended as a basis for comparison because the teachers from other states were not an unselected group.

In April, 1945 the director of examinations for South Carolina computed the mean scores of 5,812 candidates including 600 college graduates on each of the eleven parts of the examination. The lowest scores were made in current social problems, history, social studies, the fine arts, and professional information. These results may indicate the weaknesses of South Carolina teachers which should be corrected through the projects in the in-service education of teachers.

Teachers who hold a Grade D certificate have very low scores and are in the lowest 10 per cent. Circumstances may justify employing these teachers as beginning teachers, but they should not be recertified unless within a period of time, seven years, they are able to advance themselves to a C or higher grade.
Figures for the school year 1946-47 show that 4,023 standard certificates had been issued to individuals not listed as teaching on state aid applications. These include 2,744 whites and 1,279 Negroes. Of these 2,744 certified non-teaching whites 2,123 held certificates in Class I, II, and III while 781 emergency permits were issued, 343 of which went to persons with less than two years of college training. Over the same period 726 emergency permits were issued to Negroes, 560 of which went to persons with less than two years of college, while there were 579 certified non-teaching Negroes holding certificates in Class I, II, and III. While it is reasonable to assume that this certified non-teaching group includes many employed persons who are not interested in teaching positions, it is apparent that the teacher shortage in South Carolina might be alleviated if a registry of certified non-teaching persons were available to employing officers.

The division of teacher education and certification should maintain a list of qualified, certified, and unemployed teachers. This list should be made available to employing officers upon their request. Since the division has been empowered to maintain such a registry, this service should be put into operation immediately.

At the present time Class II in the state aid schedule is an intermediate step between the holder of the bachelor's degree and the master's degree. In this group the teacher is required to complete eighteen semester hours of graduate work. This represents no program for professional improvement and no coherent plan of graduate study. Class II should be eliminated from the state aid schedule and certification plan.

A study made by the State Council on Teacher Education culminated in a suggested curriculum to be used as a basis for the certification of principals, superintendents, and supervisors. The state board of education has approved these certification requirements which were prepared under the direction of the division of teacher education and certification. This represents a beginning toward
the employment of qualified leaders upon whom the progress of the schools depends.

Administrative certificates should be issued based upon Grades A and B, Class I certificates of teachers and should carry state aid appropriate to the preparation, experience, and duties expected of the holder.

Since some teachers are interested in preparing themselves for teaching beyond the master's degree, recognition should be extended to the doctoral degree, provided of course, that the work toward the degree is of such nature as to be related to the work of the teacher. A certification category for those who have a doctor's degree for specific work in the schools should be provided by the state board of education.

EXPERIENCE AND TENURE OF TEACHERS

On the average, the South Carolina teacher is an experienced worker. The range of experience is from less than a year to more than 40 years. The median white elementary teacher has had about 13 years of experience; the high school teacher, 9 years. The median Negro elementary teacher has had about 10 years of experience; the high school teacher, 7 years. Slightly more than 30 per cent of the white elementary teachers and 19 per cent of the high school teachers have taught more than 20 years. About 21 per cent of the Negro elementary teachers and 10 per cent of the high school teachers have taught more than 20 years.

About two-thirds of the teachers have not reached the limit of their annual increments which, with the exception of those who have met all training requirements, should motivate them to improve themselves professionally.

There are considerably more teachers in the younger than in the older age brackets. However, the data show that the influx of beginning teachers during the last three years has been retarded. If the present trend continues the balanced distribution of young and old teachers may be disturbed, which again emphasizes the need for a vigorous
effort to attract college students to the teaching profession and to the levels on which they are needed most.

The average white teacher has taught in three different schools and the average Negro teacher has taught in two different schools. The average white rural teacher has taught in four different schools. Roughly, 15 per cent of the white teachers have taught in six or more schools.

These data demonstrate that the teaching corps in each of the schools does not have much stability. It is impossible to maintain continuity of policy when practically the whole teaching staff has to be replaced every three or four years.

**Professional Growth of Teachers**

Membership in the state and local professional organizations among teachers in the representative counties is very good. However, about half of the white teachers and 17 per cent of the Negro teachers are members of their national associations.

The largest membership in professional organizations is found in those school systems in which the administrator assumes responsibility for promoting professional growth. There is a need for improving the morale of the teachers and building professional loyalty through participation in organized groups.

In numerous conferences the teachers gave the impression that the meetings of county teachers’ organizations were not devoted to matters of instructional improvement. On the other hand, a meeting which included a demonstration of the teaching of reading was particularly praised.

Meetings of county organizations should be concerned with instructional as well as welfare problems. They should provide for widespread participation by all the teachers. The total organization should be divided into interest groups under the leadership of teachers. The meetings should include some entertainment and fellowship.

During the last term 24 per cent of the white teachers and 35 per cent of the Negro teachers attended no faculty meetings. In conferences with school faculties, the impression was received that meetings of the staff were de-
voted to trivial and routine matters. One exception is included here to serve as a model for all schools.

In an outstanding school there was an unusual amount of teacher participation in leadership. The instructional problems were assigned to several committees. The teachers were given many opportunities to determine school policy. The faculty developed a course of study in English which is being used in all the schools of the city.

Much may be accomplished through the cooperative effort of teachers in the individual school. Faculty meetings should be more extensively devoted to the consideration of instructional problems.

The median teacher reads one or two professional magazines regularly. Nearly one-half of the white teachers and one-third of the Negro teachers report that they have not read a professional book in the past year. These teachers should be stimulated by supervisory influence to keep informed on current professional literature. The most effective means of motivating professional reading is the study program organized by the faculty of the individual school or by the county organization. The school and county office should build a professional library for the use of the teachers.

The most common procedures employed in the supervision of schools reported by 213 superintendents are: observation, 109; individual conferences, 100; faculty meetings and group conferences, 65. The purposes of the supervisory programs are to promote better teaching, to rate teachers, and to coordinate the work of the teacher with the general program of the school or system. The most common procedure used in evaluating the instructional program is the administration of achievement tests. This instrument is reported by eighty-eight superintendents.

In the opinion of 56 per cent of the superintendents, the greatest obstacle to a satisfactory program of supervision is the lack of time. The lack of supervisors is considered a serious problem by one out of four superintendents.

The county superintendent does not have the time, the inclination, or the training to give instructional guidance to the classroom teacher. Every organized school system
should employ a director of instruction whose services are greatly needed to stimulate the professional growth of the teachers and the improvement of classroom teaching.

Growing out of the certification program is a widespread interest in the in-service education of teachers which is undirected at the present time. A coherent program of professional growth would be greatly accelerated if it were coordinated by an instructional leader in each school organization.

With few exceptions the county and school district assume little responsibility for the continuous growth of teachers in service. The activities of one school district are presented as an illustration of what can be accomplished.

With the help of consultants, groups of teachers have been organized to study how children grow and develop. A group of teachers spent a week end at the camp owned by the school district conferring and making plans for the teaching of science. Another group of fifty-two high school teachers came to the camp for a week-end conference on guidance. A consultant conducted a workshop in art for twenty-five teachers who worked daily with children for two weeks. For three weeks during the summer of 1946, sixty-five teachers attended a workshop in science.

Conferences are conducted continuously in this school district as the need for them arises. The coordinator of the health program secured three consultants for a conference of twenty teachers who needed help in teaching health. The new teachers came to camp for a week’s conference just preceding the opening of school. With elementary teachers, much emphasis was placed on the teaching of language arts.

New teachers are given an opportunity to observe experienced teachers. Later they meet in conference with the elementary supervisor for a discussion of what was observed. About six meetings of this kind are held early in the year. Every teacher has a Saturday morning of observation followed by discussion. The elementary supervisor organizes conferences in individual schools, based upon the observation of teaching by one staff member.

In 1946-47 the schedule of study groups included four supper meetings. Consultants helped to plan and direct
group meetings in language arts, science, music, and the twelfth year program.

TEACHERS' COMMUNITY RELATIONS

Data collected from six representative counties show that about 27 per cent of the white teachers do not live in the community in which they teach, 58 per cent live in the community all the time; 12 per cent live in the community and spend half of their week ends there; and 3 per cent live in the community and leave for the week ends. About 20 per cent of the Negro teachers do not live in the community in which they teach; 52 per cent live in the community all the time; 21 per cent live in the community and spend half of their week ends there; and 7 per cent live in the community and leave for the week ends. In general, a much greater proportion of rural teachers do not live in the community as compared with city teachers.

Teachers in the representative counties studied have a fine record of participation in the social and religious life of the community. Participation in the social activities of the community is reported by 81 per cent of the white teachers and 87 per cent of the Negro teachers. Participation in the religious life of the community is reported by 78 per cent of the white teachers and 93 per cent of the Negro teachers.

The teacher's contact with community living gives her an awareness of the more significant social problems which the school should help to solve. A teacher who lives in the community and participates in its group life has an opportunity to understand its people and its needs.

THE WELFARE OF TEACHERS

Increased interest in the welfare of teachers has been shown in recent years by legislators and educational administrators. The better school systems in South Carolina have recognized the importance of security, health, and comfort of the teacher in maintaining the highest levels of service.

The figures obtained from the representative counties show that the median number of elementary pupils per
white teacher is 32 and for Negro teachers the median is 33. The median number of elementary pupils per teacher in city schools for white children is 35 as compared with 29 for rural children; the corresponding figures for Negro children are 38 and 34. Teachers reporting that they have more than 40 pupils enrolled in elementary classes constitute 20 per cent of the white teachers and 30 per cent of the Negro teachers. The average teacher has too large a class for the highest development of children. As far as possible the class size should be reduced not to exceed 25 children in average daily attendance per teacher.

In the large high schools the teachers meet too many children a day to know them well and to give them the individual attention which they need. In the city schools for white youth 30 per cent of the teachers meet more than 140 pupils a day. In the city high school for Negro pupils 26 per cent of the teachers meet more than 140 pupils a day. The median pupil load for all white high school teachers is 102; for all Negro teachers it is 99.

The median high school teacher has between four and five periods daily. He spends seven hours a week grading papers, preparing for recitations, and other work outside of school hours. Approximately 60 per cent of the teachers are responsible for one or more extra-curricular activities; 39 per cent of the teachers devote no time to these activities. The remainder of the teachers devote about three hours a week to extra-curricular duties.

The total school day is usually about six hours long. When time for preparation and extra-curricular duties are added to the hours of teaching, the average teacher works from forty to forty-five hours a week.

Provision for Retirement

During the current year, the General Assembly amended the retirement law in a number of ways. The time limit on becoming a member of the retirement system with prior service credit was extended to December 31, 1948. Beginning January 1, 1949 all teachers must become members unless they shall have filed a notice of their desire not to be
covered in the membership of the retirement system. No withdrawals will be permitted except by death, resignation, or dismissal.

Prior to the current session of the General Assembly several superintendents have never reported the teachers' contributions to the retirement system. This has been corrected by an amendment which authorizes the comptroller general to withhold the salary of a superintendent who fails to make payroll remittances to the retirement system.

The executive secretary of the retirement board reports 14,000 school personnel members of the retirement system. This includes teachers, bus drivers, janitors, and lunchroom workers.

All school employees should take advantage of the retirement provision. Administrators should bear the major responsibility of carrying out the intent of the retirement plan. It should be the responsibility of administrators to review the provisions of the retirement law and to inform the teachers of the protection which it affords against economic insecurity in old age. Every vestige of indifference toward this important social measure should be removed as soon as possible. The teachers' organizations should conduct a campaign to persuade all teachers to take advantage of the opportunity to provide for an income during old age or disability. It is especially important for those who wish to receive credit for prior service to join the system immediately.

Teacher Tenure

There is considerable uneasiness among teachers as to their continuity of employment. Many claim that they are employed year by year and frequently do not know whether they have been re-employed until the middle of the summer. On the other hand, teachers should recognize their obligation to adhere to the contracts to which they are committed.

The only protection against dismissal which the law gives the teacher at the present time is his right to re-employment if he fails to receive written notification before
June 1. (Section 5382, School Laws of South Carolina, 1942). In anticipation of the termination of a contract, the teacher should be informed of his weaknesses with a warning that he will not be re-employed unless his deficiencies are corrected.

Continuing contracts should be provided for all regularly certified teachers. This plan assures the teacher of re-appointment each year unless he is notified before a fixed date. The continuing contract should go into effect after a specified probationary period. Teachers who are dismissed should have the right to a public hearing before the employing board and the right to appeal to the state board of education. The date of notification of dismissal should not be later than the third Friday in April.

Sick Leave

The most common cause for which teachers may be absent from duty for brief periods without the loss of pay are: attending educational meetings, personal illness of the teacher, death in the immediate family, and visiting other schools. The present policy should be extended to include all these conditions.

In the six representative counties, 63 per cent of the white teachers and 81 per cent of the Negro teachers reported no absence during the last school year. For the same year, 33 per cent of the white teachers and 15 per cent of the Negro teachers were absent from one to five days with pay, and 3 per cent of the white teachers and 2 per cent of the Negro teachers were absent from six to ten days with pay.

During the past year the state permitted absence with pay of five days due to personal illness. The discontinuance of this provision by the legislature is a backward step. The legislature should restore sick leave of five days with pay annually for teachers. Such leave should be cumulative from year to year in the same school system to a maximum of thirty days.

Permission to be absent from five to ten days with pay was reported by 30 per cent of the white teachers and 26
per cent of the Negro teachers. Until the state restores pay for absence due to illness, the county or district school boards should permit teachers to be absent five days without loss of pay for personal illness and death in the immediate family.

On the basis of limited observations, the survey staff found that teacher morale was highest in those few districts in which sick leave was increased to nine days annually.

The teachers of one school system operate a teachers' mutual benefit society which pays a substitute to take the place of a member whose absence is due to personal illness or accident. The board of trustees contributes not less than $1,000 annually. Each member contributes an initial payment of six dollars each year and agrees to pay an assessment not to exceed 1/10 of 1 per cent of his annual salary during any given month. Several other large school systems have a similar plan. The State Education Association should promote the formation of similar organizations in all cities and counties.

Teaching Contracts

The superintendents report that about one-fourth of the schools, usually the large ones, use printed forms for applications, reference blanks, and contracts. In other cases the teachers' written acceptance of employment serves as an agreement. The printed contract ordinarily stipulates the length of the school year, the official salary schedule, and the length of the school month.

Greater pains should be taken by each superintendent or principal to give the new teacher essential information about the school and community. He needs to know the organization of the school, the salary schedule, teacher organizations, the length of the school year, the number of days of sick leave, and so on. This information should be available in mimeographed or printed form. The state department of education should assume responsibility for preparing suggested forms or giving advisory services to school administrators.
Social Restrictions

Based on data from the six representative counties, 91 per cent of the white teachers and 75 per cent of the Negro teachers report that the school system does not impose any restrictions on their social activities or personal habits. This tolerant attitude should be encouraged. The teacher's personal habits are judged as are those of other good citizens of the community. Other things being equal, this attitude will tend to attract more capable young people to the teaching profession.

Housing Conditions

Schools which can provide good housing will tend to attract and hold the best teachers. When housing is difficult to find, the schools which can provide good homes will have a better and more stable faculty.

The housing conditions in the rural and consolidated schools are rated fair or poor by about 30 per cent of the white teachers and 62 per cent of the Negro teachers. Only 4 per cent of the white teachers in rural and consolidated schools report that they now live in teacherages. However, 31 per cent of the white teachers and 47 per cent of the Negro teachers indicate that a teacherage is needed in their communities.

The local authorities should give serious attention to the problem of living conditions for teachers. Conditions at times may warrant the building of teacherages, but this is not recommended as a general procedure because in some cases they have proved unsatisfactory. There is no need for concern about non-resident teachers provided they are giving good service in classroom and community. However, this does not lessen the responsibility of local authorities to help teachers secure adequate housing.

Teacher Morale

The success of the school program depends partly upon the morale of the teachers. The white teachers in the six representative counties estimate morale in their schools as
follows: high, 38 per cent; average, 57 per cent; low, 5 per cent. The Negro teachers estimated morale in the following order: high, 38 per cent; average, 61 per cent; and low, 1 per cent.

A number of suggestions for the improvement of morale were made in conferences with teachers. These were: better salaries, better buildings, better instructional equipment, and better working conditions. Instructional supervision was also mentioned. While the number of discontented teachers is small, too many report no strong enthusiasm for the status quo.

TEACHERS' SALARIES

While South Carolina has made salary increases in recent years, the rise in the cost of living has canceled all gains. The basic cause of the critical shortage of teachers is that of salaries that are not sufficient to maintain a moderately decent level of living. According to the United States Bureau of Labor Statistics, the national average weekly wage in factories in November, 1947 was about $51. On May 31, 1948 Life magazine reported a compilation of statistics of forty-four labor unions, the average weekly wage of whose members was $57.93. At the same time, the average weekly wage of South Carolina teachers was about $31.

Thirty states and one territory now have some form of minimum salary standard on a state-wide basis, applying to teachers' salaries. State salary standards were substantially higher in 1947-48 than they were, in 1946-47. The increase in the minimum for teachers with bachelor's degrees averaged about $600. For 1947-48, the median of minimum salaries for teachers with bachelor's degrees in twenty-nine states was $1,800. The median of the highest salaries for experienced teachers was $3,162.

According to data collected by the Executive Committee of the Southern States Work-Conference on School Administrative Problems, the southern states provided substantial increases in the salaries of teachers for the school year 1947-48. The average increase in salary over 1946-47 was 32 per cent. The average annual salary of teachers was
$1,834. The estimated increase in teachers’ salaries for 1947-48 was greater in eight states than it was in South Carolina.

To come closer to home, the estimated median salary in the surrounding states in 1947-48 was higher than it was in South Carolina. The estimated average annual salary for 1947-48 in Florida was $2,550; in North Carolina $1,950; and in Georgia, $1,650. If salaries in South Carolina continue to be comparatively lower, some of the state’s best teachers will be employed by neighboring states.

The median annual salary of South Carolina teachers for 1947-48 was $1,637. This figure is based on data secured from thirty-four counties. The median salary of white and Negro teachers for the several types of schools is shown in the following tabulation:

<table>
<thead>
<tr>
<th>Teachers</th>
<th>White</th>
<th>Negro</th>
</tr>
</thead>
<tbody>
<tr>
<td>Elementary</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rural Schools</td>
<td>$1,596</td>
<td>$1,046</td>
</tr>
<tr>
<td>Consolidated School</td>
<td>1,674</td>
<td>1,651</td>
</tr>
<tr>
<td>City Schools</td>
<td>2,113</td>
<td></td>
</tr>
<tr>
<td>High School</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rural School</td>
<td>1,720</td>
<td>1,582</td>
</tr>
<tr>
<td>Consolidated Schools</td>
<td>1,876</td>
<td></td>
</tr>
<tr>
<td>City Schools</td>
<td>2,303</td>
<td>1,916</td>
</tr>
<tr>
<td>All Teachers</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

$1,637

**TABLE 16**

ANNUAL SALARIES FOR 1947-48*

<table>
<thead>
<tr>
<th>Salary</th>
<th>White</th>
<th>Negro</th>
<th>White</th>
<th>Negro</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Elementary</td>
<td>High School</td>
<td>Elementary</td>
<td>High School</td>
</tr>
<tr>
<td>$ 399 or less</td>
<td>1</td>
<td>3</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>400-799</td>
<td>108</td>
<td>828</td>
<td>2</td>
<td>945</td>
</tr>
<tr>
<td>800-1,199</td>
<td>370</td>
<td>1,420</td>
<td>41</td>
<td>1,870</td>
</tr>
<tr>
<td>1,200-1,599</td>
<td>1,030</td>
<td>1,121</td>
<td>201</td>
<td>2,694</td>
</tr>
<tr>
<td>1,600-1,999</td>
<td>1,430</td>
<td>489</td>
<td>230</td>
<td>2,829</td>
</tr>
<tr>
<td>2,000-2,399</td>
<td>806</td>
<td>234</td>
<td>156</td>
<td>1,707</td>
</tr>
<tr>
<td>2,400-2,799</td>
<td>511</td>
<td>99</td>
<td>79</td>
<td>1,130</td>
</tr>
<tr>
<td>2,800-3,199</td>
<td>113</td>
<td>10</td>
<td>29</td>
<td>356</td>
</tr>
<tr>
<td>3,200-3,599</td>
<td>43</td>
<td>3</td>
<td>9</td>
<td>144</td>
</tr>
<tr>
<td>3,600-3,999</td>
<td>4</td>
<td>0</td>
<td>3</td>
<td>76</td>
</tr>
<tr>
<td>4,000 or over</td>
<td>0</td>
<td>6</td>
<td>0</td>
<td>6</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>$4,416</td>
<td><strong>$2,388</strong></td>
<td><strong>$4,207</strong></td>
<td><strong>$750</strong></td>
</tr>
<tr>
<td><strong>Median</strong></td>
<td>$1,758</td>
<td>$2,101</td>
<td>$1,157</td>
<td>$1,818</td>
</tr>
</tbody>
</table>

*Reported by county superintendents of education from thirty-four counties.

**This figure is 73.6 per cent of the total number of teachers employed, (in 1946-47).
The wide array of differences in teachers' salaries is shown in Table 16. The salaries of teachers range from about $400 to $4,000. At the lower level, 8 per cent of the white teachers and 46 per cent of the Negro teachers earn less than $1,200 per year. At the upper level, 22 per cent of the white teachers and 5 per cent of the Negro teachers earn more than $2,400 a year. The salary range from $1,200 to $2,400 includes 70 per cent of the white teachers and 49 per cent of the Negro teachers.

The salaries of school administrators in 1947-48 as reported by thirty-five county superintendents are shown in Table 17. The median salary varies for white and Negro administrators as well as for elementary and high school administrators. The median salary of administrators for the several classifications is as follows:

<table>
<thead>
<tr>
<th>School</th>
<th>White</th>
<th>Negro</th>
</tr>
</thead>
<tbody>
<tr>
<td>Elementary Schools</td>
<td>$3,348</td>
<td>$2,417</td>
</tr>
<tr>
<td>High Schools</td>
<td>3,893</td>
<td>3,250</td>
</tr>
<tr>
<td>Elementary and High School</td>
<td>3,862</td>
<td>2,773</td>
</tr>
</tbody>
</table>

During the current year 36 per cent of the white administrators and 10 per cent of the Negro administrators earned more than $4,000 a year. At the lower levels 15 per cent of the white and 65 per cent of the Negro administrators earned less than $3,000 a year.

### TABLE 17

**SALARIES OF SCHOOL ADMINISTRATORS, 1947-48**

<table>
<thead>
<tr>
<th>Salary</th>
<th>White Number of Administrators</th>
<th>Negro Number of Administrators</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Elementary</td>
<td>High</td>
</tr>
<tr>
<td>$1,000-1,999</td>
<td>11</td>
<td>2</td>
</tr>
<tr>
<td>2,000-2,999</td>
<td>9</td>
<td>5</td>
</tr>
<tr>
<td>3,000-3,999</td>
<td>38</td>
<td>25</td>
</tr>
<tr>
<td>4,000-4,999</td>
<td>13</td>
<td>23</td>
</tr>
<tr>
<td>5,000-5,999</td>
<td>2</td>
<td>8</td>
</tr>
<tr>
<td>6,000-6,999</td>
<td>12</td>
<td></td>
</tr>
<tr>
<td>7,000 and over</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>71</td>
<td>57</td>
</tr>
<tr>
<td>Median</td>
<td>$3,348</td>
<td>$3,893</td>
</tr>
</tbody>
</table>

*Includes principals, superintendents, and supervisors who teach less than half time. Reports from 35 counties.
South Carolina should adopt the National Education Association salary goal of $2,400 for beginning teachers with a four-year college degree and with full professional training. The maximum salary for a master’s degree should be 200 to 250 per cent of the minimum beginning salary for a bachelor's degree. The present principle of differentiation as to salaries in certificate classifications should be maintained.

The proposed minimum salary of $2,400 for a beginning teacher with a bachelor's degree should be in payment of ten months of service, although the school year should continue to be nine months. The tenth month should be devoted to a variety of worthy purposes such as the improvement of the quality of teaching. Some teachers would serve in a community recreational program. A local workshop would give the teachers an opportunity to work collectively on a long-range program of instructional improvement. In addition to local activities, provisions should be made for travel or for advanced study. The increase in revenue needed to pay the proposed average salary and the suggested plan of public school finance are discussed in the chapter on financing public education.

According to reports received from superintendents, 80 per cent of the school systems have a definite salary schedule. The salary of the beginning teacher is determined by the state aid schedule in about 45 per cent of the schools, while in the rest of the schools the beginning teacher receives a supplementary payment in addition to the amount in the state aid schedule. Three out of eight superintendents indicate that they maintain a flexible salary schedule to reward teachers for exceptional qualifications, professional growth, or services rendered.

The larger schools make supplementary payments on the basis of a percentage of the state aid payments twice as often as do the smaller schools. This practice is reported by about 8 per cent of all schools. Approximately 11 per cent of the superintendents report payment of higher salaries to men than to women teachers for the same work.

The school districts have varied plans of payment of salary supplements. Some districts provide a specified per-
centage of the teachers' annual salary on the state aid schedule. Other districts add a uniform stipulated sum to the teachers' annual salary on the state aid schedule. A third group of districts pay varying supplements to different teachers as determined by the district and county superintendents.

Half of the superintendents report that they favor white teachers over Negro teachers in determining salary increases. Thirty superintendents report that they pay no salary supplements to Negro teachers and seventeen pay a lower salary supplement to Negro teachers.

Some school districts have used the supplements in bargaining for the services of teachers who are hard to find. This practice, in the long run, tends to destroy the morale of the teaching corps.

The supplementary payments should be made in accordance with a schedule of supplements known to all the teachers. The supplement should be a specified fraction of the annual salary which is applied uniformly to all the teachers, white and Negro. The best relations between teachers and a school system are maintained when a local schedule is published showing exactly how the local supplements apply to all the teachers.

The school districts will attract the quality of teaching personnel for which they will pay in competition with the schools of the rest of the state. In this contest for superior teachers the small rural schools will continue to draw the poorest teachers unless they can pay salaries large enough to attract and hold better teachers.

About one school in every four has a definite policy for the promotion and salary increases of teachers. The large school is likely to have such a policy twice as often as the small school. The chief factors considered are the state aid schedule, the qualifications and experience of teachers, and success in teaching. In most cases, promotions and salary increases are recommended by the superintendents.

Of the superintendents replying 180, about 85 per cent of the total, report that the same salary applies to elementary and high school teachers. Promotions and salary increases are identical for men and women in about 70 per
cent of the schools. The differences are due to the favored teaching assignments to men. One school pays a higher salary to men who have dependents.

**Selection and Recruitment of Teachers**

Due to the shortage of teachers, most superintendents have been obliged to lower their general requirements of candidates for teaching positions. The superintendent invariably nominates teachers to fill vacancies but he does not always confer with the principal in this matter. With few exceptions, only candidates with valid certificates are considered for vacancies. In about 50 per cent of the cases, the superintendent also takes into consideration such special requirements as the holding of a college degree, experience, health, and good character.

About 36 per cent of the superintendents make an effort to secure beginning teachers with an A rating. This practice is reported twice as often by the large schools as by small schools. Nearly all the superintendents prefer to employ a beginning teacher with a bachelor's degree.

About 85 per cent of the superintendents report that all candidates having valid certificates are given consideration in filling vacancies; the remainder refuse to employ candidates having certificates below Class III or below Grade B. Inexperienced teachers are ordinarily accepted as candidates for teaching positions by about 80 per cent of the superintendents. In this matter the large schools are more selective.

About 40 per cent of the superintendents report that they will accept non-college graduates for teaching positions. About 50 per cent of the superintendents will not employ candidates whose score on the National Teacher Examinations is below a fixed minimum. Different requirements for teaching positions in elementary and secondary schools are set by one superintendent in every five.

Requirements for teaching positions are differentiated for white and Negro teachers in about 30 per cent of the schools. The most common differences in the requirements are a lower examination score for Negroes and the employ-
ment of Negro candidates who do not have a bachelor's degree.

Recruitment of Teachers

In 1946-47 probationary certificates were issued to 369 white teachers and 301 Negro teachers. During the same year 1,512 emergency permits were issued to teachers who did not have the minimum qualifications for a standard certificate. The division of teacher education and certification reports that approximately 47 per cent of the classrooms in the public schools of South Carolina are taught by teachers with sub-standard or emergency certificates. This includes teachers who have less than four years of college education and who cannot qualify for a certificate because of lack of professional training. There is a critical shortage of qualified teachers in South Carolina, the correction of which will require a heroic effort by the educational and lay forces of the state.

Since pre-war years the number of graduates certified to teach has declined steadily. In 1946 there was a slight rise in the number of beginning teachers. (See Table 18). The supply, however, is still inadequate to meet the need for qualified teachers in the state.

<table>
<thead>
<tr>
<th>Year</th>
<th>White Number Certified</th>
<th>Per Cent of Graduates Certified</th>
<th>Negro Number Certified</th>
<th>Per Cent of Graduates Certified</th>
</tr>
</thead>
<tbody>
<tr>
<td>1941</td>
<td>651</td>
<td>32.4</td>
<td>486</td>
<td>84.1</td>
</tr>
<tr>
<td>1942</td>
<td>571</td>
<td>26.6</td>
<td>450</td>
<td>74.6</td>
</tr>
<tr>
<td>1943</td>
<td>402</td>
<td>20.2</td>
<td>329</td>
<td>62.1</td>
</tr>
<tr>
<td>1944</td>
<td>371</td>
<td>21.5</td>
<td>342</td>
<td>67.1</td>
</tr>
<tr>
<td>1945</td>
<td>255</td>
<td>17.9</td>
<td>204</td>
<td>38.5</td>
</tr>
<tr>
<td>1946</td>
<td>282</td>
<td>16.1</td>
<td>219</td>
<td>34.4</td>
</tr>
</tbody>
</table>

In 1947-48 there was a slight increase in the number of students enrolled in the teacher education programs in the white senior colleges but this number is a small percentage of all graduates. Only about half of the graduates
(263) in the teacher education program qualified for certificates and taught in South Carolina in 1947. This increase is confirmed by data for 1947-48 received from seventeen colleges. During 1946-47 the enrollment in the teacher education curriculum increased 7 per cent in white colleges and 12 per cent in Negro colleges. Twelve colleges showed a gain and five colleges showed a slight loss of students in teacher education.

**Shortage of Elementary Teachers**

According to the division of teacher education and certification the number of teachers training for elementary teaching positions is at a low ebb. There appear to be several reasons for this situation. There is a general impression among college students that high school teaching has greater prestige. The young people think it is more difficult to teach in the elementary school. In the past, the college requirement of specialization in a major subject has somewhat subordinated the importance of elementary education.

Students who were asked why they preferred high school teaching gave the following reasons: only one subject is taught; the hours and teaching conditions are better; it is easier to qualify for certification. The elementary teacher has more children for a longer time. If these preferences prevail it will require the combined effort of the colleges and public schools to give students contact with schools on all levels so that it will be possible for them to choose the school level for which they are best fitted.

**Pre-Service Education of Teachers**

In general, no college has special requirements for admission to the teacher education curriculum. One college makes incidental reference to the requirement of a satisfactory scholastic record. Two colleges indicate that the work of the student must have faculty approval before a student becomes eligible for student teaching. With a single exception the students begin their work on the teacher education curriculum in the junior year.
Reports received from seventeen colleges* show that the majority of these colleges are trying to maintain a proper balance of general education, professional education, and special education as specified by the state board of education.

General Education

Most of the colleges are attempting to adjust their programs in general education to the requirements for certification of teachers. All the colleges require at least twelve semester hours in English. The most common deviations from the requirements are in the fields of health, general mathematics, and fine arts. It is not always certain whether the field of fine arts includes both music and art. While social studies are offered by all the colleges, five institutions require only half of the allotted number of credit hours. Foreign language is a requirement in five colleges although it is not specified by the state board of education. At least three colleges have barely begun to modify their courses to conform to the pattern of the state requirements. The revision of courses involves the disturbance of fixed practices of long standing. Furthermore, the changes are dependent upon instructors in academic departments who have no particular interest in the education of teachers.

Professional Education

The course requirements in professional education are comprised of three groups:

(a) Human Growth and Development
(b) Principles, Philosophy, and General Techniques
(c) Directed Teaching

12 semester hours
6 semester hours

The colleges follow the main outlines of this pattern of

*Anderson; Bob Jones; Citadel; Claflin; Coker; Columbia; Columbia Bible; Converse; College of Charleston; Erskine; Furman; Lander; Limestone; Newberry; Presbyterian; Spartanburg Junior; State A. & M.; Winthrop; and Wofford.
requirements for certification. It is the purpose of this plan to reduce the number of courses and to achieve greater unity within each of the three phases. A detailed analysis of the departmental offerings of the colleges shows that they consist of a wide variety of narrow courses.

Human growth and development as an integrated course is offered in four colleges. This is recommended by the state board of education. The remainder of the colleges offer a combination of two separate courses, most frequently consisting of educational psychology and child psychology.

The second group includes principles, philosophy, and general techniques of teaching. A course in general techniques of teaching is offered by nearly every college although it comes under a variety of course titles, the most frequent of which is methods and materials. A course in principles of education is required in seven colleges and philosophy of education in one. Other required courses that fall roughly into this group are: introduction to education, curriculum, and educational sociology.

With one exception, every teacher education program in the colleges of South Carolina provides some opportunity for practice teaching. Four of the colleges maintain campus schools and the remainder have cooperative arrangements with nearby public schools. The neighboring schools are usually in urban centers, which in most cases do not provide the conditions under which a majority of students will teach. The period devoted to student teaching varies from three to six weeks.

During 1947-48 there were approximately 1,300 student teachers in the higher institutions in South Carolina. Under the present arrangement the advisory teachers are not always satisfactory and the state board of education has no control over them. Extra pay should be provided in the state aid schedule for teachers engaged in directing student teachers. The colleges should make a careful selection of advisory teachers and give them adequate supervision.

The teacher should know something about the social and economic life of the community if he is to contribute to
the improvement of living. Only three colleges give the students an opportunity to study community living. One college requires each student to engage in a field experience preparatory to student teaching. The student is advised to study the community through observation, interview, and analysis of reports and documents. The phases studied are population, occupations, health, housing, family life, recreation, religion, and education.

The social education of the student is most effectively provided by a cooperative arrangement between the college and a nearby county in which the schools and communities serve as laboratories for learning. The students should become familiar with all the social institutions which serve the children and youth. They should observe community groups in action, supervise recreation, and have some active contact with such agencies as the county library, extension services, and county health unit.

**Special Education**

In addition to the professional courses in education, the state board of education specifies additional requirements in the student's particular field of specialization. The reports of the colleges show an awareness of these course requirements and they are making an effort to comply with them. The special needs of elementary teachers have not yet been met by all the colleges in the following fields: creative arts and crafts; rhythm, recreation, music, and homemaking. The number of courses required of high school teachers by some of the colleges is in excess of the recommended amount. Each college should arrange for periodic conferences between the director of teacher education and the academic departments for the purpose of adjusting the course requirements in each field to the needs of the high school teacher.

**Need for Increased Emphasis on Education of Teachers**

Some progress in the coordination of the program of teacher education in each college has been made but there
is need for further improvement. More administrative direction should be given to the curriculum, guidance, and placement of the large number of students who are destined to serve the public schools of the state.

Each of the colleges should give greater attention to the preparation of teachers. As a first step in this direction a competent person should be made the director of teacher education in those institutions which do not already have one. His duties should include the direction of student teaching, the coordination of the departmental requirements of the teaching of special subjects, the recruitment of prospective teachers, and the guidance and placement of student teachers. He should interpret the requirements for certification to the dean and faculty of academic departments. He should explore the possibility of organizing fewer and larger professional courses. He should develop a policy for increasing the services to the public schools in the area in which the college is located.

**IN-SERVICE EDUCATION OF TEACHERS**

The institutions of higher learning offer regular courses, extension courses, and summer sessions for the education of teachers in service. The enrollment in these programs has increased sharply since the new certification policies were put into operation.

*Extension Courses*

Immediately after the recertification program went into effect on July 1, 1945, enrollment in extension classes tripled for white teachers and nearly doubled for Negro teachers. The figures are shown in Table 19.

<table>
<thead>
<tr>
<th>Year</th>
<th>White Teachers</th>
<th>Negro Teachers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1943-44</td>
<td>521</td>
<td>509</td>
<td>1,030</td>
</tr>
<tr>
<td>1945-46</td>
<td>1,643</td>
<td>971</td>
<td>2,614</td>
</tr>
<tr>
<td>1946-47</td>
<td>1,499</td>
<td>1,077</td>
<td>2,576</td>
</tr>
</tbody>
</table>

123
Eight colleges offer courses during the regular academic year for teachers in service. The courses offered most frequently are in the field of psychology and child development. Two courses are in the fields of English and history, and the remainder are miscellaneous educational courses including guidance, administration, supervision, tests and measurements, history of education, improvement of reading, and health education.

A steady demand for professional study may be expected by those teachers who have not yet received all the increments in the state aid schedule. The colleges should take advantage of this favorable situation for teacher growth by making arrangements for such courses or services which will improve instructional practices in the classroom. As far as possible the study groups of teachers should be an integral part of the on-going program of instructional improvement.

None of the colleges has instructors working regularly in the field in an advisory capacity on practical problems of classroom instruction. The colleges should experiment with courses for extension credit which are conducted by field workers. While the course may have a general flexible outline, each teacher should be given an opportunity to work on an individual problem based upon classroom needs. The field worker should visit each enrolled teacher at least twice.

This arrangement for field services would be highly desirable if it were cooperatively developed on a continuing basis. The working group would have a definite objective; the teachers would have a greater incentive to study and experiment; and the efforts of the instructor would be less scattered. The colleges would contribute much to educational progress if they entered into long-range cooperative arrangements with a few promising schools for consultative service.

Summer Sessions

Eighteen colleges conduct regular summer sessions. The number of white teachers enrolled in summer sessions increased from 413 in 1944 to 1,766 in 1947. The
summer enrollment of Negro teachers increased from 2,059 in 1944 to 5,176 in 1947. The sharp increase in summer school attendance is a direct result of the regulations for the recertification of teachers.

Some of the colleges have conducted workshops during the summer session in such fields as elementary education, reading, science, and music. The colleges should continue to organize workshops during the summer session for county and individual school groups. Such groups concentrate on the needs and problems of their individual schools. If possible, the college should supplement the workshop with field services during the following year.

There is some evidence of demand for off-campus centers of professional study in populous areas, particularly during the vacation months. A few centers planned cooperatively by a school and college would extend the opportunities for continued study to many teachers who cannot conveniently leave home.

RECOMMENDATIONS

1. In order to improve the quality of classroom teaching, each administrative unit should employ a director of instruction. The program of education of teachers under his direction should provide for the personal as well as the professional growth of teachers.

2. The score intervals for the different grades of certificates should be periodically adjusted to make the percentage in each grade conform to the certification regulations. Any upward adjustment of the score intervals should apply only to teachers entering the profession and to those seeking to improve their certificate grades by re-taking the examinations.

3. Administrative certificates which require appropriate training and experience should be issued based upon Grade A and B, Class I certificates of teachers and should carry state aid appropriate to the preparation, experience, and duties expected of the holder.

4. The division of teacher education and certification should maintain a list of certified, unemployed teachers.
This list should be made available to employing officers upon their request.

5. The certificate of a teacher classified in Grade D should not be renewed unless, within a period of seven years, the holder has advanced to a C or higher grade.

6. Too many teachers have classes that are too large for the highest development of children. As far as possible the class enrollment should be reduced not to exceed twenty-five children in average daily attendance per teacher.

7. Administrators should bear the major responsibility of informing the teachers of the protection which the retirement system provides against economic insecurity in old age. The teachers' organizations should conduct a vigorous campaign to persuade all teachers to take advantage of the benefits of the retirement law.

8. The continuing contract between teacher and employer should go into effect after a probationary period. Teachers who are dismissed should have the right of appeal to the state board of education. The date of notification of dismissal should not be later than the third Friday in April.

9. South Carolina should adopt the National Education Association salary goal of $2,400 for beginning teachers with a four-year college degree who have completed the teacher education requirements. This salary should be in payment of ten months of service, although the school year should continue to be nine months in length. The maximum salary should be 200 to 250 per cent of the minimum beginning salary. The present principle of differentiation as to salaries which recognizes education, experience, and grade of certificate should be maintained.

10. Any supplementary payments of local units should be made in accordance with a schedule of supplements known to all the teachers. The supplement should be applied to all teachers, white and Negro.

11. The recruitment of teachers is a large problem which will require a major campaign by the combined educational and lay forces of the state. All teachers' organizations, educational leaders, press, and radio should cooperate
in a state-wide effort to attract young people into the teaching profession.

12. Extra pay should be provided in the state aid salary schedule for certified teachers engaged in directing student teachers in addition to regular teaching duties.

13. Colleges preparing teachers should develop their programs of teacher education more in keeping with the spirit of the requirements for certification which places the emphasis upon child development through direct experiences with children, the curriculum, and the community.

14. Colleges, in cooperation with the state department of education, should develop workshops for teachers to be given in the field. As long as small schools exist special attention should be given to the needs of teachers in the one-, two-, and three-teacher schools.

15. The leadership provided by superintendents, principals, and supervisors needs to be improved, strengthened, and professionalized. A more functional type of in-service education should be developed for these important school leaders.
VI
STATE EDUCATIONAL ORGANIZATION
AND ADMINISTRATION

In South Carolina as in every other state, the educational opportunity available to children and youth in any community during any year is determined by a number of factors. Basically it is determined by the adequacy of the state plan for education. A good state plan facilitates development of a good educational program, while a poor plan handicaps or retards the development of a satisfactory program.

How are the people of South Carolina or any state to determine whether their state plan for education is sound and adequate? There is no simple answer to this question, yet there are certain basic principles or criteria which are commonly recognized as essential for any plan which is to be satisfactory. The following criteria are proposed for use in evaluating the South Carolina state plan for education:

1. The state is responsible for assuring an adequate program of education adapted to the needs of all of its citizens—regardless of place of residence, race, sex, age, or economic position.

Most citizens would agree that it is to the interest of the state to see that this principle is recognized in the state plan for education. The recognition and implementation of this principle or objective means better citizens, better opportunities for all citizens, and, in fact, a better state.

It should be recognized, however, that to a certain extent this is an ideal which has not yet been fully attained in any state. It is more closely approached in some states than in others. In South Carolina, as will be shown in this report, this ideal is much more remote than is desirable.

2. If this objective is to be closely approached, the state must: (a) develop a satisfactory plan for the organization and administration of education; (b) assure competent leadership; (c) see that satisfactory minimum standards are
established and observed; and (d) make sure that adequate funds are provided to finance the program.

A satisfactory program is not possible unless all of these steps are taken in proper degree. It is not enough for a state to establish minimum standards, for they cannot be carried out without adequate funds. Even the provision of ample funds is not enough because money alone will not do the job. A combination of the foregoing steps is essential. The question as to whether a state should establish a particular educational control or standard, or render a particular educational service, must be decided in terms of the effect on the instructional program and evaluated in terms of whether or not the efficiency of local school administration is thereby improved.

3. In a democratic form of government, which depends for its proper functioning on the development of local initiative and responsibility, the responsibility for the operation and administration of individual schools should be delegated to local school systems, subject to such minimum requirements as are necessary to promote economy, efficiency, and equality of opportunity.

In 1942 a Southern States Work-Conference committee stated: "The people of the various states, acting through state constitutions and state legislatures have directed that the administration of their educational enterprise be divided between two levels, state and local. The existence of this traditional division of administrative responsibility must be recognized as an existing reality by those who wish to bring about progress toward greater efficiency and increasing effectiveness in the educational undertaking."

It must be recognized that the functioning of educational administration on these two levels is necessarily interdependent. What the state does or does not do has a direct bearing on what happens in local communities. What takes place in local communities likewise has a significant influence in determining what the state may or may not be able to do.

4. A state should retain those educational functions and

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responsibilities which can best be exercised at the state level and should delegate those which can best be exercised locally.

Although there is still some disagreement regarding details of what the state should or should not do, in general there is agreement on basic essentials. It is commonly accepted that the state should not actually operate or administer schools but that it should facilitate and attempt to improve local administration of schools. It is also recognized that the state should assure that local school systems will be of adequate size to function efficiently and economically.

5. The state should not in any way handicap or limit desirable local initiative and responsibility, but should encourage and assist in every way possible.

Minimum standards should actually be minimum standards, not maximum standards. The state should avoid encouragement or rewards to passive communities. The state should encourage efficiency, economy, and the proper development of local leadership and responsibility.

In South Carolina, most of these principles seem to have been recognized and accepted in general. However, there have been deviations in certain instances, and in several respects the principles have not been fully implemented.

THE LEGAL BASIS FOR PUBLIC EDUCATION

The constitutional and legal provisions in a state provide the basis for and determine the possibilities and limitations of the educational program. Good constitutional and legal provisions are essential to guide the establishment and operation of a sound system of education. Therefore, the constitutional and legal provisions in South Carolina should be examined to determine their bearing on the educational program.

Constitutional Provisions

While South Carolina has had five constitutions, the references to education have been quite limited and in many respects indefinite except in the last two constitutions—the
constitutions of 1868 and the present constitution which was adopted in 1895.

Certain generally accepted criteria may be used in evaluating educational provisions in the state constitution. They are:

1. The constitution should state the basic principles on which a sound system of education can be developed. It should be broad enough to include all of the essentials and to provide a basis for the proper development of a sound educational program.

2. The constitution should not include details which would limit or handicap the proper development of an educational program. It should be broad enough to authorize developments which are necessary to meet emerging needs. It should not include legislative details.

3. The constitution should include provisions which are applicable on a state-wide basis. It should be broad enough to make local or special exceptions unnecessary and, in fact, should prevent local amendments or legislation.

When the educational provisions of the 1895 South Carolina constitution, as amended, are studied in the light of these principles, a number of serious defects are revealed. Some of these defects are so serious that the educational program of the state cannot be operated satisfactorily without ignoring or amending certain provisions.

Section 5 of Article 11 provides that "the General Assembly shall provide for a liberal system of free public schools . . . ." This much of the section is good because it provides necessary authorization and shows clearly the intent of the citizens. This section, however, includes several limiting provisions which constitute serious handicaps. The section requires that this liberal system of free schools shall be "for all children between the ages of six and twenty-one years . . . ." It is commonly recognized at the present time that an adequate state system of education must provide for the education of children before they reach six years of age and for the education of citizens after they reach twenty-one years of age. The legislature has attempted to remedy the first defect by authorizing and providing for the establishment of kindergartens for children not younger than four
years of age (Sections 5400-5403). It attempted to remedy the second defect by authorizing the establishment and maintenance of junior college courses under certain conditions (Sections 5416-5422). The law states that both kindergartens and junior colleges are to be operated without state aid. However, a strict interpretation of the wording of the constitution would seem to imply some doubt about the provision for these services even though state aid is not involved.

Section 5 further requires that the legislature provide “for the division of the county into suitable school districts, as compact in form as practicable, having regard to natural boundaries . . . ” Thus, school districts are required whether or not they are found to be desirable for a modern program of education. However, the constitution does not stop at requiring school districts but it provides that they are not “to exceed 49 nor be less than 9 miles in area . . . .” This is a serious limitation. In fact, it is so serious that unless it is changed, it will be impossible for South Carolina to have an adequate system of free public schools. Exceptions which have been made by local amendments to this section or by the general provision that the section is not to apply to cities and towns already organized into school districts, do not begin to remedy the situation, even though these exceptions apply to at least half of the counties.

Before Section 5 can be considered adequate, therefore, it must be modified to eliminate the restricting and handicapping provisions which interfere with the proper development of a satisfactory educational program in the state.

Section 1 of Article 11, providing for the election by the qualified electors of the state of the state superintendent of education for a two-year term, includes two limitations, one of which has already been cared for by the amended Section 24 of Article 4 approved in 1924 which extends the term to four years. However, the section still requires the state superintendent to be elected by popular vote; a provision not found in a number of other state constitutions. It would have been much better and, in fact, the handicapping limitation could have been avoided, if the method of selection and
term of the state superintendent had been left to the legisla-
ture as are his powers, duties, and compensation.

Section 2 of Article 11 relating to the state board of
education provides that the "State Board shall be comprised
of the Governor, the State Superintendent of Education, and
not exceeding seven persons to be appointed by the
Governor every four years, of which Board the Governor
shall be the chairman, the State Superintendent of Educa-
tion the Secretary." Most states have moved away from *ex-
officio* state boards of education. While the state board of
education in South Carolina only has two ex-officio mem-
ers, it is commonly recognized that neither the governor
nor the state superintendent should be a member of the
board.

Another section which has caused much concern because
of an impracticable limitation is Section 5 of Article 10
which provides that "the bonded debt of any county, town-
ship, school district, municipal corporation or political divi-
sion or sub-division of this state shall never exceed eight
per centum of the assessed value of all the taxable property
therein...." The section also carries the further provision
that the "aggregate debt over and upon any territory of this
state shall never exceed fifteen per centum of the value of
all taxable property in such territory as valued for taxation
by the state...." To this section there have already been
adopted so many local amendments and exceptions that the
printing of those adopted by 1942 required approximately
nine pages. In fact, there are so many exceptions that this
can no longer be considered a general provision of the con-
stitution. Any provision of any constitution which has to
be amended so many times is obviously unsatisfactory.

Section 34 of Article 3 prevents the enactment of local
laws or special laws in the General Assembly relating to the
incorporation of certain institutions and of school districts.
This provision has considerable merit but apparently does
not go far enough. When the educational provisions of the
constitution are properly framed this section should provide
that there can be no strictly local amendments or laws re-
lating to education. Any laws or amendments which are
adopted should apply only to major classifications of school
districts, not to individual districts or counties.

Section 6 of Article 11 was amended in 1938 to include
a final paragraph which provides that "any school district
may, by the authority of the General Assembly, levy an ad-
ditional tax for the support of the schools." A good feature
of this amendment is that it provides a method of levying
additional taxes for schools, but a bad feature is that local
legislation is the method by which this is to be accomplished.

These seem to be the major defects in the constitutional
provisions relating to education. Most other provisions are
reasonably sound.

Statutory Provisions

Since the constitution of a state should include only the
general principles upon which the educational structure is
to be built, it is essential that the legislature or general as-
semble enact the necessary laws which establish the frame-
work of the educational system. Each state has such laws.
In some states the laws facilitate the development of a good
program, and in others at least some of the laws handicap
the proper development of the program.

The following general principles are recognized as basic
for desirable school laws:

1. The laws should be designed to carry out the intent
of the provisions of the constitution. They should include
the necessary provisions for school organization and
officials to facilitate the development of an adequate pro-
gram of education.

2. While the laws should be more specific than the
constitutional provisions, they should not impose needless
handicaps or restrictions. For example, laws which would
attempt to prescribe in detail the curriculum would be un-
derirable because no general law can prescribe adequately
the curriculum for every community in the state. The
general policies should be outlined in the law, and the details
implementing the policies should be left to state and local
boards of education.

3. The laws should be codified and organized according
to a plan which provides for grouping related subjects together in a logical organization. It is confusing and time-consuming when different laws, relating to the same general subject, are scattered throughout various parts of the public statutes. There should be a school code just as there should be a code involving the statutes in other fields.

4. The laws should be stated simply and should carry and convey clearly the intent of the legislature. They should avoid conflicts, ambiguities, and should not include sections which are obsolete.

The laws of South Carolina were last codified in 1942. Sections of the laws relating to schools and education taken from this code have been published separately under the title *School Laws of South Carolina, 1942*.

The section of the code comprising the school laws has a number of good features. In general the school laws of South Carolina are logically organized. However, a careful study of the section comprising the school laws reveal four serious defects:

1. Some of the sections include entirely too many details; others include some details, but not all, and for that reason are too limiting. Section 5321 relating to subjects to be taught provides an illustration of a section with too many details. It attempts to list a number of subjects to be taught in every school. This section indicates that algebra is to be taught in every school, presumably even in elementary and vocational schools. Because of the wording “and especially as to the effects of alcoholic liquors and narcotics upon the human system . . . .” it would seem that teaching this subject is to have even more emphasis than “morals and good behavior,” “reading, writing, arithmetic” and the like.

By way of further illustration, Section 5282 attempts to prescribe the powers of the state board of education. It includes several specific provisions and for that reason may be weak in its provision of broad general powers.

2. Some of the sections include duplications, unsound or obsolete provisions, or in other respects are unsatisfactory or confusing. Section 5326, for example, provides that the courses of instruction on the traffic laws of the state re-
quired to be taught in all schools "... shall be by lectures!"

3. Probably the worst single feature of the school laws of South Carolina results from the strongly intrenched tradition of enacting local legislation regulating the program in the various counties and districts of the state and thus in effect nullifying the provisions of many general laws. If a law is sound and is properly prepared there should be no need for local exceptions. Further the extreme tendency to rely on local laws, probably the most pronounced to be found in any state, results in a chaotic school program based in many instances on expediency, caprice, or politics rather than on sound educational principles.

As long as this situation is permitted to continue the people of South Carolina need not expect a uniformly good system of schools for their children. The system will always be good in some respects and bad in others. The bad situations will always handicap progress and serve as a threat to good features that have been developed in many school systems.

Even many of the general code sections such as Sections 5313 and 5316 have many local exceptions. In addition the 1942 edition of School Laws in South Carolina includes 267 pages of laws applying only to specific counties and districts, or more than two and one-half times as much space as is devoted to the general laws relating to the public schools, including several pages of local amendments.

A more serious and absurd situation could hardly be imagined. It is a situation which must be faced realistically and corrected promptly if South Carolina is to have a satisfactory educational program.

4. The laws are not brought up-to-date frequently enough. The present compilation of school laws is now eight years old and numerous laws and amendments have been enacted since that time. It is, therefore, difficult for school officials in many instances to determine just what the correct law is. Several states have a plan which results in practically continuing codification. Thus any section of the code, such as the section comprising the school laws, could be reprinted after any session of the legislature, or at
least every two to four years. Such a plan would be of benefit to the state and local school officials.

RULES AND REGULATIONS OF THE STATE BOARD OF EDUCATION

The state board of education is authorized and empowered by the constitution and statutory law "to adopt rules and regulations not inconsistent with the laws of the State for its own government and for the government of free public schools." (Section 5282). This power has from time to time been exercised by the board; and the rules and regulations adopted by the board have been published in *The School Laws of South Carolina, 1942* (pages 8-14). These do not appear, however, to be complete; and thus regulations having the effect of law are not always readily available to school officials and the general public. The state board of education, functioning as the state board of vocational education has, for instance, never published the regulations governing vocational education and the expenditure of vocational funds, but it is understood that these are now in process of preparation. No actions of the board taken subsequent to the publication in 1942 of *The School Laws of South Carolina* are available in printed form except the regulations governing the education and certification of public school teachers.  

The board regulations as published in the 1942 edition of *The School Laws of South Carolina* are a series of paragraphs numbered consecutively from one to fifty-eight, apparently arranged according to the order of adoption without reference to the statutory provisions which they implement or to the subjects they cover. It is desirable and important that the existing board rules and regulations be codified and published and that these regulations be revised and republished at least biennially.

REGULATIONS OF THE STATE SCHOOL BOOK COMMISSION

The state school book commission is also authorized to "promulgate such rules and regulations as may be necessary..."
to carry out the purposes” of the laws providing for a state rental system of school textbooks which rules and regulations “shall have full legal force and effect.” (Section 5289). Regulations adopted by the school book commission are also published with the 1942 laws (pages 19-23). These seem to be well organized and clearly presented.

STATE ORGANIZATION FOR PUBLIC EDUCATION

The state organization for education is an important factor in determining the adequacy of the educational program in any state. Good school laws and a plan which will assure competent leadership will facilitate the development of a sound educational program.

The State Board of Education

As previously indicated, Section 2 of Article 11 of the constitution provides for the state board of education and specifies that the governor is to be chairman and the state superintendent of education is to be secretary. Section 5279 of the 1942 School Code follows in general the wording of Section 2 of Article 11 except that it provides specifically that there are to be seven members of the board in addition to the state superintendent and the governor (the constitution provides for a board not to exceed seven persons). This section also provides that at least one of these seven members shall be appointed from each congressional district. These seven persons are appointed for a four-year term, unless, as provided by the law, they are “sooner removed by the Governor.”

Neither the law nor the constitution says anything about overlapping terms. In fact, the law states that these persons are to be “appointed by the Governor every four years . . . .” This provision seems to indicate that terms are not to be overlapping and that each new governor is to have opportunity to appoint, if he desires, an entirely new board.

The best method of selecting a state board of education is still a matter for discussion in many areas. It is commonly accepted that if the board is appointed by the govern-
or the terms shall be arranged so that no one governor will be in position to control the board. Terms should be staggered, with the term of one member expiring each year. There should be a state board of at least nine persons with nine-year overlapping terms or some similar provision should be made as safeguards.

While the desirability of keeping the governor informed regarding developments and needs of the educational program is recognized, it is generally accepted that the governor should not be a member and especially that he should not be chairman of the state board. The fact that he is a member of the state board tends to put him in position to dominate the board if he desires to do so, because typically most board members would hesitate to take a position in opposition to the wishes of the governor. If any governor appoints most of the members of the state board and also serves as chairman, he is in even better position to dominate the board.

There are equally good reasons why the state superintendent should not be a member of the state board. The state board of education should serve as a policy determining body and the state superintendent should serve as the executive agent of the board, responsible for carrying out policies of the board adopted in accordance with the provision of law. He should, therefore, not be placed in position of voting on policies he is expected to carry out. Instead, he should have opportunity to recommend policies and, when policies have been decided upon by the state board, he should be expected to carry them out.

It seems apparent, therefore, that the constitutional and legal provisions relating to the state board of education should be changed to provide for a nine-member board, serving for nine-year overlapping terms, and to omit both the governor and the state superintendent of education from membership on the board.

Some authorities have recommended that members of the state board of education should be elected by popular vote since the state board is supposed to represent the citizens of the state. This idea had considerable merit, and yet it presents many difficulties. The ballot is already so long
in many states that voters have difficulty in making intelligent choices. Furthermore, some of the persons who would make outstanding board members would not be interested in subjecting themselves to the hazards of popular election.

Two states have established the plan of having state board members elected by county board members. This plan also has some advantages but has not yet been used by a sufficient number of states to give assurance that it is the best plan.

In South Carolina the state board members should continue to be appointed by the governor and should be confirmed by the senate. Board members should be selected for nine-year overlapping terms and no member should be eligible for appointment for two consecutive terms. Not more than two members should be appointed from any congressional district.

Although neither the constitution nor the law requires educators to be appointed on the state board of education, it is customary for a substantial proportion of the board members to be educators. Under existing circumstances, there probably is good reason for this tradition. No qualifications have been established for the position of state superintendent of education and the state superintendent is elected by popular vote. Professional membership on the state board of education might help to safeguard a situation which might at some time occur if present practices are continued. However, it would be more desirable to establish a plan which would assure the selection of a properly qualified educator as state superintendent. If this is done, the state board of education should become a lay board. The board should be thought of as representing the people of the state in determining the policies and minimum standards to be observed in the schools of the state.

Responsibilities of the state board of education. The constitution states that the state board of education shall have “the regulation of examination of teachers and the issuance of certificates, shall award all scholarships and shall have such other powers and duties as may be determined by law.” It is well that the constitution did not attempt to prescribe in detail the responsibilities of the board.
It probably would have been better for the constitution to have recognized the state board of education as the board responsible for prescribing policies, rules and regulations, and minimum standards for the state public school system, and to have assigned to the legislature the responsibility for defining in necessary detail the specific powers of the board.

Section 5281 of The School Laws of South Carolina, 1942, seem to place more emphasis on the responsibility of the state board of education as an advisory body of the state superintendent of education than on any other responsibility except the power to review on appeal all decisions of county boards. This is one of the early provisions of the law. It is well that Section 5282 has attempted to define the powers of the board in broader terms and has made clear that it is the responsibility of the board "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."

The state board of education is also "to prescribe and enforce rules for the examination and certification of teachers; to prescribe and enforce the course of study of free public schools; have power to provide for its continued enrichment; for the discarding of obsolete, antiquated and useless textbooks; for the addition of new and modern textbooks (subject to provisions in the law); for the issuance of state teachers' certificates and to revoke them for immoral or unprofessional conduct, profanity, or unfitness for teaching; to award scholarships created by the General Assembly for the institutions of learning in whole or in part supported by the state; to prescribe and enforce the use of textbooks in the various subjects taught in the free public schools in the state in both high schools and elementary schools, in accord with the course of study as prepared and promulgated by the Board."

If this section were being written today, the wording would undoubtedly be revised. It is probable that no more emphasis would be placed on the responsibility of the board for prescribing textbooks than for prescribing transportation regulations, school building standards, and similar essentials which are not specifically mentioned.
While the state board of education is responsible for prescribing textbooks, a state school book commission has been established to operate a rental system for school textbooks and to furnish library books under certain conditions (Section 5285 and 5286).

The state board of education is also the state board for vocational education which is responsible for adopting rules and regulations governing the expenditure of vocational funds and for making these regulations known to the various school districts of the state in order that they may know the conditions under which they are entitled to share in the funds available for vocational education (Section 5431).

It is fortunate that the legislature has prescribed that the state board of education is also to be the state board of vocational education. A few states have separate boards. Such a plan of organization tends to increase the difficulty of coordinating these services in the various areas of education. All phases of public school education are interrelated and this fact is best recognized when the state board of education has responsibility for all phases of public school education as it practically has in South Carolina.

Functioning of the state board of education. A study of the development of the state board of education in South Carolina indicates that the proper functions of this board have not always been fully understood by the board itself, by the legislature, and apparently in some instances by the state superintendent of education. There have been periods when the state board of education has been relatively inactive. Apparently, only during recent years has the board met consistently, attempted to develop rules and regulations for public schools, and to operate as a policy board for all phases of education. For example, for many years, the state board of education apparently either was not aware of its proper responsibilities for vocational education or was too busy with other matters to give much attention to this phase of education. The published regulations, even at the present time, give relatively little attention to vocational education.

The state board of education should become a more sig-
significant educational body than it has become during recent years. It should pass upon all policies, rules and regulations and minimum standards proposed by the state superintendent of education for all phases of education involving the public schools and teacher education. It should consider problems involving vocational education as comprehensively as problems involving any other phase of education. It should prescribe the necessary regulations relating not only to the operation of the board itself but to the organization and functioning of the state department of education, local school systems, personnel, courses of study and textbooks, transportation, school buildings, and finance. It should submit to the governor and the General Assembly, recommendations, regarding financial and other needs of the schools and regarding improvements in the school laws.

The state board of education should also be responsible for the educational program in special state institutions for juveniles, and for the library program, especially in rural areas. It should take the initiative in arranging joint meetings with boards for institutions of higher learning when problems arise which involve or require coordination. Its contact with local school systems should be through the state superintendent and state department of education, except as appeals are made to the board through the state superintendent for decisions as provided by law. If the board is to assist in the proper development of educational program of the state as it should, the tradition of appointing capable and outstanding citizens who are genuinely interested in the welfare of the state and in developing a better educational program should become more firmly established than it is at present.

The State Superintendent of Education

The most important single educational official in a state should be the chief state school officer, or as he is in South Carolina, the state superintendent of education. This position should be important, not because of the power exercised by the state superintendent, but because of his responsibilities for exercising wise and stimulating educational leadership.
The first section of Article 11 of the South Carolina constitution provides for a state superintendent of education and states that he is to have “the supervision of public instruction.” He is recognized as one of the most important state officers. The constitution provides that his powers, duties, and compensation should be defined by the General Assembly. Unfortunately, however, the constitution also prescribes the method of selection, which is by popular vote. His term of office which, by this section of the constitution was set at two years, has been changed to four years by a later amendment to the constitution (Section 24 of Article 4).

The law, in addition to prescribing the method of selection in accordance with the plan set forth in the constitution, requires the state superintendent of education to give bond of $5,000 and to take the oath of office prescribed for state officers by the constitution. The salary of the state superintendent for some years has been set at $5,000 a year. This provision has recently been changed to provide a salary of $7,500 a year.

The method of selecting the state superintendent of education should assure at all times the selection of the most capable and best qualified person as educational leader for the state. He should be a person with advance training in educational administration and supervision and should be able to qualify for the highest type of professional educational certificate issued by the state. Popular election has been the most common method of selecting state superintendents. However, experience in many states has shown that this method does not always assure the selection of the best qualified persons. Many of the most capable educators would not be interested in the office if it were necessary to engage in a political campaign. In some states, selection by popular election has tended to involve the office and the school system directly in partisan politics, and in some cases the person selected has neither had the training nor the qualities of leadership which are essential.

Some states, commonly recognized as having had good school systems for a number of years, provide that the chief state school officer is to be appointed by the board
of education and is to serve as its executive officer. This seems to be a wise provision. If the board is given this responsibility, it can proceed to select the best person available and to hold him responsible for carrying out policies which are designed to assure a continuous improvement in the educational program. This is the method which is recommended as most likely to assure the most capable leadership.

As long as the state superintendent of education is elected by popular vote, his salary is necessarily limited to that of other state officials, which is usually somewhat less than the salary of the governor. A condition prevails in which the salary of many city superintendents, of the heads of institutions of higher learning, and often of coaches in those institutions are considerably higher than the salaries of the state superintendents.

If the most capable person available is to be attracted to the position of state superintendent of education and if this office is to carry the prestige and offer the possibilities of leadership which are desirable, the superintendent's salary should be comparable to the salary paid in the leading school systems and institutions of higher learning in the state. Experience in many other states indicates that the appointive superintendent is more likely to be paid this type of salary than the elective superintendent. To facilitate the payment of a desirable salary, the state board of education should be given the responsibility for determining the salary required for this office.

Responsibilities of the state superintendent of education. The chief duties of the state superintendent of education in South Carolina are set forth in Sections 5273-5278 of the laws of the state. The duties of the superintendent are not clearly defined. He is to have general supervision over the public school funds and it is made his duty to visit every county in the state as often as practical "for the purpose of inspecting the schools, awakening an interest favorable to the cause of education, and diffusing as widely as possible, by public addresses and personal communications with school officials, teachers and parents, a knowledge of existing defects and of desirable improve-
ments in the government and instruction of the said schools.” He is to secure uniformity in the use of textbooks and to prepare and transmit to county superintendents school registers, and other forms, instructions, laws, rules and regulations, forms and instructions which are to be printed, indexed and distributed. He is also to make a report to the General Assembly, the details of which are prescribed in the law. He is to perform such other duties as are prescribed by law and “to deliver to his successor all books, papers, documents and other property belonging to his office.” In addition, he and the county superintendents are given power to administer “an oath or affirmation to any person and probate any and all papers which may pertain to or be connected with the duties of his office.”

Taken literally, some of these provisions of the law indicate a rather narrow and obsolete concept of the responsibilities of the chief state school officer. These laws should be broadened in keeping with modern concepts. They should make clear that the state superintendent of education is to function as secretary and executive officer of the state board of education, that he is to prepare and submit to this board such recommendations regarding policies, rules and regulations, and minimum standards as he considers essential for the proper operation of the schools; that he is to serve as head of the state department of education and, is to advise and counsel with local school systems and assist them, in accordance with their needs and to the best of his ability, to carry out the policies of the state board of education. It should be his duty to determine the needs of the schools, to submit these needs to the state board of education for study and review, and to cooperate with this board in submitting to the General Assembly the budgetary and financial needs and the proposals for improving the school laws of the state.

In addition to these responsibilities, the state superintendent of education must be in position to work with the institutions of higher learning in order to assure maximum coordination for the entire program of education. He should also secure assistance of all state and federal agen-
cies and organizations which may be needed to help solve educational problems of the state.

The State Department of Education

The laws of South Carolina have very little to say directly about the state department of education. Most of the references to this department are found in laws which prescribe specific duties and services of staff members.

The laws should make clear that the state department of education is to serve as an administrative and supervisory agency under the direction of the state superintendent of education, and that the state superintendent and his staff comprise the state department of education. The laws should also provide that the department is to operate under the direction and control of the state superintendent of education in accordance with the regulations prescribed by the state board of education.

The plan of organization of the state department of education should not be prescribed by law but the law should authorize the state board of education, on recommendation of the state superintendent of education, to organize the department into such divisions, branches or sections as may be found necessary and desirable to perform all the proper functions and the necessary services relating to the operation and improvement of the state system of public education.

The South Carolina laws prescribe certain divisions or personnel for the department. Such sections should be repealed or modified to be consistent with the principle that the state board of education, on the recommendation of the state superintendent of education, should determine the plan of organization for the state department of education and should prescribe the personnel and their duties.

Evidence indicates that for a number of years the state department of education developed without much planning or organization. Wherever a new service was found to be necessary, there was a tendency to appoint someone in charge of the service and to make him directly responsible either to the state superintendent of education or to the
state board of education. As a result there were a number of different responsibilities, some of which were closely related, being carried out by a number of persons. This situation added to the problems of the state superintendent and increased the difficulties of coordination.

In 1942 a Southern States Work-Conference committee suggested the following criteria for guidance in organizing state departments of education:

"The State Department of Education should be divided into a sufficient number of working divisions to cover the major areas of service, but the number of divisions should not be so great as to hinder coordination of services or as to require the State Superintendent of Education to deal with an unreasonably large number of division heads."

This committee in explanation added the statement:

"It is probable that the optimum number of divisions is not less than two or more than five."

Within the past year, after an extensive study of state department organization, the present state superintendent of education has effected a reorganization of the state department of education. There are now five major divisions as follows: Administration and finance, instruction, teacher education and certification, vocational education, vocational rehabilitation.

This plan of organization seems to have many commendable features. For example, the division of instruction is much to be preferred over separate divisions for elementary and secondary education, and perhaps even separate divisions for other phases of instruction, such as health and physical education. Whether the present organization is the best in terms of needs in South Carolina can only be determined after further study. It groups together related services and provides for each of the major divisions a director who is responsible for coordinating the services. This plan of organization, however, should be studied further to determine whether there are any re-

pects in which it is not meeting the needs. Further re-
organization may be found desirable and the possibilities
for even better coordination should be explored. In any
plan of organization, the number of major divisions should
not exceed five or six, and a systematic plan should be
worked out for assuring coordination, not only within each
division but among the various divisions. Further expa-
sion of services along the lines recommended in other
sections will also be necessary. Along with this expansion
should come adequate provision for research service and
coordination of research.

If the state department of education is to render maxi-
mum service in any state, the personnel must constantly
be studying, not only the problems in the state as related
to problems in other states, but methods for solving those
problems. This requires, first of all, capable personnel who
are interested in the services they should render. It re-
quires professional leadership on the part of the state super-
intendent of education and his division heads, not only
through staff meetings but through some definite procedure
or plan for assuring professional improvement. For ex-
ample, in Georgia the state department of education during
the present year, with the cooperation of the College of
Education at the University, has been carrying on a sys-
tematic study of its organization as related to educational
needs.

Two of the chief handicaps in the state department of
education at the present time arise from the limited work-
ing space available and the limited funds for the depart-
ment. All of the directors have provided evidence of
handicaps which arise from limited working space. More
adequate and better arranged quarters are, therefore, es-
sential for maximum efficiency.

Evidence indicates that members of the state depart-
ment of education staff not only are interested in their
opportunities for service, but are also sincerely attempting
to do a good job. A handicap in the department for a
number of years has been the inability to attract and hold
persons of outstanding competence and ability. Unless
present staff levels are improved, it is doubtful whether
some of the present staff members can be retained. As long as top salaries, even for division directors, cannot go beyond $5,000, the department cannot be expected to compete with some of the local school systems. The continuation of the present low salaries will eventually mean that the department will be unable to hold persons who can render the services needed and many of the local school systems which should be seeking services from the department will be looking elsewhere for consultative services. Every school system from time to time is in need of consultative services in various areas and these services should be rendered largely by the state department of education.

Another handicap arises from the fact that the legislature insists on itemizing the appropriations for the department. As long as appropriations are itemized in detail, the state board of education can have little leeway in organizing the department to render effective service. The practice of itemizing various appropriations for the operation of the department makes it necessary at the close of each year for the department to make application to the state budget commission for numerous transfers. Within recent years, all transfers which have been requested have been approved. The legislature should provide an adequate lump sum appropriation for the state department of education, allowing the board to determine the use of this appropriation within the limits of the law. This plan is followed for a number of other state agencies and as far as can be determined, operates satisfactorily, tending to promote both economy and efficiency.

The appropriation must be sufficient not only to permit the payment of adequate salaries but to provide reasonable travel allowances. The department cannot render maximum service if most of the staff members have to work out their programs through the office rather than partly through field contacts. When consultative services are needed by local school systems, they should be available without undue delay or handicap.

The state department of education is also handicapped by the system of district organization which prevails. Reorganization of districts to provide for elimination of the
numerous small and inadequate districts should greatly fa­cilitate the work of the department.

A close cooperative working relationship between the department and various institutions of higher learning is desirable. A number of services might well be planned on a cooperative basis. For example, from time to time sur­veys of certain phases of the school program of various local school units will be of considerable benefit. A coop­erative program for making such surveys might well be worked out between the state department of education and the College of Education of the University of South Carolina and the educational staffs from some of the other state institutions. Such a program would bene­fit not only local school systems and the state department of education but also the institutions of higher learning which would thus be brought into closer contact with the practical problems in the field.

Other State Agencies Responsible for Certain Aspects of Education

In each state there are a number of agencies, in addition to the state department of education, which necessarily are concerned to some extent with certain aspects of education. These agencies should not assume educational functions but should work in close cooperation with the state depart­ment of education in rendering the services needed. More­over, the department should plan to utilize the services of these agencies through a program which will result in maximum benefit to the public school system. This same general criterion should apply to relationships with federal agencies which, during recent years, have had an increas­ing number of contacts with state and local school systems.

In South Carolina, some of the state agencies which are more or less concerned with various aspects of the educational program include the following:

1. *State Budget Commission.* The state budget com­mission is responsible for checking on expenditures to as­sure that they are kept within the limits of and are con­sistent with appropriations. It performs many necessary
functions. Reference has been made to the relationship of the state budget commission to the state department of education appropriations. In planning future developments in education, care should be taken to assure that any state responsibility for advising on school budgets should be a function of the state department of education. The department should be equipped to render this service satisfactorily and in such a manner that it becomes an educational as well as a financial service so that some other state agency, such as the state budget commission, may not be assigned a responsibility which may become merely a means of cutting down expenditures regardless of educational needs.

2. State School Book Commission. The state school book commission is composed of the governor, the state superintendent, the director of the division of textbooks, one member of the state board of education, and three county superintendents to be selected by the association of county superintendents (Section 5285). This commission is authorized or directed to provide all the textbooks for use in public schools in South Carolina on a rental system, except in certain districts that do not come under the system. It is also directed to furnish library books from an approved list to public school districts or counties in the state on the same terms and conditions that textbooks are furnished. Provision is made for any school district or county to pay the state school book commission the purchase price plus interest for these books. Textbooks are then to become the property of the school district or of the county paying for them. Any county or school district having its own rental or free textbook system is entitled to receive all of the benefits under the rental library provision.

The state school book commission has adopted a set of detailed regulations for carrying out its program. This program seems to be working fairly satisfactorily. However, there is no evidence that the school book commission is rendering any service which could not be rendered by the state department of education in accordance with the rules and regulations of the state board of education. In the interest of coordination and economy, it is believed that the
responsibilities of the school book commission should be assigned to the state board of education and its program administered through the state department of education.

Provision is now made for a committee including the state board of education, members of the county superintendent’s association appointed by the state superintendent of education and three members of the South Carolina Education Association to evaluate textbooks and to determine those which are outmoded, obsolete, and unfit for further use. While this procedure seems to have worked reasonably well, it is believed that some improvements should be made. Several states have set up a course of study or curriculum committee which is a continuing committee, comprised of a member of the state department of education staff and representative school people appointed for overlapping terms by the state board on the recommendation of the state superintendent of education. This plan is suggested for South Carolina. The curriculum committee should be responsible for studying curriculum needs and for recommending changes which should be made in textbooks that do not seem to be meeting existing needs. It should submit recommendations annually to the state board of education through the state superintendent.

During any year in which changes are recommended, there should be appointed by the state board of education, on recommendation of the state superintendent, a textbook evaluating committee. This committee should be responsible for evaluating available textbooks in the field in which changes are to be made. After all available textbooks in the field have been evaluated, this committee should certify to the state board of education the three best books in the field in the order of their merit. Purchases should then be made from the three books recommended. A larger list would of course be necessary for multiple adoptions which may be found desirable in many areas.

3. State Board of Health. The state board of health is necessarily concerned with health education as well as with health services. An improved program of health education would greatly facilitate the program in which the state board of health is interested.
The state department of education and the state board of health should develop programs involving many cooperative features. It is generally recognized that the state board of health should be primarily responsible for promoting desirable health services and the state department of education should be primarily responsible for health education. There are still many problems involving health education as well as health services which remain to be solved. The possibilities of improving the present plan to assure better coordination should be carefully studied. In Mississippi the state board of health and the state board of education have agreed on joint appointment of persons who are to be concerned with the health education program. Such a plan has considerable merit and might well be undertaken in South Carolina, if after further study, it seems to offer possibilities for focusing much needed attention to the problem of assuring better health education in the schools. A similar plan should be inaugurred for the county level.

4. State Highway Department. The state highway department is necessarily concerned with vehicles which use the highways and with persons who drive those vehicles. It is generally recognized that this department should have the responsibility for checking all such vehicles and for prescribing minimum standards to be observed by drivers. School busses should be rigidly inspected and persons who are to drive these busses should be carefully examined and licensed for driving busses only when desirable standards are met. The present laws gives the state highway department the right to promulgate rules and regulations and to provide a special examination for school bus drivers. The law also provides that the privilege to operate a school bus may be suspended by the department in the case of an operator who violates the provisions of law or of "any operator who may be found guilty of the use of intoxicants or who by his speech or conduct shall set an unwholesome example for the pupils." (Section 1626-3(14). This provision seems to go beyond the proper function of the state highway department. It should be clear that bus drivers are responsible to the school authorities
for all matters involving relationships with pupils and school personnel. Furthermore, school authorities should be responsible for developing training programs for bus drivers. Since traffic responsibilities are also involved, these programs should be cooperatively developed.

5. State Public Library Association. The law provides for a state public library association with a board of directors of five members appointed by the governor upon the recommendation of the state superintendent of education (Section 5500). The state public library association is authorized "to create public libraries over the state and, acting through its Board of Directors, to have the right to devise and carry in effect methods by which public libraries may be extended to the rural districts of the state." Provision is made for regional libraries and for counties, townships, school districts, and municipalities to own and operate public libraries. When these public libraries are organized, provision is made for the appointment of five competent citizens who shall serve as trustees for the library.

In the rural areas, in particular, it is hardly possible or economical to expect both public and school libraries to be maintained. The General Assembly is not likely to make adequate appropriations both for school libraries and for public libraries, especially in rural areas.

The relationship between the schools and the state library association is recognized in the law by the provision that the state superintendent of education is to recommend the directors.

At one time, the state library commission in Georgia operated more or less independently of the schools. At the request of the Georgia Library Association, the General Assembly of Georgia at the 1943 session abolished the state library commission and transferred its services and functions to the state board of education. State funds for the development of an over-all library service in Georgia are now administered through the textbook and library division of the state department of education.

It is believed that a somewhat similar plan would facilitate the provision of school and community libraries,
particularly in the rural areas of South Carolina. The responsibilities of the South Carolina state library association for county and rural libraries could be transferred to the state board of education and the state department of education could be made responsible for administering the state library program, especially for rural areas. The state library association or some similar group might well serve as an advisory body for this program.

6. Boards for Special Institutions. In South Carolina as in other states, there are a number of special schools for youth. Among these are the schools for the deaf, dumb and blind, three training or industrial schools, a school for the feeble-minded, and the John de la Howe School.

Traditionally, such schools as reform or industrial schools have been considered primarily punitive or correctional institutions. However, these delinquent minors are in need of further education. Institutional confinement may sometimes be necessary but it is not an end in itself.

It is believed that all special institutions for minors should be considered primarily educational institutions. Instead of being operated under separate boards, as they are at the present time, at least their educational functions should come under the state board of education. Each institution should be headed by an administrator responsible for administering the program provided by the institution and perhaps governed by an institutional board. However, responsibility for the establishment of policies for guiding the educational programs of these institutions should be vested in the state board of education. The state department of education should be responsible for providing needed educational supervisory and consultative services.

The state prison is another institution in which educational problems are or should be involved. The prison authorities, in cooperation with the state board of education and the state department of education, should be responsible for establishing appropriate policies for a satisfactory educational program which will meet the needs of the prisoners.

7. Recreation. A few states have established separate recreational boards. Such boards may be helpful in devel-
oping park and similar programs, although these might well be developed by park or similar boards. Regardless of these developments it should be clearly recognized that the state board of education should be responsible for policies involving school recreational programs or recreational programs involving use of school facilities either during the school year or on a year-round basis.

**RECOMMENDATIONS**

1. There should be a definite plan for continuous study of the effectiveness of the state organization for education. The present organization and proposals for changing that organization should be studied and evaluated in light of the criteria proposed in this chapter.

2. The provisions of the constitution which handicap the educational program should be amended. Specifically, those sections should be amended which deal with the election of the state superintendent of education by popular vote, make the governor and state superintendent of education ex-officio members of the state board of education, limit the pupils in public schools to those between the ages of 6 and 21, limit the size of the school district to forty-nine square miles, provide for the legislature to levy supplementary taxes for separate school districts, and limit the bonded indebtedness to 8 per cent of the assessed valuation. These are Sections 1, 2, 5, and 6 of Article 11, and Section 5 of Article 10, respectively. A section should be added to prohibit the enactment of local laws which tend to nullify the provisions of basic general laws relating to education.

3. The school laws should be reviewed and recodified to eliminate obsolete and confusing provisions. The practice of setting up what often amounts to an individual school system for each county, and even modifying that system in some respects nearly every year through local legislation, should be discontinued. In order to eliminate the necessity or excuse for the annual flood of local laws it will be necessary to overhaul the general school laws.

4. The regulations of the state board of education, which have the effect of law, should be revised and codified.
and published at frequent intervals. This same procedure should be followed for regulations of the state school book commission, if continued, and of the state board of education acting in its capacity as state board for vocational education.

5. The state board of education should be established as a lay body comprised of nine members appointed by the governor with the approval of the senate for nine-year overlapping terms. Members should not be eligible for reappointment. This body should be established as the state board responsible for policies, rules and regulations, and minimum standards for the entire public school system and teacher education. The governor and the state superintendent of education should not be members of the state board of education. Not more than two members should be appointed from the same congressional district. To effect this change, it will be necessary to amend Section 2 of Article 11 of the constitution.

6. The state superintendent of education should be employed by the state board of education. He should be a person with advanced training in educational administration and supervision, and should be able to qualify for the highest type of professional educational certificate issued by the state. The state superintendent should serve as secretary and executive officer of the state board of education, and as head of the state department of education. This change will require an amendment to Section 1 of Article 11, and Section 24 of Article 4 of the constitution.

7. The services of the state department of education should continue to be expanded and improved. To make this possible, salaries, especially of division directors, must compare favorably with those of the highest paid local school officials, a more adequate appropriation not limited by legislative itemization must be provided, and standards generally must be further raised. The law should authorize the state board of education to establish the divisional organization of the department on recommendation of the state superintendent of education, and all laws relating to specific divisions and their functions should be repealed.

8. Since the responsibilities of the state school book
commission directly involve the educational program, its functions should be assigned to the state board of education and it should be administered through the state department of education. Existing laws providing for a separate commission should be repealed.

9. The procedure for evaluating and selecting textbooks should be improved by providing for (a) the appointment of a professional courses of study committee for overlapping terms to recommend curriculum and textbook changes; (b) the appointment, when adoptions are being considered, of a representative professional rating committee to rate available books in each field in which changes are to be made; (c) the state board of education to select and purchase only books from the three receiving the highest rating in each field for each grade, except where multiple adoptions are found desirable.

10. The responsibilities of the state highway department regarding school busses and drivers and those of the state department of education regarding transportation should be closely coordinated. All educational functions relating to transportation should be assigned to and assumed by the state department of education and county school authorities, rather than by the state highway department.

11. Better coordination should be worked out with the state board of health to assure more effective health services for the schools. State and county health authorities should assume primary responsibility for assuring adequate health services, and state and county educational authorities should assume primary responsibility for an adequate program of health education and for providing healthful environments. The state board of education and the state board of health should provide for joint adoption of policies and joint appointment of the personnel to be charged with the responsibility for developing an adequate program of health education and health services for the schools.

12. Better coordination of the library program for rural communities is essential. An advisory committee might be established to assist in developing appropriate policies.

13. All special schools and correctional institutions for
juveniles who have not completed the public school grades should be considered primarily educational rather than punitive institutions, and their educational programs should be administered under regulations of the state board of education with the necessary supervisory services provided by the staff of the state superintendent of education.

14. The prison authorities, with the cooperation of the state board of education and the state department of education, should be responsible for developing and conducting a satisfactory educational program for the inmates of the state penitentiary.
VII
COUNTY AND DISTRICT ORGANIZATION
AND ADMINISTRATION

The observation is frequently made that education is a function of the state. The almost universal pattern of administration in the United States, however, has been the delegation of authority to operate public education through local subdivisions of the state by both constitutional and legislative enactments. South Carolina has followed this practice of using local school subdivisions or school districts to a marked extent.

ADMINISTRATIVE UNITS AND ATTENDANCE AREAS

A study of local school organizations and administration presents two questions: What are the purposes of the school district? How may these purposes best be accomplished? The answers to these questions will show what the people of South Carolina should want in the way of local school administration and organization.

The leadership in a school unit is faced with the problems of deciding where schools should be maintained in order to afford the best educational opportunities, and of administering these school centers with maximum efficiency and economy. Defining a geographical area to be governed by a single board of education determines a school district or an administrative unit. This area should be determined on the basis of efficiency and economy of management. Defining a geographical area to be served by a single school center determines an attendance area. This area should be determined on the basis of educational services that are needed by those who are to be served.

Administrative units or school districts may embrace five square miles or 500 square miles. It may include one school center or 100 school centers. On the other hand, attendance areas are formed by a line drawn so as to include the homes of all those attending a certain school. If a
school district operates only one school, the boundaries of the administrative unit and the attendance area coincide. If an administrative unit operates a high school and two elementary schools, the high school attendance area is identical with that of the school district, whereas the district area is divided into two parts by the two elementary schools.

The distinction between the two kinds of units is important because the survey report presents indisputable evidence that both the administrative unit and the attendance area as found in South Carolina are seriously inadequate, and solving the problem of one unit will not necessarily make any change in the other. For example, consolidating two school districts does not necessarily consolidate the schools within these districts. Also, a district having two schools can eliminate one of them without changing its own boundaries.

The boundaries of administrative units generally are determined by statute or by authority delegated to official public bodies. These boundaries usually are inflexible and subject to infrequent change. The boundaries of attendance areas may be determined by the board of control and the administrative unit or by the administrative officer who is commonly the superintendent of schools. Attendance areas are changed from time to time depending largely upon population trends, either in terms of number or in terms of migration.

If sound principles of organization and administration are applied to the creation of attendance and administrative units each administrative unit will be under the leadership of a superintendent of schools under whose direction there will be as many building principals as there are school centers or attendance areas. If schools of adequate size are organized by the expansion of attendance areas there will be ample justification for the employment of a principal in each school.

The inauguration of pupil transportation as a commonly accepted school practice demands a changed concept of attendance unit planning. Formerly schools were located at a point within walking distance of the homes of all children, which meant that schools were located relatively close to-
gether. Generally speaking, elementary children should not be required to walk more than one mile to school while high school youth should not be expected to walk more than two miles. Thus, before the advent of transportation it was considered good practice to establish high schools within four or five miles of each other in the attempt to bring high school advantages within reach of all youth. Due to the sparsity of population in open country, this practice necessitated the establishment of small high schools.

Times have changed. If elementary children are expected to ride from thirty to forty-five minutes the expansion of attendance area boundaries is feasible as soon as transportation facilities are provided. With high school pupils riding the school bus for one hour where road facilities are satisfactory, it is possible and justifiable to form high school attendance areas having a radius of fifteen miles. As a result, the maintenance of high schools within four or five miles of each other is no longer defensible, particularly when the sparsity of population means that these schools are small and ineffective.

The fundamental distinction between administrative units and attendance areas would make it possible to place all schools in a county under the control of the county board of education and under the leadership of the county superintendent of schools without relocating any school center, without changing the employed personnel, without altering the curriculum and instructional program, and without moving any boundary of existing attendance areas. Even if these changes were not necessary, the advantages in reorganization of the administrative unit would result in economies and efficient practices that would make them justifiable.

The inequities that exist under the present plan of organization are numerous. One example appears among the six selected counties and is illustrated by the York High School. The York High School attendance area embraces the attendance areas of several small school districts having only elementary schools. The high school receives no tuition from these smaller districts. The school tax rate in York is 25 mills, with 7 mills being a county levy for general
purposes and 5 mills for high schools. The districts sending pupils to York High School all have much lower tax rates and one district levies no local tax.

A second illustration is found in the Greer School District which lies partly in Greenville County and partly in Spartanburg County. Within the Zoar School District in Spartanburg County are large textile mills. Many of the workers in these mills live in Greer. Their children attend Greer schools. Greer also supports the high school which pupils from the Zoar School District attend. The Zoar District and its textile mills contribute nothing to the extra burden which the mill workers have thrown upon Greer. The local levy in Greer is 32 mills, while in Zoar it is 4 mills. Furthermore, it should be observed that the six selected counties present a more favorable situation in regard to the number of small inadequate administrative and attendance areas than is found for the state as a whole.

No real justification can be shown for the existence of these small districts which admittedly send their children outside their area for essential school services. If they are too small to provide adequate high school opportunities, they should pool their resources and interests by combining with the districts that do have high schools. Also, as a matter of justice and equity, they should support the high school operation according to their means. Probably the state should discharge its duty by protecting its public school enterprise from the obvious deficiencies that vested local interests would perpetuate. Certainly the state cannot afford to condone and subsidize them.

CHARACTERISTICS OF LOCAL SCHOOL DISTRICTS
IN SIX SELECTED COUNTIES

Information blanks were sent to each local school district in each of the six selected counties. On the basis of the returns and for the purpose of comparison, the local school districts may be divided into two groups: those operating only elementary schools and those operating both elementary and secondary schools. A summary of the most com-
mon characteristics reported by the local school districts is presented in Table 20.

**TABLE 20**

**MOST COMMON CHARACTERISTICS REPORTED BY INDIVIDUAL SCHOOL DISTRICTS IN SIX SELECTED COUNTIES**

<table>
<thead>
<tr>
<th>Item</th>
<th>Only Elementary Schools</th>
<th>Both Elementary &amp; High Schools</th>
</tr>
</thead>
<tbody>
<tr>
<td>Item</td>
<td>Per Cent Characteristic of Districts</td>
<td>Per Cent Characteristic of Districts</td>
</tr>
<tr>
<td>The Local District</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Area of District</td>
<td>10-19 Sq. Mi. 38.3</td>
<td>10-19 Sq. Mi. 23.1</td>
</tr>
<tr>
<td>Map of Boundaries</td>
<td>No 54.3</td>
<td>Yes 73.1</td>
</tr>
<tr>
<td>a. No. of White Schools</td>
<td>1 90.1</td>
<td>1 50.0</td>
</tr>
<tr>
<td>b. No. of Negro Schools</td>
<td>1 49.4</td>
<td>1 38.5</td>
</tr>
<tr>
<td>No. Teaching Positions</td>
<td>5-9 29.6</td>
<td>10-19 38.5</td>
</tr>
<tr>
<td>No. of Administrators and Supervisors</td>
<td>0 80.2</td>
<td>1 53.8</td>
</tr>
<tr>
<td>Superintendent of Schools</td>
<td>No 79.0</td>
<td>Yes 96.2</td>
</tr>
<tr>
<td>No. of Custodians</td>
<td>0 90.1</td>
<td>1 34.6</td>
</tr>
<tr>
<td>No. Other Employees</td>
<td>0 64.2</td>
<td>5-9 26.9</td>
</tr>
<tr>
<td>Assessed Valuation in Thousands</td>
<td>$50 to $99 22.2</td>
<td>$500 to $999 23.1</td>
</tr>
<tr>
<td>Total School Tax Rate</td>
<td>10-14 Mills 17.3</td>
<td>20-24 Mills 26.9</td>
</tr>
<tr>
<td>The Board of Trustees</td>
<td></td>
<td></td>
</tr>
<tr>
<td>No. of Trustees</td>
<td>3 76.5</td>
<td>3 50.0</td>
</tr>
<tr>
<td>Selection of Trustees</td>
<td>Elected 53.1</td>
<td>Elected 80.7</td>
</tr>
<tr>
<td>Term of Office</td>
<td>3 Years 71.6</td>
<td>3 Years 46.2</td>
</tr>
<tr>
<td>Annual Expiration</td>
<td>1 75.3</td>
<td>1 50.0</td>
</tr>
<tr>
<td>Occupation of Trustees</td>
<td>Farming 53.4</td>
<td>Business 52.6</td>
</tr>
<tr>
<td></td>
<td>Business 20.2</td>
<td>Farming 18.0</td>
</tr>
<tr>
<td>Paid for Services</td>
<td>No 98.8</td>
<td>No 100.0</td>
</tr>
<tr>
<td>Record of Minutes</td>
<td>No 66.7</td>
<td>Yes 76.9</td>
</tr>
<tr>
<td>Meetings</td>
<td>Only on Call 70.4</td>
<td>Monthly 57.7</td>
</tr>
<tr>
<td>Regular Place</td>
<td>No 54.3</td>
<td>Yes 84.6</td>
</tr>
<tr>
<td>Order of Business</td>
<td>No 55.6</td>
<td>Yes 80.8</td>
</tr>
<tr>
<td>Chief Administrative Function</td>
<td>Interviewing 96.3</td>
<td>Budget 84.6</td>
</tr>
<tr>
<td></td>
<td>Applicants</td>
<td>Planning</td>
</tr>
</tbody>
</table>

**The Local District**

The most common size of the district reported in the selected counties is an area of from ten to nineteen square miles. More of the districts operating only elementary schools are of this size than are districts operating high schools. Typically, elementary school districts have no map of their elementary school area, while maps are available in
73 per cent of the school districts having both elementary and secondary schools. The small area of the district is reflected in the fact that for both types of districts only one school is operated for each race.

Naturally the school districts with high schools employ more teachers than those districts operating only elementary schools, with a range of from ten to nineteen teachers in high school districts compared to a range of from five to nine teachers in elementary districts. Of primary significance is the fact that districts with only elementary schools employ no administrator or supervisor, while 96 per cent of the districts with secondary schools employ a superintendent of schools. The lack of employed leadership is evident in the smaller units. Districts with only elementary schools employ no custodian in 90 per cent of the cases reported.

The most frequent assessed valuation in thousands of dollars ranges from $50 to $99 in the districts with elementary schools only and from $500 to $999 in districts operating high schools. In spite of the fact that the districts have approximately the same areas and that the assessed valuation in the high school districts is ten times that in the elementary school districts, the most common school tax rate in the elementary districts ranges from 10 to 14 mills, while in the elementary and secondary school districts the tax rate ranges from 20 to 24 mills.

The Board of Trustees

The most common size of the local board of trustees is three members for both types of districts, with members typically being selected by election for terms of three years. Although trustees are frequently appointed, election is used more often in the elementary and secondary school districts. Both types of administrative units provide for the annual expiration of only one term. In districts with only elementary schools, farming is the usual occupation of trustees with business activities next in frequency. In the districts operating secondary schools, these two occupations are reversed in order of frequency. Typically trustees are not paid for their services.
Significant differences exist in the activities of the boards in the two types of districts. In the elementary school districts, two-thirds of the boards have no record of minutes, while in districts operating high schools more than three-fourths of the boards have a record of proceedings. In the elementary school districts trustees meet only on call in 70 per cent of the cases, while board meetings are held monthly in 58 per cent of the other districts. More than half of the districts with only elementary schools report that the trustees have no regular meeting place, while almost 85 per cent of the other type of districts report a regular place of meeting. Almost the same proportions are true for a regular order of business, with no regular procedure being utilized in the elementary school district board meetings.

The chief administrative function reported by trustees in 96 per cent of the elementary school districts is that of interviewing applicants, a function which a board of trustees should not be expected to perform. In the districts operating high schools, 84.6 per cent of the districts report the chief administrative function of the board as that of budget planning, a legitimate function of the board of education if based upon the recommendation of its superintendent.

CHARACTERISTICS OF LOCAL SCHOOL DISTRICTS IN SOUTH CAROLINA

The State of South Carolina is composed of 1,680 school districts. Counties vary widely in the number of districts into which they are divided as shown in Table 21. Spartanburg County with its ninety-five districts contains the largest number, while Beaufort County with eight districts has the least. The median number of districts per county is thirty-three.

The gravity of the situation in South Carolina, a condition representing a serious lack of progress, is apparent in Table 22, which shows clearly the contrast between South Carolina and her neighboring states in the matter of local school districts.
School districts exist solely for the purpose of providing educational opportunities for children. In 1946-47 the districts of South Carolina operated a total of 3,494 schools. Of these schools, 1,398 were for white children and 2,096 were for Negroes. A total of 1,040 or 29.7 per cent were one-teacher schools, while 1,036 or 29.6 per cent had only two teachers. Thus, almost 60 per cent of the public schools in South Carolina were one- and two-teacher schools, with 70 per cent of them being schools for Negro children. There were 604 one- and two-teacher schools for white children.

The South Carolina public schools enrolled 456,955 pupils in 1946-47. Of the white children only 28.9 per cent were enrolled in high school; of the Negro children only 13.3 per cent were enrolled in high school. If the first six grades are considered as elementary and the grades above the sixth are classified as secondary according to standard
practice, only 28.2 per cent of South Carolina's school children were enrolled in the secondary schools in 1946-47.

Local School Organization

The 1946-47 report of the state superintendent of education shows the average number of pupils per school according to enrollment as 117. This figure may be mathematically correct but it is misleading. An average should be used to represent a central tendency. The state reports more than half, 59.4 per cent, of its schools as having only one or two teachers. It reports also that the average teaching load according to enrollment is twenty-nine pupils. The school typical or "average" for the state, then, probably enrolls fewer than 60 pupils. Undoubtedly, the greater enrollment in larger schools obscures the true central tendency.

More than half, 52.8 per cent, of the high schools for white youth in the state enroll fewer than 150 pupils, and more than one-fourth, 30.9 per cent fewer than 100 pupils. Only 20.6 per cent of the high schools for white youth and 13.6 per cent of the high schools for Negroes enroll as many as 300 pupils.

In the 1,680 school districts 455 high schools were operated, only 359 of them accredited, with some districts operating more than one high school. Approximately 75 per cent of the school districts have no high school. In more than one instance a school district operates neither a high school nor an elementary school but sends its children as non-resident pupils to a neighboring school district to be educated. In contrast, in ten states (eight of them southern) every administrative unit operates a high school, and in two other southern states more than 95 per cent of the local units operate secondary schools.

An examination of the 1946-47 data shows these pupil-teacher ratios according to enrollment in high schools for white youth in these counties: Allendale County, 15:1; Barnwell County, 17:1; Calhoun County, 14:1; Fairfield County, 15:1; Hampton County, 17:1; and Sumter County 14:1. In these same counties the pupil-teacher ratios for
white elementary teachers average: Allendale County, 23:1; Barnwell County, 23:1; Calhoun County, 21:1; Fairfield County, 27:1; Hampton County, 26:1; and Sumter County, 29:1.

Allendale County operates two high schools for 223 white youth. Barnwell County operates four high schools for 504 students, one of the schools enrolling fewer than 50 students and two of the others enrolling fewer than 150 students each. Calhoun County maintains three high schools for 253 youth, one for fewer than 50 students and one for fewer than 100 students. Fairfield County has six high schools for 631 students, two having fewer than 50 students each and three enrolling fewer than 100. Hampton County reports six high schools for 575 youth, three having fewer than 100 students each and three with fewer than 150 each. Sumter County operates five high schools for 1,275 white students, but four of these schools enroll fewer than 50 students each.

In South Carolina state funds pay the basic salaries of teachers. Small teaching loads, inevitable in most small schools, require additional teachers. Thus, the state is subsidizing and perpetuating unsatisfactory school centers at the same time that it professes to favor large schools. Mort and Reusser show that a high school of 725 pupils has unit costs 1.7 times the per capita cost of elementary schools, but that in a high school enrolling only 50 pupils the per capita cost is 2.53 times the cost of the elementary school.¹

The relative extravagance of the small elementary schools in South Carolina can likewise be shown, but the waste of money is not as important as the inadequacy of the instructional and service offerings to children. Any professional educator can describe the excessive costs in terms of age-grade and grade-progress, school achievement, curriculum offerings, or time allotments. For example, the average one-teacher elementary school has approximately 27 recitations with an average of 12 minutes for each.

Most laymen would appreciate the gravity of the situation if it concerned their own children.

Small, ineffective school districts are accompanied by relatively undeveloped systems of pupil transportation. In 1944-45 South Carolina was the lowest among the forty-eight states in the percentage of its children enrolled in the secondary schools. It transported only 16.4 per cent of its students, whereas Georgia and North Carolina (contiguous states) transported 25.5 per cent and 37.7 per cent, respectively.

In a study by White it was shown that, "The education of the teacher in the small rural school is decidedly inferior to that of the average teacher in the state." The study points out a number of typical characteristics of the small rural schools, all of which are attributable to the poor system of school organization and administration.

Local School Administration

The deplorable pattern of school organization is directly due to the lack of a pattern of administrative organization. In 1946 the state department of education reported that the present system of local school administration has been in operation for about fifty years. During this time almost every county has secured legislation to affect its own particular system. One state statute can be cited whereby a small school district was directed to operate two small schools when it formerly maintained only one. Although so many exceptions have been taken to the provisions of the Constitution of South Carolina that the situation has become absurd, the constitutional limitation of local school district areas to between nine and forty-nine square miles is pointed out as being the deterrent to improved organization. Yet more than thirty counties are exempted from these provisions.

Each local school district is controlled by a board of trustees. These boards are selected by a variety of methods. They vary in size according to the special legislation affect-

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ing their districts. The boards of trustees are the supreme authority within their school districts, and generally are not answerable directly to the people whom they represent due to the method of their selection. Most boards are appointed either by the county board of education or by the county superintendent.

Generally, trustees are charged by law with the employment of teachers, the transportation of pupils, the management of school funds, and the operation of schools. Only 219 administrative superintendents and 246 administrative principals are employed in the state. Thus the vast majority of school districts are operated without the leadership of a professional administrator, and the trustees are responsible for administrative functions. In a few counties the county superintendent serves as an overseer for boards of trustees not employing an administrator.

Local school districts are fiscally autonomous in that each is supposed to have its own budget and, with the counsel of the county superintendent and others, each is responsible for determining the necessary tax levy each year. The inefficiency of local school district administration probably reaches a peak in districts that are known to vote no school tax, have no formal budget, keep no official record of board minutes, have no map showing the boundaries of their territory, and have no census records to show the number and identity of the children for whom they are responsible.

**County School Organization and Administration**

Each county in the state has a county board of education. At least eight methods of selecting county board members are followed, the most common being appointment by the county superintendent, the county delegation, the state board of education, or the governor. Seldom is a county board of education responsible directly to the people. The statutory provision usually specifies a board of three members, one of whom is the county superintendent. The chief function of the board is to act as an advisory body to the county superintendent. (See Table 28.)
Most county superintendents are elected by popular vote and thus are responsible to the people. Unfortunately, the tenure of the superintendent is dependent upon his popularity, a poor basis for the appraisal of administrative efficiency and educational leadership.

TABLE 23
MOST COMMON CHARACTERISTICS OF COUNTY ORGANIZATION AND ADMINISTRATION REPORTED BY 46 COUNTIES

<table>
<thead>
<tr>
<th>Item</th>
<th>Characteristic</th>
<th>Per Cent of Counties</th>
</tr>
</thead>
<tbody>
<tr>
<td>County Board of Education</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of Members</td>
<td>3</td>
<td>58.7</td>
</tr>
<tr>
<td>Term of Office</td>
<td>4</td>
<td>58.7</td>
</tr>
<tr>
<td>Majority Expire Annually</td>
<td>No</td>
<td>60.9</td>
</tr>
<tr>
<td>Method of Selection</td>
<td>Appointed by State Board</td>
<td>49.0</td>
</tr>
<tr>
<td>Regular Board Meetings</td>
<td>No</td>
<td>56.5</td>
</tr>
<tr>
<td>Accurate Board Minutes</td>
<td>Yes</td>
<td>82.6</td>
</tr>
<tr>
<td>Under Special Acts</td>
<td>Yes</td>
<td>52.2</td>
</tr>
<tr>
<td>Compensation</td>
<td>Yes</td>
<td>52.2</td>
</tr>
<tr>
<td>Membership Allocated</td>
<td>No</td>
<td>65.2</td>
</tr>
<tr>
<td>Tenure of Members</td>
<td>0-4 Years</td>
<td>42.9</td>
</tr>
<tr>
<td>County Superintendent of Education</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Selection</td>
<td>Elected</td>
<td>93.5</td>
</tr>
<tr>
<td>Qualifications</td>
<td>“None”</td>
<td>60.9</td>
</tr>
<tr>
<td>Term of Office</td>
<td>4 Years</td>
<td>93.5</td>
</tr>
<tr>
<td>Tenure</td>
<td>2-4 Years</td>
<td>30.4</td>
</tr>
<tr>
<td>Present Salary</td>
<td>$3,000</td>
<td>23.9</td>
</tr>
<tr>
<td>Highest Degree</td>
<td>Bachelor’s</td>
<td>69.5</td>
</tr>
<tr>
<td>Major Field</td>
<td>Liberal Arts</td>
<td>50.0</td>
</tr>
<tr>
<td>Professional Experience</td>
<td>Teacher</td>
<td>60.0</td>
</tr>
<tr>
<td></td>
<td>Principal</td>
<td>53.3</td>
</tr>
<tr>
<td></td>
<td>Local Superintendent</td>
<td>37.8</td>
</tr>
<tr>
<td>Age</td>
<td>35-45 Years</td>
<td>45.6</td>
</tr>
<tr>
<td>Vote in County Board</td>
<td>Yes</td>
<td>78.3</td>
</tr>
<tr>
<td>Map of School Districts</td>
<td>Yes</td>
<td>52.2</td>
</tr>
<tr>
<td>Superintendent Bonded</td>
<td>Yes</td>
<td>95.7</td>
</tr>
<tr>
<td>Amount of Bond</td>
<td>$1,000</td>
<td>56.5</td>
</tr>
<tr>
<td>Allocation of Time</td>
<td>Classroom Visitation</td>
<td>10.0</td>
</tr>
<tr>
<td></td>
<td>Plant Inspection</td>
<td>5.0</td>
</tr>
<tr>
<td></td>
<td>Work with Teachers</td>
<td>10.0</td>
</tr>
<tr>
<td></td>
<td>Work with Trustees</td>
<td>12.0</td>
</tr>
<tr>
<td></td>
<td>Business Details</td>
<td>53.0</td>
</tr>
<tr>
<td></td>
<td>Public Contacts</td>
<td>10.0</td>
</tr>
</tbody>
</table>

PRINCIPLES OF ORGANIZATION AND ADMINISTRATION

In recent years a number of states have studied the organization of their schools for the purpose of improving
their quality and efficiency. There has been almost universal agreement upon certain basic principles or criteria that should govern the organization of administrative and attendant units.

Five fundamental concepts are applicable to both school district and school center planning. These are:

1. The organization for public education is more a function of the state than of local communities.

2. The state school code should prescribe the pattern of school organization in such a manner that it would be followed by every school unit.

3. The state should utilize its power and resources to stimulate initiative, to encourage efficiency, and to penalize inefficiency.

4. The state's policy should guarantee minimum educational opportunities to every child and should exercise sufficient controls to see that these opportunities are provided.

5. The state should delegate to administrative units the authority necessary to fulfill the state's obligation, but only so long as the local units contribute effectively to the professed state objectives.

The following criteria which should be applicable to every administrative and attendance unit in South Carolina are proposed.

**Administrative Units**

1. A school administrative unit should be sufficiently large to have enough pupils to justify an adequate instructional program from the first through the twelfth grade (embracing a population of at least 1,500 pupils of one race, of whom 300 are of high school age).

2. A school administrative unit should have enough wealth to afford any desirable school services that are not provided by the state foundation program.

3. A school administrative unit should be large enough to justify the employment of professionally-trained school leadership in the administration and supervision of local schools.

4. A school administrative unit should include all the
geographical area of the socio-economic community (i.e., trade area as well as corporate-limits or neighborhood concepts of communities).

5. A school administrative unit should be large enough to permit economical bus scheduling if transportation is necessary.

6. A school administrative unit should be large enough to allow flexibility in locating school centers and attendance areas.

7. A school administrative unit should be large enough to have fiscal independence.

Attendance Units

1. School centers should be located so that no child is on the bus longer than one hour nor walks more than 1½ miles to school.

2. Attendance areas should be drawn so that each school normally will provide a minimum of one teacher per grade.

3. Schools should be located so that permanent neighborhoods and small communities can use the school as a natural community center.

4. Schools should be located so that ultimately the smallest number of children require transportation and the greatest number of people have ready access to the school site.

5. Attendance centers should be located for maximum safety to health and life, and for the most economical provision of sanitation and public utilities.

6. Attendance areas should be flexible enough to permit adaptations in organization, such as changing to or from 8-4, 6-6, 6-3-3, and the like.

7. The sizes of attendance areas should vary with the population density, roads, ages of children, and similar factors.

8. Under average circumstances a secondary school should have the equivalent of at least 300 students.

Principles of Reorganization

State law should apply alike to all units within a state. When the state is prepared to reorganize its school districts
on a sound basis, the reorganization should require the compliance of all administrative units with minimum regulations. Accordingly, care must be taken to insure that state regulations are appropriate to all circumstances. Satisfactory local schools cannot be maintained if exceptions can be taken to principals that are desirable for all.

One may make a reasonable estimate of the pupil population necessary to provide schools of adequate size. With a good elementary school having at least one teacher per grade, a full section in the sixth grade probably will mean at least one more teacher than there are grades. For example, according to state statistics the enrollment in a seven-teacher six-grade elementary school would be proportioned approximately as follows:

<table>
<thead>
<tr>
<th>Grade</th>
<th>White</th>
<th>Negro</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>38</td>
<td>66</td>
</tr>
<tr>
<td>2</td>
<td>30</td>
<td>35</td>
</tr>
<tr>
<td>3</td>
<td>30</td>
<td>30</td>
</tr>
<tr>
<td>4</td>
<td>28</td>
<td>30</td>
</tr>
<tr>
<td>5</td>
<td>27</td>
<td>25</td>
</tr>
<tr>
<td>6</td>
<td>25</td>
<td>20</td>
</tr>
<tr>
<td>Total</td>
<td>178</td>
<td>206</td>
</tr>
</tbody>
</table>

As children move through school at a normal rate and as the high mortality in the first grade is reduced by better schools, the apparent overloading in the primary grades should be relieved. Thus, if one accepts the standards of at least one teacher per grade and of six grades in the elementary school, the desirable minimum size of an elementary school is approximately 200 children. Elementary schools should be established under normal circumstances either when local parents provide at least 200 children to be served or when this minimum number of children can be assembled at one center.

Bachman showed that an absolute minimum of seven teachers is required to offer a minimum instructional and curriculum program but that the desirable minimum should be ten teachers. Dawson reported similar findings. In 1937 Oklahoma adopted a standard of having four-year high schools with at least 235 students in average daily attendance and ten teachers. In 1946 Illinois, Wisconsin, and North Dakota established an objective of 300 students as the desirable minimum for high school enrollments.
Similar standards were reported by the ten states in the U. S. Office of Education study of local school units. If one accepts the principle that at least ten high school teachers are desirable and if twenty-eight students enrolled per teacher is a justifiable load, then high schools should be organized at centers where at least 280 youth can be assembled. A high school with an enrollment of 300 students seems to be a reasonable minimum goal.

Administrative units large enough to operate good high schools must have a minimum of approximately 1,500 children of one race. All counties in South Carolina meet this requirement as shown in Table 24. With a teacher allotment based upon thirty students per teacher there would be a minimum of fifty teachers of one race. Each county employs this number. Only two counties, Jasper and McCormick, have fewer than 100 white and Negro teachers. Only two counties have fewer than 300 students in high schools for white youth—Allendale County, 223; and Calhoun County, 253. Eleven counties have fewer than 300 Negro high school students, but if all youth who should be in school were enrolled, this number of counties would be reduced materially.

The South Carolina county constitutes the optimum geo-

<table>
<thead>
<tr>
<th>Average Daily Attendance</th>
<th>Number of Counties</th>
<th>Number of County</th>
<th>Number of County</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total ADA</td>
<td>White ADA</td>
<td>Negro ADA</td>
</tr>
<tr>
<td>26,000-27,999</td>
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graphical organization of administrative units. There is no county in which the county plan would be inappropriate or unsuitable. There is no other pattern which would uniformly serve the state as well. Although there are other plans which would operate somewhat more efficiently than the existing system, each alternative compromises the progress that is possible with a county organization.

The problem of reorganizing administrative units requires concern for the existence of several large urban centers in the State of South Carolina. Because these urban centers generally represent the greatest concentrations of wealth in the state, they can select and employ better educational leadership and their schools are better supported, better administered, and more adequate than those in rural areas. Other school units in the state commonly look to city school districts for leadership and progress. The school systems and school leaders in Columbia, Charleston, Greenville, Spartanburg, Parker, and other districts have received national as well as state recognition for superior qualities in their school programs. It would be difficult to single out rural school districts in the state that have shown comparable developments.

South Carolina has experienced good leadership from both county and city school superintendents. In some instances both city and county leadership has been poor. There is no question but that the rural schools operating under the present system of county administration have lacked the degree of educational leadership enjoyed by the city districts. County boards and county superintendents are not wholly responsible for this condition but frequently opposition or indifference to change is found among county authorities. As pointed out by Cook, "In securing office by popular election they argue that what man has done he may do again. They have not been appointed, and many of them know that under a merit system they could not be. They, therefore, prefer a present evil to the possibility of official extinction." As stated in the Eleventh Yearbook of the Department of Superintendence of the N. E. A., the

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impediments in the way of improved leadership in the county appear due to the fact that "the rural superintendent seems to lack administrative authority. He appears to be one who exhorts, urges, stimulates, and encourages—but lacks the right to give a good honest shove. He appears to be one with the right to inspect everything and the power to change nothing."

When South Carolina reorganizes its school system so that the county board of education can select the county superintendent of schools, it will be in a position to provide the best leadership for these positions. By this means the counties will be able to secure educational leaders comparable to those employed at present in the larger city systems.

Considerable thought has been given to the question of whether the larger city school systems in Greenville, Charleston, Spartanburg, and Richland counties should be placed under the control of a county board of education and county superintendent of schools in the county unit system. The answer would be clear if separation of the city schools would leave too few children in the rural areas to justify a satisfactory county school system. However, in these four instances children within the city school systems are not necessary for the operation of adequate rural schools. Cities are maintained and supported by the natural resources of rural areas about them which furnish the food and fiber for urban dwellers. No city has the right to close itself and its financial resources to the rural areas which support it. The ability of the state to tax wealthy centers for the benefit of poor areas prevents this consideration from having any bearing on the question of reorganized or separate city school systems.

The conclusion has been reached that the safeguard for leadership is to require high professional standards of qualifications and performance. Opposition occasionally arises over the fear that urban schools would be made to suffer at the hands of incompetent leadership. Aside from being proof that a high level of leadership is needed for

"The Department of Superintendence of the National Education Association, Washington, D. C. Educational Leadership, Eleventh Yearbook, 1933, p. 222."
county schools, this argument suggests that the advantages accruing from strong urban school leadership should be extended to rural children.

The adoption of the county plan of organization will provide major improvements in the special services made available to all children. Research has suggested that a minimum of ten staff specialists should be available in each administrative unit. These specialists are: one general supervisor, one director of research, one supervisor of atypical classes, one art supervisor, one music supervisor, two health and physical education instructors, one manual arts supervisor, one household arts supervisor, and one librarian. General practice suggests that one special staff member is justifiable for each forty teachers employed. However, on this basis an enrollment of 10,000 to 12,000 students in the administrative unit would be required to justify such a staff. There are only seven counties in the state having an average daily attendance of 12,000 children.

In addition to the foregoing staff members for instruction, the following service personnel would be required for 10,000 children: one lunchroom director, two attendance and census supervisors, one superintendent of buildings and grounds, one transportation director, and a business manager.

For the small and less populous counties in South Carolina the minimum central staff should consist of the county superintendent of schools, a bookkeeper-clerk, a white instructional supervisor or helping teacher, a Negro supervisor or helping teacher, one white and one Negro visiting teacher or attendance worker, one lunchroom supervisor, one director of buildings and transportation, and two central clerks. Such an organization contemplates an enrollment of 3,000 pupils in the county, divided equally between white and Negro races. Every county in the state can qualify on enrollments of 1,500 pupils of one race.

The transition period during which changes may be made from present to improved plans of organization requires careful study. The transition must evolve over a period of several years. Provision for the selection of boards of trustees is made in the state constitution. The
general assembly cannot legislate these boards of trustees out of existence. The provision for the election of county superintendents also is statutory. Many superintendents are to be elected in 1948 for terms of four years. Under court interpretation county superintendents will hold office until their terms expire. Superintendents may be employed by local boards of trustees, particularly in districts operating high schools. These superintendents may serve under contracts of one or more years, and the expiration of their contracts may not correspond with the expiration of the terms of elected county superintendents. A plan must be evolved to govern the administration of the school program during the period of change.

In some states where this situation has existed, local trustees have been continued in office to serve in an advisory capacity to the county board of education, with absolute control vested in the county board of education. Because the trustees are distributed over the entire county and represent most of the communities in the area, they can render assistance and advice as a liaison between their patrons and the county board of education. However, the efficiency of a county school program will be impaired if the county board of education lacks the authority or is impeded by local trustees in attempting to carry out an improved program. For this reason, if trustees are to be continued in their former administrative areas, it is important that their function be designated clearly as advisory only. They should have no executive authority.

Occasionally boards of trustees oppose reorganization of school districts, attendance areas, or both. They propose "consolidation through evolution" and ignore the fact that the present inadequate plan of organization is all that has evolved over a period of fifty years. If the personal interests and loyalties of some boards are to be served, the present system might be modified and improved to some degree. However, if the welfare of children is the chief consideration, then it becomes imperative to revamp the entire school district system, with trustees who are willing to do so serving as advisers to the county board of education on matters of concern to their local schools.
The state is not financially able to abandon its investment in good school plant facilities that exist in the wrong places. The abandonment of school buildings should be gradual and carefully planned. However, this report shows a serious accumulation of building needs that will prompt a tremendous expansion in school plant construction during the coming years. With schoolhousing facilities at a low ebb there is no more favorable time than the present to reorganize attendance areas. Careful planning for the future requires that available capital outlay funds be spent only at centers that fit into the ultimate patterns of school organization. For this reason, the state should exercise control over schoolhouse construction to the extent that local administrative units will not be allowed to erect buildings at centers not in conformity with the long-range plans.

A number of school centers exist close to county boundaries. Already the mechanics exist for operating schools in areas that extend across county lines. The same plan should continue, with the county board of education in the county where the school plant is located being responsible for its administration. In the same manner, machinery should be made available for two counties to reorganize their schools under one administration if they so desire. To say that counties themselves are archaic governmental subdivisions does not render them unsuitable areas of administration, although the State of Maryland operates the entire state as one school district except for fifteen independent city districts.

Sociologists urge the community as the unit of school reorganization. For attendance areas this basis is sound and desirable, but the concept is not so sound when applied to administrative units. Moreover, what a layman implies when he argues for a school unit in the community is what a sociologist calls a neighborhood. When one considers that village people go to larger centers for much of their trading, their banking, their medical service, and the like, it becomes more evident that counties take on the appearance of socio-economic communities in the real sense.

The very real problem of the obsolete organization of
county areas as now known argues for their utilization for school district reorganization. The hope for a reorganization of counties as governmental subdivisions favors a school reorganization plan that will remain flexible and subject to adaptation. This is important, for the persistence of the small local district has been noted. The state cannot afford to wait another fifty years for continued progress.

It should be emphasized that proper school reorganization will result in greater efficiency and economy in the school enterprise. However, it does not necessarily follow that less money will be spent after reorganization occurs. The same school services as those now in operation could be secured for less money following reorganization, but the children require better schools than are generally available. The amount of funds as are now being spent would buy better school services following reorganization. If these improved school services are still inadequate, even more money than is now made available would be required after reorganization.

It is rather clear that savings would result from the quantity purchasing of crayon for all the county schools, or from the employment of one teacher in a larger school where two have been required in small schools. It is also clear that a school janitor would be required in a ten-teacher school whereas no janitor would have been employed in ten one-teacher schools. It may not be as clear that the employment of the janitor is an economy even though additional money is required; or that the payment of electric light bills for a central school is more economical than the operation of small schools not served by electricity. The economies of reorganization are principally in terms of the improvement of child welfare which, if not obvious, is nonetheless real.

Details of administration are suggested in the recommendations to illustrate means by which desirable improvements may be made. Most of the suggestions can be found in actual and successful practice in a few localities in South Carolina and in many instances in other state school codes. Because there may be more than one method of
achieving an objective, emphasis and attention should remain focused on the principles and criteria of sound school organization as presented in this report.

There is almost universal recognition of the need for correcting the weaknesses in the state pattern of local school organization. Any proposed solutions to the problem should be appraised in terms of these principles and criteria. If the suggestions are consistent with the criteria they are defensible. If they violate one or more of the principles they should be rejected. Whatever the preferences of individual educators and laymen may be, the concerted support of both groups should be expected for any plan that serves the best interests of children and that is in keeping with successful practice and fundamental principles.

RECOMMENDATIONS

1. The county should be designated as the area for local school administration.

2. A county board of education should be constituted to operate all schools within the county.

3. Each county board of education should consist of seven members serving for overlapping terms of four years. At the first meeting members might determine by lot the following initial terms of office: one for one year; two for two years; two for three years; and two for four years.

4. Members of the county board of education should be elected by the popular vote of the qualified electors in the county. They should be selected in an annual spring county-wide school election held apart from all other elections and on the same date in all counties (for example, the third Tuesday in March). It would be preferable to elect all members at large. However, in order to provide equitable representation, a uniform plan for allocating membership might be developed. For example, the board of county commissioners or the county delegation might be directed to divide the county into four zones as equal in area as possible and excluding incorporated areas. One member might be allocated to each of these zones, and the other three
might be elected at large. Or two of the remaining three members might be allocated to the incorporated areas and the third might be elected at large. Another method might be to provide that not more than two members may serve at any one time from any one township or similar geographical area. The General Assembly might direct the state board of education to devise a uniform plan.

5. Members of the county board of education should be laymen, residents, and qualified electors. They might be nominated by the filing of a petition bearing the signatures of from ten to twenty-five qualified electors. Any number might be nominated and have their names appear on the ballot, with those qualifying and receiving the largest number of votes being elected. Members of the first county board of education under the reorganization plan might well be elected from among and by the members of all the boards of trustees assembled for this purpose. Such a procedure would provide an experienced board membership from the start.

6. Members of the county board of education should serve as public servants without compensation, but should be reimbursed for travel and other expenses incurred in attending meetings or on board business.

7. Board meetings should be held monthly. Meetings at least quarterly should be required by law at a designated meeting place. All regular meetings should be open to the public. Special meetings should be held as needed.

8. The chief functions of the county board of education should be: (1) to adopt policies governing the organization and operation of the schools; (2) to employ a county superintendent of schools and, upon his nomination, all other personnel necessary and desirable for the efficient operation of the schools; (3) to secure adequate local financial support of the schools; and (4) to appraise the effectiveness and the efficiency of the school enterprise. These functions may be designated by statute or state board of education regulations, and may include the following specific duties; (a) to exercise the right of eminent domain in securing necessary property and in the erection of the physical plant for school purposes; (b) to determine the educational program; (c)
to transport pupils; (d) to employ all personnel; (e) to contract for services and supplies; (f) to adopt an annual budget in conformity with state board of education or statutory regulations; (g) to place on the ballot by resolution a proposed supplementary tax rate (above that required by the foundation program) to be voted upon by the people in the annual school election, such tax rate to remain until modified by a subsequent election, although it would be desirable for the board to have some tax leeway between the rate required by the foundation program and that requiring a vote of the people; (h) to publish annual and special reports; (i) to keep an accurate record of board proceedings; (j) to borrow money for capital improvements or for short-term loans; (k) to direct a continuing school census; (l) to fix the length of the school term; (m) to approve the course of study; (n) to fill vacancies that occur on the board between elections; (o) to call special elections; and (p) to make necessary rules and regulations for the operation of the schools not in conflict with state law or regulations of the state board of education.

9. Each local board of trustees should be authorized to determine, by formal resolution, whether or not it is to serve in an advisory capacity to the county board of education on matters pertaining to its former local school area. Such problems as personnel services, plant and building needs, community services, and the like, would merit the wise counsel of former local trustees. In the event a local board of trustees decides not to continue in an advisory capacity, and in the cases of vacancies on local boards voting to continue, the county board of education should be authorized to appoint replacements. Members of the advisory boards should serve for a term of three years. The term of office should be staggered so that one expires each year. As attendance areas are improved, the advisory boards of trustees should be reorganized accordingly.

10. The county superintendent of schools should be employed by the county board of education for a probationary term of three or four years and, upon re-election, his employment should continue as long as his services are satis-
The best qualified person should be employed wherever found.

11. Qualifications of the county superintendent should meet all the requirements of a high grade of administrator’s certificate. He should hold a master’s degree in education with specific training in school finance, curriculum development, supervision, and similar areas. The county superintendent of schools should be the professional school leader in the county for both teachers and laymen. Practically, the best school leaders in the state should be selected for these positions. Competence should be judged solely on the basis of efficiency in educational leadership.

The salary of the county superintendent should be determined by the county board of education and should be high enough to attract and hold the best educational leaders in the state. At the present economic level $4,800 is considered a minimum for the smallest counties.

12. The duties of the county superintendent of schools should include responsibility for organizing and directing the following activities: (a) nominating and assigning all personnel employed by the county board of education; (b) preparing and administering the annual budget; (c) leading in development of the instructional program; (d) administering the school plant and transportation program; (e) supervising census and attendance; (f) interpreting the school program for the public; (g) conducting research and appraising the effectiveness of the schools; (h) maintaining adequate records and reports for all phases of the school system; (i) directing supervision and the in-service improvement of teaching; (j) formulating and proposing policies for the consideration of the county board of education; (k) formulating rules and regulations for the operation of the schools; (l) selecting textbooks and school supplies; (m) providing for the participation of the staff members in the policy planning and operation of the school program; and (n) coordinating the interests of former local boards of trustees continuing as advisory groups.

13. The county superintendent of schools should provide data and leadership for a study by the county board of education and laymen of the attendance areas in the county.
Goals for the reorganization of attendance areas should provide a minimum of one teacher per grade for elementary school centers and twelve teachers or 300 pupils for secondary school centers. State certification of exceptional local conditions should be required for smaller attendance areas to participate fully in the foundation program.

14. The state department of education should develop for the General Assembly a time table for the implementation of these recommendations. It may require four years, for example, to effect final reorganization of school districts. Attendance areas may not be modified significantly until adequate plant facilities are available, which in turn must await careful study, financial resources, and improved transportation. The state department of education also should provide trained leadership in planning for administering the overlapping of attendance areas with county boundaries, either the prorating of tax proceeds or the policy of tuition payment, and similar technical details in the administration of problem situations.
School buildings, grounds, and equipment are tools of education—tools of major importance because of their cost, their permanence, and their effect on education. They are good when they encourage and facilitate a sound educational program. They are poor when they restrict educational activities. The purpose of this chapter is to suggest some of the characteristics that are desirable for the school's physical plant, to assess the degree to which South Carolina's educational plant facilities meet these criteria, and to recommend procedures for improvement.

Characteristics of a Good School Plant

A good school plant is functional, safe and healthful, attractive, economical, and adequate in all respects to serve the school program.

A Good School Plant is Functional

The needs of the school program should determine the design of the structure, the provision of indoor and outdoor space, and the equipment. The building itself is an expression, in wood, stone, steel, brick, and concrete, of the space and comfort needs of the activities to be housed. It is evident, then that adequacy and suitability of space can be determined only after the "activities to be housed" have been defined specifically in terms of the number of pupils to be served, the organization of these pupils into learning groups, the educational program to be offered, and the methods of teaching to be followed.

A Good School Plant is Safe and Healthful

A good school plant protects the lives and health of those it serves. Provision is made for adequate light and fresh air, proper temperature, and cleanliness. Planning
for safety provides freedom from the hazards of panic, fire, and accident.

Hazards in a school may be classified roughly into these categories: (1) the hazards of minor accidents, such as falls, cuts, burns, and bruises, caused by such building defects as faulty stairs, slippery floors, dark passageways, sharp projections, and bad playground surfaces or equipment; (2) the hazards of impaired bodily functions, brought on by such conditions as poor light, seating that encourages bad posture, and acoustical conditions that contribute to nervousness; (3) the hazards of communicable or infectious diseases, induced or augmented by poor ventilation, inadequate heating, lack of cleanliness, and lack of sanitation in drinking water, toilet, and sewage disposal facilities; (4) the hazards of major catastrophes, such as fire, explosion, windstorm, and flood.

A Good School Plant is Attractive

A school should be a pleasant, attractive place for pupils and teachers to live and work, and a source of pride to the community it serves. Fortunately, it costs no more to create a school environment of beauty and good taste than to create a dull, foreboding structure. Where well-chosen materials are employed to enclose useful spaces, a building does not need monumentality to make it attractive. The cost of superficial decoration brings less return than would the same money spent for space and equipment.

A Good School Plant is Economical

Economy in school plant planning means providing a maximum of usable space and a minimum of waste space; planning for efficiency in administration; and designing for economical operation and low-cost maintenance. If planned and constructed in terms of a valid concept of economy, a school building will not be cheap. Possible immediate savings through limitation of facilities will be balanced against the long-range interests of the community. Changing educational patterns and changing educational needs during the life of the building will not be impeded, but will be encour-
aged by a building adapted to change. Expansion of the school plant due to growth of the school enrollment or broadening of the educational program is a possibility carefully considered during the planning.

**A Good School Plant is More Than a Building**

Even a good building cannot serve the school program well if it stands, poorly equipped, on a bare and inadequate site. Hence the selection and development of the school grounds, and the provision of suitable equipment, are essential parts of school plant planning.

*Site Selection.* Site selection takes into account location, physical characteristics, and availability of essential services. The environment of the school should provide clean and quiet surroundings, freedom from nearby hazards, and an attractive setting. The site should be easily accessible to those it serves. Major traffic arteries should be avoided, but at least one boundary should be on a paved road. The amount of land to be provided should be adequate for the building and its approaches, for play areas, for walks, drives, and parking areas, and for future expansion of the building. Current trends toward more out-of-door education, broader programs of physical education and recreation, and community service require larger school sites. In addition to size and location, elevation, soil, and drainage must be considered, as well as the availability of electricity, drinking water under pressure, sewage facilities, and fire company service.

*Site development.* Site development involves planning for the greatest utility and attractiveness—the location and construction of walks, driveways, and parking areas; the planning of play areas for various groups; the landscaping of the grounds for attractiveness and for subdividing outdoor activity areas; and special drainage provisions where necessary.

*Equipment.* Like the building and the school grounds, equipment is a tool of education. The health and safety of pupils and teachers, the efficient administration of the school, the smooth operation of the physical plant, and the
effectiveness of the pupil-teacher relationship can be aided by the provision of suitable, well-chosen equipment.

THE SCHOOL PLANT OF SOUTH CAROLINA

In South Carolina in 1946-47, a total of 1,398 schools for white children represented a school plant investment (for grounds, buildings, and equipment) of approximately $55,000,000. The school plant valuation was $221 per pupil enrolled. Nine new school buildings erected during the year represented a capital outlay of $560,850.

The number of schools for Negroes was 2,096, representing a plant investment of approximately $9,000,000, or $45 per pupil. Twenty-six new buildings erected in 1946-47 represented a capital outlay of $153,116.

The Typical One-Teacher School

Based on observation, on recorded fact, and on information obtained from a check list, a general picture is obtained of a building typical of the 218 one-teacher schools for white children in South Carolina. The schoolhouse was built about twenty-five years ago of frame construction, on a site less than two acres, and is valued (with grounds and fixtures) at approximately $2,800. It is heated by an unjacketed stove burning wood or coal. A well on the school grounds provides water, but not under pressure; water for both drinking and handwashing must be carried into the school. The water supply has been tested within the last year by the state board of health. Toilet facilities consist of two pit privies.

Classroom space is small and equipment is meager. Built-in facilities are non-existent, kitchens for hot lunch preparations are lacking, desks and seats are in bad repair, and both natural and artificial lighting are inadequate. Only major emergency repairs have been made; many minor repair needs have existed for so many years that teachers and pupils have grown accustomed to them. Exterior painting, on the average, has been done more often than interior painting; but neither has been done often enough.
Wide variation exists, of course, with regard to these features of the one-teacher school. Some one-teacher schools are located on ample, attractive sites. Some have jacketed stoves, providing circulation of air to heat the whole room evenly. A few one-teacher schools have water under pressure, with indoor water closets. There are individual instances in which a resourceful teacher has attempted to remove certain major inadequacies, for example, with homemade bookcases, or a "clean-up corner" where mirror, basin, soap, and paper towels encourage personal cleanliness.

In general, the one-teacher school provides a poor example of sanitation, of housekeeping, of maintenance, and of space and equipment required for a minimum school program. Wells are exposed to surface drainage. Outdoor toilets are not kept clean. Responsibility for sweeping and cleaning the building rests on teacher and pupils, and is frequently neglected. Walls and ceilings are dingy. Chalkboards are so worn that legibility is poor. Natural lighting, seldom adequate, is made less adequate by lack of shades that can be controlled to admit needed light and keep out glare. Artificial lighting too often consists of a single unshaded bulb dangling in the center of the room.

Few districts that operate one-teacher schools are organized and financed to equip these schools adequately. Few can give adequate attention either to minor repairs or to major maintenance items. As a result, many schools were observed where a complete rehabilitation program seemed to be the only answer to continued use of the building.

One-teacher schools for Negroes number 822, representing an average value per school of about $820, including site, building, and equipment. The typical Negro one-teacher school is generally comparable to the below-average white school of the same type. Site area averages less than one acre. Electricity is rarely provided. Pit privies and surface privies of the most unsanitary type are found.
The Typical Two-Teacher School

Two-teacher schools for white children number 386 and are valued at an average of $4,460 including grounds and equipment. Site area is generally less than two acres. Heating, lighting, and sanitary provisions in schools of this type are similar to those of one-teacher schools, with a slightly greater frequency of jacketed stoves, electric current, and sanitary pit privies. One-third of the two-teacher schools for white children in the six counties studied had some provisions for preparing a hot lunch at school.

Again, extensive and expensive rehabilitation is essential for many of these schools before they can offer even a minimum educational program. Children who must attend small schools have the same needs as children in larger schools. The necessary facilities should be provided; but they will always be more expensive in one- and two-room schools.

Two-teacher schools for Negro children number 650, with an average valuation of $1,760. They are below the average school of this type for white children in most physical aspects.

Larger Schools

The best school plants in South Carolina compare favorably with the best in the nation. It is safe to say that such “best” school plants are always found in districts that approach in population, in wealth, and in organization of attendance areas, the type of school district described as desirable in an earlier chapter of this report. In such districts some schools offer facilities for a complete school program: sites are adequate in area and well developed; classrooms are spacious, well-lighted, and suitably equipped; special rooms for music, for science, for physical education, for art, and for vocational activities supplement regular classrooms; needed service spaces are available for the work of the administrator, the guidance officer, the food workers, and the custodial staff. In such districts, generally the best operation and maintenance practices can be observed: the custodian schedules his work and that of his assistants, and
the tasks of cleaning and of operating the mechanical systems are carried on with the object of serving an efficient school system. A maintenance staff is available for regular inspections and immediate repairs.

Between these few best schools and the small, uneconomical units lie the schools that house more than half of the public school pupils of South Carolina. Each of these schools should provide the kind of educational program that the citizens of South Carolina want for their children. If the school is to offer experiences leading to vocational competence, shops, homemaking facilities, and commercial education rooms are necessary. If the teacher is to function as observer and guide of children who learn as individuals, classrooms must be spacious and equipped for work with a variety of materials. If experiences of a social and recreational nature are to take place at school, indoor and outdoor spaces for playing and working and meeting together must be provided. If adult citizens and youth are to be served, facilities must be provided for this group.

Special-Purpose Rooms

Most school buildings in South Carolina lack needed special-purpose rooms. Fifty years ago, a suitable number of identical classrooms served adequately an academic educational program and a pupil-teacher relationship that was essentially authoritarian. The seating arrangement—identical desks in rigid rows, fixed to the floor—emphasized the authoritarian and academic approach. Modern schools serve the needs of individual communities, and of individual children by providing a wide variety of activities. These are reflected in the diverse types of space provision made for education—shops, studios, laboratories, dark rooms, home living suites and homemaking centers, kitchens and lunchrooms, little theatres, kindergartens, libraries, conference rooms, health clinics, commercial education suites, rooms for band, chorus, and music practice, auditoriums, and gymnasiums. No one building will have, or will need all of these units; but the need for them, and for many others, must be determined when the functional utility of a
present or future school plant is being measured. Necessary compromises with the budget will perhaps eliminate some desirable facilities, and demand multiple use of others.

**Health and Safety**

In determining the special nature of school plant facilities, one responsibility is basic—the responsibility for the safety and health of the children at school. If the state is to require by law that South Carolina parents give to the school system the keeping of their children for a part of each day, then the first obligation of the schools is to protect the lives of these children.

Fire safety measures observed in many schools are inadequate—fire hazards are prevalent, means of exit in case of emergency are insufficient, and means of fighting incipient fires are lacking.

Protecting the health of the children involves living as well as teaching good health habits. Personal cleanliness can be encouraged only where surroundings are well kept and where facilities for handwashing are provided.

**IMPROVING SOUTH CAROLINA’S PLANT FACILITIES**

For the average community, the problem of planning school plant facilities is faced about once in a generation. Few school districts can accumulate an appreciable amount of experience in school plant planning. Likewise, few can afford to employ a school plant specialist to work with the board, the superintendent, and the architect in housing an educational program. For this reason, leadership in school plant planning has naturally devolved upon the state, where experiences in this field are more frequent and more varied.

It may be expected that the state department of education in South Carolina will perform these functions:

1. Assist local districts in making the basic studies needed to determine school plant requirements
2. Study school plant needs and examine plans, to the end that new school buildings will be so designed and rooms will be arranged and equipped, so that the desired educa-
tional program may be operated and administered with efficiency

(3) Make continuous studies of school building standards, of school equipment, and of construction costs

(4) Assist boards of education and superintendents on problems of school plant operation and maintenance

(5) Publish information on the various areas that comprise the field of school plant planning

(6) Assist in the allocation of school building aid.

If service rather than control receives emphasis in the school plant functions as performed by the state, local school administrators will value the protection and aid of the state in solving their school plant problems.

**School Plant Standards**

If the state department of education performs the functions outlined, the personal assistance of the state school plant specialist will be supplemented by publications that will guide school plant design. One such publication should list minimum acceptable standards for school plants, and indicate desirable goals beyond these minima.

In preparing a guide for school planning in South Carolina, the state department of education might look for assistance to all who participate in provision or use of school plant facilities: architects, sanitarians, fire protection officials, lighting specialists, and engineers, as well as teachers, principals, and superintendents. The guide should emphasize the objectives to be attained rather than any fixed means of attaining them. Its object should be information rather than control. Specific requirements should be set up only in areas where the health or safety of pupils and teachers is concerned, and where there are generally accepted minimum provisions.

The approval of the state department of education should be required by law for all plans and specifications for erecting, enlarging, remodeling, or making major repairs to school buildings. The department should be staffed to perform the duties allocated to it by law. Standards established by the department should undergo continuous study and revision.
School building requirements in the laws of the state should be repealed. The kind of guide contemplated will be more effective than present laws in obtaining better school plants for these reasons: (1) it is developed cooperatively by those concerned with its application; (2) it emphasizes the educational part of the planning as well as the structural; (3) it sets minimum standards that will be acceptable; (4) it indicates desirable provisions beyond these minima, and in areas where minimum standards are not established; and (5) it can be adapted by the state department of education in keeping with new needs and new techniques.

School Site

When standards for school plants are established for South Carolina, new school buildings will be built on well-chosen sites, and the cost of site development will be included in the budget for each school plant. Many present school buildings are on inadequate sites; future expansion was not contemplated when the sites were purchased, and the present structures, with additions, occupy space needed for play areas; community use of schools for civic gatherings was not foreseen, and no parking space is available; the need for outdoor space for recreational activities of children of various ages was not realized, and a modern program of recreation and physical education cannot be provided.

Equipment

Without proper equipment a school plant cannot be an efficient tool of education. Hence the budget for a new school plant should include a sufficient amount for equipment. What equipment is necessary for heating? For lighting? For keeping the building clean? What are the equipment requirements of the various educational areas? Which equipment should be built in, which movable? What items can be constructed locally? What service provisions are necessary? These questions must be answered before a building is planned.
Every school site should have a flagpole, frostproof drinking fountains to serve the play areas, receptacles for waste paper and refuse, and screened storage areas for garbage and ashes. Swings, slides, and other items of playground equipment should be provided as part of the school plant.

If a basic list of essential equipment were compiled and applied to the school plants of South Carolina, wide variation would be found in provision of school equipment. The average plant would be found lacking in many essential items. Adequate equipment should not only be assured for all newly constructed schools; it should also be provided in present buildings.

School Plant Insurance

Insurance on public buildings, including schools, is carried by the state sinking fund commission, and offers a substantial saving in premium payments over what similar insurance would cost with private firms. Because the types of risks covered by the state sinking fund commission are limited, some districts purchase additional coverage on special risks. Consideration should be given to broadening the coverage available through the state insurance system.

In addition to the coverage needed on buildings and contents, those districts operating boilers for heating find protection in the inspection service offered to holders of boiler insurance policies.

Basic Planning Procedures

Traditionally, school plant planning is the responsibility of the board of education, the superintendent of schools, and the architect. Too often, decisions that are primarily educational in nature have been made by the architect because educational authorities have yielded to him most of the responsibility for planning the school building. Participation in school plant planning should be broadened.

A school building should have its beginning long before lines are drawn on paper. First, the school program should be re-evaluated in terms of community needs; new housing
should be provided only for a live program that offers the sort of education that is needed. Then the space and comfort requirements that will best serve such a program should be outlined clearly for the guidance of the architect. Ample time should be allowed for the planning, and workable means should be found for bringing into the planning process the best thinking of the professional staff and of laymen. The assistance of the state department of education will have its greatest value early in the planning, as studies are made to determine attendance areas, to find desirable sites in good locations, and to outline not only present educational needs, but probable future developments that must be anticipated if the school plant is not to become obsolete too soon.

A number of South Carolina school districts have made careful surveys of school plant needs, and have linked present and proposed future school plant facilities closely to the program of education their citizens desire. This practice is to be commended. Every district should make, before money is spent for school plant, those basic studies that will assure that needs are being met. Money spent on such studies, because it protects later expenditures for school plant, should be considered a legitimate outlay from building funds.

Protecting Pupil Health

The lives of children are greatly influenced by the school environment. It is a basic responsibility of the school to safeguard the health of pupils.

School sanitation. In February, 1948, the state board of health made a sanitation survey of 3,589 school buildings. Only 1,852 schools had an approved water supply; and 541 had no water supply at all. Approved sewage disposal facilities were reported for 2,413 schools; and 256 had no method of sewage disposal. The state board of health makes available without cost a water testing service, and provides free bulletins on the protection of private water supplies and on sewage disposal. Every school pupil in South Carolina is
entitled to the health protection offered by safe drinking water and adequate sewage disposal facilities.

Even the smallest rural school should have an approved water supply, with pressure provided by an automatic electric pump. When combined with an adequate sewage disposal system, this would permit provision of water closets and handwashing facilities in every school building. Until this goal can be reached, sanitation objectives must be sought by other means. Wells should be drilled where none exist. Present water supplies should be protected from surface water and from other sources of contamination. Approved waste disposal systems should be installed. Facilities for personal cleanliness should be provided in every school, even if this means placing a supply of water, with basin, soap, and paper towels, in one corner of the room. Outdoor toilets, where required, should be approved pit-type sanitary privies constructed in accordance with the recommendations of the state board of health.

*Heating and ventilating.* The prevailing type of heater for small schools is the unjacketed stove burning coal or wood. Such stoves should give way to a jacketed heater that warms the room more evenly by convection. Where an outside air intake leading directly to the stove is not provided, glass or plastic baffle plates should be employed at the sills of windows used for ventilation, to direct cold air toward the ceiling and protect the pupils from drafts.

*Lighting.* Both natural and artificial lighting were inadequate in most schools observed. Providing proper conditions for comfort and efficiency of seeing involves more than adequate window area and suitable artificial lighting fixtures. Attention has shifted from "How much light do we have?" to "How well can we see?" Eye comfort depends not only on the amount of light introduced into the classroom, but on the way the light is controlled and reflected. Hence the provision and adjustment of window shades, the painting of walls, ceilings, and woodwork, the choice of chalkboard, and the finishes used on floors, furniture, and equipment are factors affecting the health of the pupil.

Widespread programs of rural electrification make possible the provision of electric current in practically all
school buildings. Even in classrooms where electric light cannot at once be provided, much improvement in lighting conditions would result from correct interior finishes, proper provision of window shades, and adjustment of these shades to conform to the need for illumination or control of glare.

Safety

The responsibility of the school for the welfare of the child cannot be underestimated. Safety provisions for the protection of the child should be a foremost consideration.

Fire protection. Fire protection practices were inadequate or non-existent in most of the schools visited. Each school district should at once take steps to observe these basic practices of fire safety:

1. Keep fires from starting, and from spreading if they do start, by making the furnace or heater safe to operate, by enclosing the heater rooms and fuel storage room with fire-resistant materials, by using a metal hearth beneath stoves, and by proper storage of materials and prompt disposal of rubbish.

2. Get pupils and teachers out of the building safely in case of fire, by providing an adequate number of unobstructed exits, by maintaining an approved signal for emergency exits, by installing panic hardware on all exit doors, by clearly marking exits to assembly rooms, and by conducting regular emergency exit drills.

3. Prepare to fight small fires before they become big ones by providing extinguishers and recharging them regularly, by instructing teachers and older pupils in the use of extinguishers and fire hose, and by providing automatic sprinkler protection in especially hazardous locations.

4. Carry on a continuous program of fire safety education by utilizing fire safety specialists that are available locally and by making pupils and teachers conscious of fire hazards and of fire safety practices.

Under the direction of the state sinking fund commission, South Carolina schools are inspected for fire hazards as often as staff and funds permit. But staff for this pur-
pose is inadequate, local funds for alterations to comply with the inspector's recommendations are lacking, and no means for enforcing compliance are provided. As a result, approximately half of the children in South Carolina are housed in school buildings where serious fire hazards are present, where exit in case of fire is inadequate, and where facilities for combating small fires are lacking.

For the protection of these children, a sufficient number of competent fire inspectors should be employed to visit every school in the state at least once a year. The interest of these inspectors should lie in protecting life as well as property. Their findings should be reported to the principal of the school, to the school superintendent, to the state department of education, and to the sinking fund commission.

Regular fire safety inspections are a primary obligation of the state. In view of the frequency with which hazardous conditions were noted during the survey, provisions for such inspections should be made without delay. Legal provision should be made for enforcement of correction of fire hazards where necessary. However, legal compulsion to achieve fire safety probably will not be necessary, if reports by competent fire safety inspectors are brought to the attention of those responsible for education and if funds for compliance are available.

Other safety measures. Most of South Carolina's school buildings as originally constructed included reasonable safeguards against other hazards. In countless instances, however, lack of maintenance has created hazards that did not originally exist—stair treads broken or badly worn, handrails missing, exterior coping loose, and porches and exterior steps in such disrepair that falls and injuries are inevitable. Playgrounds should be separated from streets and highways by a fence. Play areas should be surfaced with material that makes falls less injurious. Site planting should not be allowed to impair classroom lights and visibility of walks and drives, especially where these intersect streets or highways.
No South Carolina citizen would purchase a new automobile and fail to lubricate it regularly, to have it inspected periodically by skilled mechanics, and to forestall major emergencies by ordering minor repairs when they are needed. For school buildings, as well, frequent inspection and regular servicing reduce the rate of depreciation and prolong the usable life of the property. Even in communities where the school plant represents the largest investment the citizens have ever made, buildings have been allowed to deteriorate. A minor roof repair, if made in time, prevents later emergency repairs involving roof, wall and ceiling plaster, paint, and equipment.

Many school buildings that now seem almost unusable might have been kept in good condition by relatively small expenditures made from year to year. The cost of rehabilitating these buildings now is far greater than the aggregate cost of the maintenance they should have received.

A careful study of individual school plants is necessary to indicate which should be abandoned and which can be restored to serve education effectively. A detailed listing of the jobs to be done on each building can supply an estimated cost for such rehabilitation. However, such an investment should be made only if there is reasonable assurance that a regular maintenance program will function.

National expenditures for maintenance of school plant in 1943-44 were 3.4 per cent of the current expense budget of the forty-eight states, and in 1944-45, they were 3.7 per cent. For thirteen southern states, expenditures for maintenance averaged 3.2 and 3.5 per cent of the current expense budget for the same years. In South Carolina, maintenance items comprised 3.2 per cent of the current expense budget in 1943-44, and for the three succeeding years 3.2 per cent, 3.8 per cent, and 4.1 per cent, respectively.

Judging from national and regional figures, South

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2Ibid. The states were Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, Oklahoma, Tennessee, Texas, Virginia, and West Virginia.
Carolina is allocating to maintenance a sufficient portion of its present current expenditure for education. Yet, judging from the conditions of grounds, buildings, and equipment as observed by the survey staff, buildings are not being maintained effectively. Two possible causes may account for this situation: (1) the accounting practice observed in some districts of allocating to maintenance certain expenditures that should be charged to operation or to capital outlay; and (2) the practice of employing local workmen or independent contractors for even the most minor repairs.

Under the present district organization, few boards of trustees can afford to employ their own maintenance crews. Regular non-emergency jobs are likely to be neglected altogether. Emergency repairs are made by calling the nearest plumber, carpenter, electrician, or small contractor. Bids are seldom taken on small jobs. Maintenance under these conditions is expensive.

Under a sounder pattern of educational organization—county units of administration, for example—each district would contain enough school buildings so that the employment of a maintenance crew would be feasible. A competent maintenance supervisor, responsible to the superintendent of schools, would direct the work of plumbers, carpenters, painters, and electricians in attending to both regular maintenance needs and emergency repairs. A truck, central shop, and supply room could also be provided.

**Operation of Plant**

The work of the school custodian has a bearing on the health and safety of the children, on the morale of the professional staff, and on the relationship of the school with the community. The custodian controls to a great extent the physical environment in which most of the learning activities take place. If he is casually selected, untrained, and undirected he may become a mere janitor, unlocking the school doors each morning, and doing each day a minimum of sweeping and furnace-tending. If he is carefully chosen, and given some direction and a feeling of his real responsibility, the school custodian assists in creating a smooth-running school.
Good school custodians are rare in South Carolina: low salaries of employees and a lack of recognition for the value of skilled custodial service have led to poor personnel. Principals and teachers have come to regard as inevitable the resultant poor housekeeping in the schools and the lack of minor repairs that a trained custodian could make. In most small schools no appropriation is available for custodial service. The necessary cleaning operations are done by teachers and pupils, and the spread between good and poor housekeeping is as broad as the varying interests of the teachers in their environment.

As suggested earlier, state leadership in the school plant field should extend into the area of operation. State, regional, and local clinics for custodial problems should be held. An itinerant custodian trainer might be employed in the state department of education to assist in this work. In sound local administrative districts it should be possible to employ a superintendent of buildings and grounds to guide the work of custodians in the district. Custodians will learn to schedule their work; they will find new and better ways of performing their daily tasks; they will take on added responsibilities that make for better housekeeping and a safer, better school plant.

As greater demands are made on school custodians, it will become necessary to increase their salaries. The processes of selection and training will result in still further improvement. Custodians are eligible for retirement similar to that for teachers, and they should merit not only higher salaries but also year-round employment and job security.

The generally poor housekeeping in South Carolina schools may be a reflection of low expenditures for school plant operation. National expenditures in this area in 1943-44 were 10.4 per cent of current expenditures, and in 1944-45 they were 10.2 per cent. For thirteen southern states, operation of plant accounted for 6.4 per cent of current expenditures in 1943-44 and 6.4 per cent in 1944-45.

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\*Ibid. For the states, see footnote 2.

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South Carolina for the same two years spent 5.1 per cent on operation each year; and for the years 1945-46 and 1946-47 (for which national figures are not available), it spent 5.0 per cent and 5.4 per cent, respectively.

New Construction Needed

South Carolina needs to undertake an extensive program of schoolhouse construction. Foremost among the reasons for this need are the following:

(1) **Present buildings are overcrowded.** School-age population has increased; the proportion of those school-age children who go to school has increased; and children stay in school longer. Population shifts have thrown new burdens on schools in some areas. The addition of the twelfth grade has further increased the load on present school facilities.

(2) **Needed special facilities are lacking.** Even where ten classrooms are available to seat 270 children, school plant facilities are incomplete without the special instructional and service rooms essential to a modern school program. Particularly needed in many areas are kitchens and lunchrooms, auditoriums, gymnasiums, offices, laboratories, shops, homemaking rooms, and storage spaces.

(3) **Many present buildings are obsolete or of temporary construction.** These structures hamper education and must be replaced.

(4) **Inadequate structures in rural areas are limiting the kind of education that should be offered.** The advantages to be offered by consolidation, with new buildings providing more complete facilities for larger attendance units, should be carefully explored.

Preliminary studies will aid in determining attendance units, in locating new schools, and in indicating where consolidation is needed, and where new buildings and additions should be constructed. The state-wide need will loom large when it is seen as a whole. This suggests the development of a long-range program based on relative urgency of need.

If school plant facilities represented a valuation equivalent to one $10,000 classroom for each group of thirty
pupils, the per pupil valuation of buildings in South Carolina would be $333. It is now $221 in schools for white children and $45 in schools for Negro children, or an over-all average plant valuation (including buildings, grounds, and equipment) of $141 per pupil. To supply the difference, approximately $88,000,000 would be needed for buildings alone. The $333 predicated above makes no provision for grounds, for equipment, or for special facilities to supplement the classrooms.

The most recent national figures (for the year 1943-44) show an average per pupil school plant valuation of $341. To reach this figure, about $91,000,000 would have to be added to South Carolina’s school plant valuation. It is probable, then, that a figure of approximately ninety million dollars may be taken as a rough measure of ultimate school plant needs in South Carolina.

In addition, a substantial annual investment must be made in school buildings and equipment. Taking the classroom as the basic unit of construction need, and assuming that the average classroom with supporting special facilities can be constructed for $10,000 and that depreciation and obsolescence require it to be replaced or totally renewed every twenty-five years, a yearly capital outlay of $400 per classroom unit would be required to keep South Carolina’s school plant and equipment up to a desirable standard once this standard has been achieved.

RECOMMENDATIONS

1. The state department of education should be staffed to assist local units in school plant planning and in making studies basic to such planning.

2. The state department of education should seek the assistance of architects, school administrators, and other specialists in setting up objectives and guides for school plant planning, and in establishing minimum acceptable standards for school buildings. The approval by the state department of education of all plans for school plants should be required by law. This includes plans for new buildings
and for remodeling old buildings. Present laws regarding the construction of school buildings should be repealed.

3. Standards as established by the state department of education should relate to school grounds and equipment as well as to the building; and the budget for each school plant project should include funds for the purchase of an adequate site, for developing the site for school and community use, and for equipping the building.

4. Consideration should be given to broadening the coverage available under the sinking fund commission’s insurance fund. Each district frequently should revise its property valuations as reported to the commission, in line with changing replacement costs.

5. Every decision to build a school plant should be based on accepted fundamental planning procedures as to the size and organization of the proposed school, its location, the area it will serve, the school and community activities to be housed, and the possible future development that can be anticipated. The school staff, pupils, and citizens should have an opportunity to participate in assembling data for the basic studies. Expenses incurred in making such studies should be considered a legitimate outlay from building funds.

6. Steps should be taken to provide adequate sanitary facilities in schools. Heating, ventilating, and lighting practices should be changed to conform to the best interest of the child and his development.

7. Fire inspection of school property should be made at least once each year, and should emphasize safety to occupants as well as protection of the property. This function may be provided by the state sinking fund commission and paid for out of school fire insurance premiums. Compliance with the recommendations for fire safety should be mandatory.

8. The basic tasks of school plant maintenance should be performed by a school-employed maintenance crew under the direction of a competent supervisor of maintenance. This can be carried out if the county becomes the administrative unit.
9. School custodians should be selected carefully, trained in their duties, and given adequate remuneration.

10. The long-range school plant need of South Carolina is estimated at more than $88,000,000. Plans should be made to provide adequate school facilities to serve the educational program South Carolina citizens want. A sum of approximately $400 per classroom unit should be included in the Foundation Program each year for capital outlay. To participate in state funds for capital outlay, location of the building by an objective survey must be approved by the state department of education.
IX

PUPIL TRANSPORTATION

Pupil transportation in South Carolina, as in all other states, is one of the most recently developed of the auxiliary services of the public schools. It was authorized by law in 1912 but in the following decade its growth was very slow. Transportation was first mentioned in the annual report of the state superintendent of schools in 1922 when he reported that $68,831 was spent for this service in 1921-22. There was no report on the number of pupils transported but it is probable that not more than from 3,000 to 4,000 pupils were transported for this amount of money.

Table 25 indicates the rate of growth of pupil transportation in South Carolina during the last quarter century.

### TABLE 25

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Pupils Transported</th>
<th>Number of Vehicles Used</th>
<th>Total Cost (To Districts)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1921-22</td>
<td>$68,831</td>
<td>1,669</td>
<td>921,122</td>
</tr>
<tr>
<td>1930-31</td>
<td>43,958</td>
<td>1,542</td>
<td>945,059</td>
</tr>
<tr>
<td>1936-37</td>
<td>63,477</td>
<td>1,669</td>
<td>1,228,917</td>
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<tr>
<td>1941-42</td>
<td>84,134</td>
<td>1,835</td>
<td>2,187,401</td>
</tr>
<tr>
<td>1946-47</td>
<td>92,989</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The number of pupils transported and the cost of transportation have more than doubled since 1930. The war almost stopped the increase in number of pupils transported although cost continues to mount. At the present time schools in South Carolina are spending between 7 and 8 per cent of all funds for current expense to transport approximately 20 per cent of all pupils enrolled in the public elementary and secondary schools of the state. Present demands for new service indicate that the period of rapid expansion is not yet ended. The need for new service, coupled with rising costs, will create an increasingly heavy drain on the school funds of the state. This expenditure can be
held to a minimum only by taking steps to increase the efficiency of operation of the transportation service.

ADEQUACY OF PUPIL TRANSPORTATION SERVICE

There are no clear-cut legal definitions of the functions of pupil transportation in South Carolina. Such definitions are usually stated in terms of the distance pupils must live from school in order to be eligible for transportation and in terms of the purposes for which school busses may operate at public expense.

South Carolina law says nothing about the distance from school beyond which pupils must live before a local unit is required to transport them. The determination of who should be transported is left entirely to local units. Even when the state began to pay the cost of transportation no change was made in this arrangement. As a result, there is no way of knowing the degree of uniformity in practice in transporting children. Since there are several hundred transporting units, some variation is certain. Some districts probably set up some sort of distance limitation on transporting children while others apparently have tried to transport all of them. If it chooses to do so, a district may transport pupils living within 100 yards of school and the state will apportion funds for such transportation.

The only restriction concerned with the use of school busses is that no school bus owned by any school district shall be used other than for the transportation of pupils to or from school except upon written permission of the board of trustees or such person as may be designated by them. Presumably the superintendent might be designated by the trustees to determine when and for what purposes school busses might be used. Reports from local school officials indicate that the requirement for written permission to use busses for purposes other than transporting children to and from school is generally disregarded. Most local units seem to have established no clear-cut policy with reference to such use of school busses with the result that practice varies considerably from one local unit to another.

There is one very noticeable gap in the pupil transportation service provided in South Carolina. The Seventy-
Ninth Annual Report of the State Superintendent of Education shows a total of 1,835 vehicles used to transport 92,989 pupils to and from school in 1946-47. Only eighty-five of these vehicles, or less than 5 per cent of the total, were used to transport 3,769 Negro children, or about 4 per cent of the total number of children transported. While consolidation of schools for white children has proceeded more rapidly than consolidation of schools for Negro children, the discrepancy is not as great as would be indicated by a comparison in the number of pupils transported.

STATE AND LOCAL RESPONSIBILITY FOR
PUPIL TRANSPORTATION

In South Carolina the responsibility for the administration and operation of the transportation program has been left almost entirely in the hands of local school units. This applies even to those areas in which many states have set up some type of guiding controls, such as comprehensive standards for school busses and standards for bus routes. The trend in recent years has been toward the establishment of such standards, particularly when transportation has become a part of the basic minimum program. Even though the state pays more than 75 per cent of the cost of transportation in South Carolina, it has done relatively little in the use of such standards to bring the program up to desirable levels of safety and efficiency of operation.

The state, through the state department of education, is responsible for: (1) apportioning state funds for pupil transportation to counties on the basis of reports made to the state, and (2) compiling statistics on pupil transportation.

The law states that the county board of education shall designate official bus routes "which routes shall be approved by the State Department of Education." However, the state department of education has not been performing this function.

The state, through the state highway department, is responsible for: (1) inspecting school busses semiannually and granting certificates of approval to those which pass
inspection, and (2) granting certificates to school bus drivers.

The county is normally an intermediate unit in the transportation program, although at least four counties actually operate the program. Where the county is the intermediate unit it is responsible for: (1) apportionment to the districts within the county of state funds which are apportioned by the state on a county-wide basis, (2) approval of bus routes, and (3) collection of district reports and compilation of the data into one county report.

The school district is the typical operating unit in the transportation program. It is subject to only a few restrictions or restraints. Its routes must be approved by the county board of education but often this is only a formality. It must observe a few bus standards which are written into law and its busses must pass the semiannual inspection of the highway department. Its drivers must be certified by the state highway department. Other than these requirements the district has few standards to assist it in providing safe and economical transportation.

The typical district in South Carolina operates a transportation program far too small to permit it to develop economical and efficient service. Responsibility for the transportation program usually falls on the district superintendent who has little time to give to it and very frequently few qualifications for handling it. The result is that in

| TABLE 26 |
| NUMBER OF BUSES OPERATED BY LOCAL UNITS IN SIX STUDY COUNTIES |
| Number of Local Units Operating Buses |

<table>
<thead>
<tr>
<th>County</th>
<th>Bus</th>
<th>Busses</th>
<th>Busses</th>
<th>Busses</th>
<th>Busses</th>
<th>Busses</th>
<th>Busses</th>
<th>Busses</th>
<th>Busses</th>
<th>Unit</th>
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<tbody>
<tr>
<td>Bamberg</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>6</td>
</tr>
<tr>
<td>Charleston</td>
<td>5</td>
<td>5</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>1</td>
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<td>16</td>
</tr>
<tr>
<td>Chesterfield</td>
<td>10</td>
<td>5</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
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</tr>
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<td>Edgefield</td>
<td>1</td>
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<td>1 Co. 1</td>
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<tr>
<td>Greenville</td>
<td>40</td>
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<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>44</td>
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<tr>
<td>York</td>
<td>19</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>27</td>
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<tr>
<td>Total Dists.</td>
<td>76</td>
<td>14</td>
<td>6</td>
<td>5</td>
<td>7</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>114</td>
</tr>
<tr>
<td>Total Buses</td>
<td>76</td>
<td>28</td>
<td>18</td>
<td>20</td>
<td>35</td>
<td>6</td>
<td>14</td>
<td>8</td>
<td>30</td>
<td>235</td>
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</table>

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many districts a trustee handles all details related to the transportation program and is the school administrator so far as this particular service is concerned. Districts most often operate only one or two busses. In the six selected counties studied only six of the local units operating busses (including one county) operate more than five busses each. In one county three districts jointly own a bus and a fourth district operates it. Table 26 shows the size of the transportation operations in the six counties studied.

FINANCING PUPIL TRANSPORTATION

The cost of pupil transportation in South Carolina is borne largely by the state. In 1947-48 the sum of $2,400,000 was apportioned to the counties to pay for this service. This is more than the cost of transportation reported for 1946-47. However, the costs have risen considerably since that time. In the six study counties the extent to which the state apportionment will pay the cost of transportation in 1947-48 varies from 75 per cent in one county to 90 per cent in another.

State funds are apportioned on the basis of past costs. The funds for 1947-48 were apportioned on the basis of costs reported in 1945-46. Districts may include in this cost 20 per cent of the purchase price of new busses but they may not include any of the cost of garages or garage equipment. There is no ceiling on other costs which are included. If two districts are operating identical programs, one at 50 per cent of the cost of the other, both districts will receive the same percentage of reimbursement from state funds. Such a method of apportioning state funds (1) may result in the apportionment of an amount of money which bears very little relationship to the needs of the county, (2) offers very little incentive for efficiency or economy in operation, (3) encourages maintenance at private garages, and (4) does not permit the expansion of the transportation program without the district bearing the cost of operation for one or more years. This means that, regardless of need, many districts simply cannot expand their transportation program.
A county apportions state funds for pupil transportation to districts within the county according to any formula it chooses to use. The difference between the cost of transportation and the amount provided by the state must be made up by district levy in those counties in which the districts operate the program, or by county levy in those counties where the county operates the program. Such local levies must bear the entire cost of school bus garages and garage equipment.

BUSINESS MANAGEMENT FOR PUPIL TRANSPORTATION

The one thing which is in greatest degree responsible for poor business management of transportation in South Carolina is the use of the small unit for operating the transportation program. As has been previously pointed out, the typical transportation program in the state consists of the operation of one or two busses. Very few of the school administrators in such units are qualified to supervise a transportation program and very few have any time to supervise it. As a result, these small units do not develop clear-cut policies for the control of the program and decisions concerning it are made without sufficient justification, very frequently as the result of local pressures. Furthermore, these small units cannot have the benefit of quantity purchases or of the operation of their own garages.

There is no common practice in the purchase of equipment and supplies. No purchases are made at the state level and there is no indication of cooperative buying, even on a county-wide basis, among the small operating units. The state does not set up any specifications for equipment (except for the few bus standards incorporated in law) or supplies and very few local units have set up such specifications. Some local units ask for bids in the purchase of busses but much less frequently ask for bids on such supplies as gasoline, oil, tires, and batteries. The most common practice is to pay regular retail price for these supplies. Local units in other states have been obtaining discounts of as much as 40 per cent on some supplies. In 1946, the price most frequently paid by South Carolina school districts for a 21-
foot steel bus body on a medium chassis was $2,800 to $3,000, but this price varied from $2,200 in one county to $3,400 in another. There can be no justification of a range of $1,200 in the price of practically identical busses. During the same year a neighboring state was paying approximately $2,200 for all such busses that it purchased.

Another factor which contributes to lack of uniformity in management practices in South Carolina is the use of some privately owned busses and some publicly owned busses in most of the counties in the state. About 60 per cent of the school busses in the state are publicly owned while about 40 per cent are contracted. The ratio between publicly owned and contracted busses varies from complete public ownership in a few counties to complete private ownership in a few others but with most counties having some of each. Most of the local units are far too small to obtain anything like maximum advantage from public ownership of school busses. Even so, the Seventy-Ninth Annual Report of the State Superintendent of Education shows that publicly owned busses transported pupils in 1946-47 at an annual per pupil cost of $19.20 while the cost in contracted vehicles was $28.38. In addition to economy, another advantage which should result from efficient public operation of school busses is that it gives school administrators more complete control of the program. There is no need to negotiate with contractors when a bus route should be changed. Busses can be shifted from one route to another as needs change. Busses can be used for purposes for which school administrators consider their use necessary.

The cost to South Carolina of the poor business management of the transportation program would be difficult to estimate in any exact amount. One indication is that while pupil transportation was costing South Carolina approximately $23.50 per pupil in 1946-47 it was costing North Carolina, a state where transportation conditions are similar to those in South Carolina, only $14.00 per pupil. While this difference cannot be charged entirely to differences in business management practices, a considerable amount can be charged to business management and related factors.
which are the result of using the small district as the unit to operate the transportation program. It is the judgment of the transportation committee that the amount now being spent for pupil transportation in South Carolina would, under the most favorable conditions of organization and management, be sufficient to pay the cost, at present levels, of transporting all children that the state should now be transporting.

**SCHOOL BUS DRIVERS**

The school bus driver is the most important single factor in obtaining safe, economical, and efficient transportation. Therefore, the standards for drivers should be high, the procedure for selecting them should be such as to insure the employment of the candidates best suited to the work, and adequate training and constructive supervision should be provided.

The laws of South Carolina vest in the state highway department the authority to promulgate rules and regulations for school bus drivers and to prescribe an examination for them. Most of the standards which have been set by the highway department are rather general in nature, such as that the driver shall be of good moral habits, that he keep neat and clean, that he keep himself in proper mental and physical condition, and that he set an example by dignified personal behavior. Most of these are standards of behavior rather than standards of qualifications. The highway department recommends that a driver have training in first aid but this is not a requirement. The examination prescribed by the state highway department covers the candidate's knowledge of traffic laws and regulations, rules of the road, good driving practices, and his ability to handle a school bus. So far as could be determined these examinations are sufficiently thorough to eliminate those who do not measure up to these two particular phases of a school bus driver's responsibility. The chief defect in the standards for school bus drivers is that no physical examination is required. The highway department states that the school bus driver shall be physically sound, but at present there is little basis for judgment of the candidate's qualifications in
this respect. A physician’s certificate that a candidate has passed a prescribed medical examination should be one of the requirements for a school bus driver.

There is no uniformity in the selection of school bus drivers. If the driver owns his bus the selection is done primarily through the bid award and the merits of the driver do not receive adequate consideration. Drivers of school busses may be recommended by the superintendent or they may be selected by one or more trustees, sometimes without the superintendent’s knowledge of who is being considered. Compensation is frequently fixed by a bargaining process, with little consideration of the nature and extent of the responsibilities of the driver. Tenure is dependent on annual selection, and often a change in trustees means a change in school bus drivers.

At present, there is no organized effort to train the school bus drivers of South Carolina. A few years ago the state department of education devised a course of study for driver training, and some local units and counties offered such courses. However, this phase of the program has received little attention during the last two or three years. The state department of education does not have the personnel necessary to supervise adequately such training on a state-wide basis.

The supervision of school bus drivers in South Carolina is wholly inadequate. The state department of education cannot offer as much help to local units in planning transportation programs as these local units need. The local administrator has little time to give to the supervision of transportation. Thus, most school bus drivers receive practically no help from school administrators in carrying on their work.

The present group of school bus drivers in South Carolina is characterized by a considerable lack of uniformity. Information on drivers in the six study counties reveals the following facts:

(a) About 20 per cent are women.
(b) Slightly less than 15 per cent are high school pupils.
(c) Of present drivers 25 per cent are 21 to 35 years.
old, 50 per cent are 36 to 50 years old. Only a small number are older than 65.

(d) Average experience in driving a school bus is between 3 and 4 years.

(e) Average monthly salary varies from $60 in one county to $90 in another.

(f) More than 30 per cent of the drivers are farmers and about 30 per cent have no other occupation. Very few are teachers and janitors.

(g) Almost all drivers have a record of no accidents while driving a bus.

The salary of the school bus driver is the largest single item in the cost of pupil transportation. Many school administrators have employed high school boys and girls as school bus drivers, partly in an effort to cut costs and partly for other reasons. In the six study counties 15 per cent of the drivers are high school pupils. However, there has been no state-wide study of the records of pupil drivers in South Carolina as compared with the records of adult drivers. Such a study should be made. In North Carolina, where more than 80 per cent of the 5,000 school bus drivers in the state are high school boys and girls, the record for safe operation of busses by high school drivers is above the average for the entire group and their performance otherwise is rated by most school administrators as satisfactory. The use of drivers of this age probably would effect a saving of 50 per cent in the cost of drivers. Therefore, South Carolina should give some study to the feasibility of more widespread use of such drivers.

SCHOOL BUSES

The National School Bus Standards are recommended in South Carolina but only those which have been incorporated in state law can be enforced. However, the standards which are written in law are not sufficiently comprehensive to insure the use of safe vehicles. For example, the authority given to the highway department may not be sufficiently broad to prevent the use of a wooden body on a bus if the body were well constructed and in good condition.
Specific standards should not be written into law, in most cases, because it is too difficult to change them.

The present school buses in South Carolina, judging by superficial inspections in the six study counties, measure up to fairly high standards. However, many of the buses need attention to such things as loose bumpers, broken windows, and torn fenders. Many of these small defects will be repaired before the next state highway department inspection but a good maintenance program would care for them as needed and would prevent them from causing other damage.

The size and age of the buses which comprise the school fleet in South Carolina are shown in Tables 27 and 28.

<table>
<thead>
<tr>
<th>TABLE 27</th>
<th>PER CENT OF SCHOOL BUSES IN SOUTH CAROLINA BY SIZE AND OWNERSHIP</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capacity of Bus</td>
<td>Per Cent Buses Publicly Owned</td>
</tr>
<tr>
<td>Less than 10</td>
<td>1.0</td>
</tr>
<tr>
<td>10-19</td>
<td>1.0</td>
</tr>
<tr>
<td>20-29</td>
<td>1.0</td>
</tr>
<tr>
<td>30-39</td>
<td>10.0</td>
</tr>
<tr>
<td>40-49</td>
<td>35.0</td>
</tr>
<tr>
<td>50-59</td>
<td>30.0</td>
</tr>
<tr>
<td>60-69</td>
<td>19.0</td>
</tr>
<tr>
<td>70 or more</td>
<td>3.0</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>TABLE 28</th>
<th>PER CENT OF SCHOOL BUSES BY AGE AND OWNERSHIP</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age of Buses in Years</td>
<td>Per Cent Buses Publicly Owned</td>
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<tr>
<td>1</td>
<td>23.0</td>
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<tr>
<td>2</td>
<td>17.0</td>
</tr>
<tr>
<td>3</td>
<td>10.0</td>
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<tr>
<td>4</td>
<td>1.0</td>
</tr>
<tr>
<td>5</td>
<td>3.0</td>
</tr>
<tr>
<td>6-8</td>
<td>27.0</td>
</tr>
<tr>
<td>9-10</td>
<td>7.0</td>
</tr>
<tr>
<td>More than 10</td>
<td>12.0</td>
</tr>
</tbody>
</table>

SCHOOL BUS MAINTENANCE

The use of private garages for school bus maintenance is general practice in South Carolina. It is also general practice to pay regular retail prices for parts and labor.
although it is not unusual for local units to obtain some discount on parts. So far as could be determined, no school district in the state operates its own garage. Three of the four counties which operate transportation programs operate maintenance garages. Two of these three garages were inspected. Both are inadequately housed and equipped. Neither garage was carrying a maintenance program that could be justified by economy of operation. However, both counties had plans for increasing the scope of the maintenance program.

As would be expected under such conditions, there is no uniformity in maintenance procedures in the hundreds of operating units. Some busses are given superficial inspection when greased, others a much more thorough inspection. Many are not inspected periodically but are simply repaired when they break down. Effective maintenance procedures in all operating units should effect substantial savings in the total cost of transportation.

**School Bus Routes**

There are no standards for school bus routes in South Carolina except those suggested by the state highway department. Nominally, the authority for approving school bus routes rests with the county board of education but it was found that in many counties this is merely a formality. Generally, the routes are fixed by district trustees, sometimes on the recommendation of the superintendent of schools, but frequently without it.

None of the six study counties had a school bus route map, so it is impossible to pass judgment on the effectiveness with which routes have been planned. Since they have been established primarily to serve single districts it may be presumed that there is considerable overlapping. There are no standards for walking distance to busses or for the length of time pupils should be on the bus, so there probably is great variation with respect to these elements. Apparently, some children must leave home by 6:30 a.m. and many by 7:00 a.m. in order to meet the busses. There were frequent reports, also, that many busses are badly
overcrowded and that some children must stand on busses for several miles. The state highway department has placed considerable emphasis on safety factors in planning school bus routes but there seems to have been no planned procedure for checking the routes against the suggestions of the department.

PUPIL TRANSPORTATION LIABILITY AND INSURANCE

There is no uniformity with respect to the kind and amount of insurance carried in the transportation program in South Carolina. Some contractors and districts carry one or more kinds of insurance, including property damage insurance, public liability insurance, accident insurance, and fire insurance; other districts carry no insurance. The coverage of the policies is no more uniform than the kinds of insurance carried. Most property damage policies have an upper limit of $5,000. The public liability policies vary from a $5,000—$25,000 coverage to $5,000—$100,000 coverage. Some of the policies have special clauses of one kind or another as amendments. Most accident policies are limited to payments of not more than $1,000 per pupil injured or killed.

There is also extreme variation in the cost of insurance. According to reports submitted, practically identical property damage insurance varies in cost from $6.25 to $18.25 per bus and practically identical public liability insurance varies in cost from $32.00 to $60.00 per bus. Some of this insurance is purchased by local districts and some on a county-wide basis. Sometimes insurance is purchased by bid but more often no bids are requested. These two practices will account for some of the variation in cost. One county reported that it had been able to cut its insurance cost materially by asking for bids and by purchasing as a county unit instead of by district units.

Presumably public liability insurance or accident insurance is carried on school owned busses to protect the pupils. If this is true, public liability insurance is not the kind which affords most protection to the child. This insurance is designed to protect the driver against suit and would normally be carried by all contractors for their own
protection. However, if an accident which occurs is not the fault of the bus driver the child has no protection.

Study should be made of the extent of liability which should be assumed by the state or its component parts in connection with school bus accidents. Many who have been working in this field believe that a state should be responsible for expenses in connection with such accidents but that it should not be liable for any payments for damages. At least two states have set up plans which provide such payments for the costs of school bus accidents. Another problem which should be considered is whether the state wishes to assume more liability for the pupil who is being transported than it does for the pupil on the playground or in the classroom. It may be that the state will want to assume the same degree of liability for all pupils that it does for the pupil on the school bus.

**Supervision of Pupil Transportation**

The program of pupil transportation now operates in South Carolina with little supervision either from the state department of education or from local school administrators. The help given by the state department of education to local school administrators with respect to pupil transportation is more or less incidental. No member of the state department of education staff devotes more than a fraction of his time to this work and the combined efforts of all staff members who devote any attention to it would not be the equivalent of one-half time of one person. Since this part of the school program is costing the State of South Carolina approximately $3,000,000.00 a year, the single motive of trying to save money would justify more assistance from the state. Approval of personnel to administer this work has been requested but has not been granted. It cannot be adequately administered by staff members who have full-time assignments in other fields.

The typical local superintendent in South Carolina has no professional assistance. He is personally responsible for the administration of every phase of the school program. Under these circumstances he has little time to devote to
transportation. Furthermore, under these circumstances it is not likely that a local superintendent will ever be enthusiastic about operating a large transportation program under public ownership. This program is a full-time job and the person who administers it competently will save the amount of his salary by operating transportation efficiently.

RECOMMENDATIONS

1. The state should set up as a minimum program, for which state funds may be apportioned, the transportation of all elementary and high school youth living more than $1\frac{1}{2}$ miles from the school to which they are assigned. Physically handicapped children living within this limit should be transported and counted in the minimum program. Counties should be permitted to transport other children living within these limits but not to count these children in the minimum program.

2. The state should authorize the use of school busses for transporting pupils to and from school and to other regularly scheduled activities and provide for such use in the plan for financing pupil transportation. The state should forbid the use of vehicles marked as school busses for any other purpose.

3. The state, through the state board of education and/or the state department of education should be responsible for:

   (a) Setting up standards for school bus routes
   (b) Assistance on fixing and approval of local bus routes
   (c) Setting standards for school busses
   (d) Setting standards for school bus drivers
   (e) Formulating procedures for the selection of school bus drivers
   (f) Leadership in formulating courses for the training of school bus drivers and mechanics and assistance in administering such courses
   (g) Prescribing operational procedures for school busses
   (h) Furnishing consultative supervision for the operation of county school bus garages
(i) Formulating specifications for use in purchasing busses, equipment and supplies; getting bids on school busses, equipment and supplies; purchasing, on requisitions from counties, new busses; and fixing prices beyond which counties may not go in the purchase of equipment and supplies. These functions should be performed by a section of purchases in the state department of education until such time as all state purchases are made through a single state agency.

4. The state, through the state highway department, should be responsible for:
   (a) Annual inspection of busses to see that they meet state standards
   (b) Certification of drivers, to be based on a driving or road test in a school bus, a written examination on state laws, driving practices, and the like, and a written test, to be prepared in cooperation with the state department of education, on the driver's responsibility for discipline, for dealing with parents and teachers, for records and reports, and for maintenance of the bus.

5. It should be made mandatory that the county be the operating unit for all pupil transportation. The county should be responsible for employing drivers and mechanics, fixing bus routes with the approval of the state department of education, making purchases of equipment and supplies according to state prices, operating garages, operating training programs, formulating operational rules and regulations, in addition to those prescribed by the state, and keeping records and making reports.

6. The measure of transportation need in a county should include capital outlay for busses, for garages, and for garage equipment.

7. The county needs for transportation should be computed as a part of the total county program for state aid purposes. The measure of transportation need for bus operation should be based on an objective formula which will include consideration of the factors of density, number of pupils transported, and possibly, road conditions.
8. The state department of education should set up adequate specifications for the equipment and supplies to be used in the transportation program, and should prescribe procedures to be used in the purchase of transportation equipment and supplies.

9. The counties should move toward complete public ownership of all school busses as rapidly as it is practicable.

10. The passing of a physical examination should be made one of the requirements for school bus drivers, and the completion of a course in school bus driver training should be made one of the requirements as soon as it is practicable to make such training available to all drivers.

11. The state highway department should issue a special school bus driver's license, to be valid for 1 or 2 years, the requirements for which shall be jointly agreed upon by the state department of education and the state highway department.

12. The state board of education should be given authority to establish, with the advice of the state highway department, standards for school busses. These standards should be incorporated in rules and regulations which have the force of law. The state board of education should use the National School Bus Standards as a pattern for establishing the South Carolina school bus standards.

13. Each county should operate its own garage and employ its own mechanics and helpers. The state department of education should set up recommendations with respect to garage facilities and equipment and maintenance procedures.

14. The counties should purchase equipment and supplies on state contracts.

15. The state board of education should establish standards for school bus routes. An attempt should be made to route busses so that no child will have to leave home more than 1½ hours before school begins or to be on the bus more than 1 hour. In general, the rule of providing a seat for every child should be followed. No child should be required to walk more than a mile to meet a bus, provided there are roads suitable for busses to travel within one mile.

16. The state sinking fund commission should be used
to carry fire insurance on school busses and insurance on property damage caused by school busses.

17. The state sinking fund commission should be designated for making payments for medical or burial expenses (according to standards used by the state compensation commission) in connection with the injury or death of pupils being transported (or training costs if such pupils are permanently disabled) or of persons injured or killed by school busses but that the state not accept any liability beyond that point.

18. There should be created in the state department of education a section on pupil transportation with a supervisor in charge and with sufficient assistants to discharge adequately the responsibilities assigned to the department. Provision should be made in each county for assigning one of the professional school administrators sufficient time to supervise pupil transportation.
SPECIAL EDUCATIONAL SERVICES

Health, lunchroom, and attendance services are essential and integral parts of an adequate program of education. They are "special services" in the sense that their provision and administration present some unique problems.

ATTENDANCE SERVICES

In the appraisal of South Carolina's efforts to promote regular attendance of children and youth of school age three types of data have been collected and analyzed: (1) data on school enrollment and attendance, (2) data on causes of non-attendance, and (3) information concerning the provision and administration of attendance services.

School Enrollment and Attendance

The current plan of maintaining records in South Carolina does not provide an adequate basis for determining the extent of non-enrollment and nonattendance. In the first place, there is no provision for a complete census of the school population. The state legislature merely requires a census of children between the ages of seven and sixteen who do not enroll in school during the first thirty days of the term. A few districts make a complete and accurate census annually, but the majority rely on haphazard and unreliable procedures. In any case, data showing the total number of children of school age are not compiled and reported. Secondly, the data on nonattendance are likely to be misinterpreted because of the basis on which absences are recorded. The existing practice is to retain a pupil's name on the roll and count him absent even though he may have moved out of the district, died, or withdrawn for other legitimate reasons. The inadequacy of the available records must be kept in mind in interpreting data on enrollment and attendance.

Census and enrollment. The ratio of enrollment to the
<table>
<thead>
<tr>
<th>Age</th>
<th>Total Number</th>
<th>All Races</th>
<th>Total Number</th>
<th>White and &quot;Other&quot; Races</th>
<th>Total Number</th>
<th>Negro</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Attending School</td>
<td></td>
<td>Attending School</td>
<td></td>
<td>Attending School</td>
</tr>
<tr>
<td></td>
<td>Number</td>
<td>Per Cent</td>
<td>Number</td>
<td>Per Cent</td>
<td>Number</td>
<td>Per Cent</td>
</tr>
<tr>
<td>5-17</td>
<td>562,097</td>
<td>426,144</td>
<td>75.8</td>
<td>256,331</td>
<td>235,137</td>
<td>79.3</td>
</tr>
<tr>
<td>5</td>
<td>44,766</td>
<td>2,191</td>
<td>4.9</td>
<td>23,162</td>
<td>920</td>
<td>4.0</td>
</tr>
<tr>
<td>6</td>
<td>44,281</td>
<td>24,903</td>
<td>56.2</td>
<td>22,210</td>
<td>13,313</td>
<td>60.0</td>
</tr>
<tr>
<td>7-9</td>
<td>124,989</td>
<td>115,417</td>
<td>92.3</td>
<td>65,164</td>
<td>62,444</td>
<td>95.8</td>
</tr>
<tr>
<td>10-13</td>
<td>172,325</td>
<td>163,196</td>
<td>94.7</td>
<td>90,962</td>
<td>88,210</td>
<td>96.9</td>
</tr>
<tr>
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<td>43,664</td>
<td>38,780</td>
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<td>23,420</td>
<td>21,747</td>
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<td>43,192</td>
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<td>23,594</td>
<td>20,041</td>
<td>84.9</td>
</tr>
<tr>
<td>16-17</td>
<td>88,880</td>
<td>47,320</td>
<td>53.2</td>
<td>47,819</td>
<td>28,462</td>
<td>59.5</td>
</tr>
</tbody>
</table>

school census provides one measure of the effectiveness of attendance services. The only reliable source of such data in South Carolina is the Census Bureau of the Department of Commerce of the United States, since no other agency has compiled a complete census. The data for 1940 are shown in Table 29.

In the provision of educational opportunities for young children (ages five and six), South Carolina ranks somewhat below the national average. In the United States, 43 per cent of all children ages five and six were enrolled in school; in South Carolina, the percentage was only 30.4.

The percentage of white children ages seven to thirteen enrolled in school is commendable. The record for Negro children is not so good. Thus the percentage of all children in this age group who were attending school in 1940 was slightly below the average for the nation.

The most disturbing fact revealed by Table 29 is the relatively low percentage of children ages fourteen to seventeen who were enrolled in school. Since the compulsory school age is seven to sixteen, it should be expected that the ratio of enrollment to census would not begin to decrease until after age fifteen. It appears, however, that a fairly large number of children ages fourteen and fifteen are permitted to withdraw from school. The record shows that 11.2 per cent of all children fourteen years of age were not in school and that 20.5 per cent of those fifteen years old were not enrolled.

The comparison of the percentage of children attending school in 1930 and in 1940 as shown in Table 30 indicates that South Carolina has made commendable progress in

<table>
<thead>
<tr>
<th>Age</th>
<th>Per Cent Attending School 1930</th>
<th>Per Cent Attending School 1940</th>
</tr>
</thead>
<tbody>
<tr>
<td>5</td>
<td>4.9</td>
<td>4.9</td>
</tr>
<tr>
<td>6</td>
<td>44.8</td>
<td>56.2</td>
</tr>
<tr>
<td>7-13</td>
<td>86.4</td>
<td>93.7</td>
</tr>
<tr>
<td>14-15</td>
<td>73.8</td>
<td>84.2</td>
</tr>
<tr>
<td>16-17</td>
<td>46.7</td>
<td>53.2</td>
</tr>
</tbody>
</table>

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getting children enrolled in school. The percentage of pupils attending school in 1940 was higher for each age level except the five-year-old group. The enactment of the current attendance law in 1937 and subsequent efforts to improve attendance have produced some results.

More recent data, though not entirely reliable, indicate that there has been a further improvement of the record since 1940. A report prepared by the Research Division of the National Education Association\(^1\) shows that 450,228 of an estimated 543,000 children from five to seventeen years of age were enrolled in South Carolina in 1944-45. If the estimated population is correct, the percentage of children enrolled increased from 75.8 per cent in 1940 to 82.91 per cent in 1944-45. Enrollment decreased in 1945-46 to 448,244 but increased the following year to 456,955.

School attendance. The system of recording absences makes the attendance record in the state appear somewhat worse than it is. Nevertheless, the N.E.A. report\(^2\) shows that average daily attendance in South Carolina in 1944-45 was only 80.4 per cent of the enrollment. The average daily attendance in 1945-46 was 80.11 per cent of the total enrollment; and in 1946-47, it was 81.9 per cent. This record is not one of which South Carolina can be proud.

Causes of Nonattendance

Through the supervisor of school attendance of the state department of education, a selected group of attendance teachers were asked to analyze the causes of nonattendance in their respective districts. Fifteen reports of such studies were received.

The reports show that illness of the pupil is given as the reason for absence in more than half of the total number of cases. Distance and inclement weather, sometimes coupled with lack of transportation, received frequent mention. Sickness and financial difficulties in the home were also listed as legitimate reasons for nonattendance.


\(^2\)Ibid., p. 157.
A second group of causes of absences from school, although representing a minority of cases, presents an even more direct challenge to attendance workers, school principals, and classroom teachers. Heading the list of reasons which are not considered legitimate is parental indifference or neglect. Maladjustment and lack of interest of pupils were also listed as major causes of absences. In some cases explanatory remarks indicated that attendance teachers would not place the entire blame on the pupils. Lack of flexibility in the school program, lack of sympathetic understanding of the pupil by his teachers, and uninspiring teachers were mentioned as reasons for maladjustment and loss of interest of pupils. The teachers were criticized for not doing more home visiting and for not showing a sincere interest in the individual pupil in other ways. However, teachers in many schools have an almost impossible job because of heavy teaching loads.

It appears from this analysis of the causes for non-attendance that the combined efforts of a number of persons will be necessary if the situation is to be improved. Attendance teachers should function first of all as diagnosticians, to investigate and determine causes of absence. School administrators should direct and assist in this work and should provide conditions of service which permit classroom teachers to help in overcoming parental indifference. The entire staff and community should assist in removing causes of nonattendance.

Attendance Services

The 1937 school attendance law provides that each county shall employ one attendance teacher whose salary shall be paid from state funds, and that additional personnel may be employed by a county or district and paid out of local funds. The legislature has shown wisdom in recognizing the need for attendance services in all counties. Unfortunately, however, the existing law does not take account of variations in need. A fairer plan would provide financial assistance to districts on the bases of the educational load and financial ability of the various counties. The legislature
might wisely establish minimum standards for the employment of attendance teachers on the basis of the number of children to be served. The attendance law should be amended by repealing sections 5467 and 5468 and substituting a single section requiring the employment of one attendance teacher for each 5,000 pupils or major fraction thereof. At the present time, one county has the equivalent of two and one-half attendance teachers for 32,000 pupils enrolled, a ratio of one to 12,500, while a much poorer county is required to employ one attendance teacher for 2,346 pupils enrolled.

Section 5474 establishes the minimum qualifications of attendance teachers. To be eligible for appointment, an attendance teacher must hold a bachelor's degree from an accredited institution and a first-grade teaching certificate; or must have had two years of successful teaching experience and hold the same certificate; or must have been a county superintendent of education. These requirements appear to be based on the assumption that no special training or experience in attendance or social or welfare work is essential for an attendance teacher. Furthermore, it is an accepted principle that the determination of qualifications of professional personnel should be the responsibility of the state board of education rather than the legislature. Therefore, this section of the act should be amended to give the state board of education authority to establish minimum qualifications for attendance teachers.

As indicated previously, the present school attendance law does not provide for an adequate school census. A census of children who do not enroll during the first thirty days of the school term is not sufficient. Data should be available on the first day of school to show the names, addresses, and ages of all children residing in the district. Enrollment should be checked against the census during the first week of school and the names of all who are not enrolled should be reported to the attendance worker for immediate investigation. A special effort should be made to bring the census up-to-date prior to the opening of school.

The legislature should require that a permanent, continuing census of all children between birth and eighteen
years of age be maintained in each district. The state board of education should provide the necessary forms and should adopt rules and regulations governing the operation of the census. Provision should also be made for supervision of this work by a member of the state department of education. At the local level, the superintendent of schools should be made responsible for maintaining an accurate census. He doubtless will delegate the responsibility to an attendance worker. The provision of special assistance to the attendance worker will be necessary at times, but the routine duties of keeping the records up-to-date can be performed by one clerk for each attendance teacher, or for each 5,000 pupils. The necessary special assistance during the house-to-house canvass can be provided by the administrative and teaching staffs, who should use this opportunity to become familiar with the conditions under which their pupils and patrons live.

The present law also requires that principals report to the attendance teacher all "continuous absences running for as much as five (5) days." This statement has at times been interpreted to mean that absences of fewer than five days do not constitute violations of the law. The act should be amended to clarify this point and clearly establish the fact that one unexcused or unwarranted absence is, in fact, a violation.

Section 5475 states that it is the primary duty of all children of school age (7-16) to attend school and of their parents to compel regular attendance "unless their financial condition is such that the services of their children shall necessarily be required in earning a living." Section 5476 states that "The county superintendent of education and the district board of trustees shall constitute a board of inquiry in all cases but any part (sic) aggrieved by their finding and ruling may appeal the same to the court of common pleas of the county for review."

Thus the exemption of children and parents from the provisions of the act is left to the discretion of local school officials, with recourse to the courts left as an option. The law provides no definite standards for enforcement. As a result, some children are permitted to remain out of
school for extended periods to work at home, while other children in similar circumstances, living in another district, are required to attend school. The law should be specific concerning exemptions from compulsory attendance, and no child between the ages of seven and sixteen should be excused from regular attendance in a public school unless:

1. He is a high school graduate.
2. He is in regular attendance in a private or parochial school approved by the state board of education.
3. His physical or mental condition is such that attendance is inadvisable (a signed statement of a licensed physician or public health officer should be required).
4. He is at least fourteen years of age and will participate in a work-study program under the supervision of the school.

The enforcement of such a law will require that a great deal more be done to provide assistance to needy families. It is apparent, however, that illiteracy can be reduced only if such a law is adopted and enforced. In the long run, the use of young children to help support a family is more expensive to the community and the state than is the provision of financial assistance to the family.

If the proposed law is to be enforced, schools must make a greater effort to adapt the educational program to the needs of the community. For example, the school term in some areas should be adjusted to conform to local needs. If a large number of the pupils in a school are required to be absent during the planting and harvesting seasons, the possibility of dismissing school at such times should be considered. Another example is found in the case of older children whose families are having financial difficulties. For such pupils, the school should seek to provide a combination work-study program leading to high school graduation.

Efforts to Improve Attendance

In an attempt to determine what types of attendance services are successful in South Carolina, the head of each school in six counties was asked to select the three services...
which have proved most effective in that school. The resulting rank of each of the ten approaches to the improvement of attendance and the number of “votes” cast for each are listed:

- Home visits by teachers: 212
- Improvement of teacher-pupil relationships: 166
- Conferences with parents: 128
- Securing community cooperation: 120
- Improvement of school program: 118
- The work of the attendance teacher: 96
- Offering prizes or giving recognition for regular attendance: 72
- The work of welfare agencies: 23
- The work of health agencies: 21
- Punishment of truants: 11

This listing indicates that the teacher is the key person in the attendance of pupils. The teacher should not restrict visits to the homes of pupils who have become problems, but should attempt to visit each home represented at least once during each year. The superintendent and the principal should assist the teacher in every possible way in this undertaking.

Community cooperation and provision of a program which meets the real needs of young people are also important. The school cannot go far beyond the desires of the community. More schools in South Carolina should follow the good example set by a few in actively seeking to enlist the aid of community agencies and organizations in improving attendance.

The relatively low rating given to the work of the attendance teacher should not be taken as a criticism of the service being rendered. As a matter of fact, it is an indication that the attendance teacher is properly in the second line of defense against nonattendance. In general, the attendance teachers seem to have a sound point of view. However, more effective service can be rendered by these officers if the following principles are observed in all school districts:

1. The attendance teacher should be regarded as both an educator and a social case worker and should be trained accordingly.
2. Attendance teachers should be paid according to a salary schedule which is based on training and experience.
3. A travel allowance based on mileage rather than a specified amount should be provided.
4. Attendance teachers should cooperate with classroom teachers in investigating causes of absences and in the removal of those causes.
5. A complete, up-to-date census of all children from birth to eighteen years of age should be maintained and every case of non-enrollment should be investigated soon after the opening of school.
6. Attendance teachers should actively seek the cooperation of other agencies and organizations in the removal of basic causes of nonattendance.
7. A special effort should be made to reduce nonattendance in the groups with the poorest records.
8. Facilities for identifying and diagnosing cases of physical, mental, and social maladjustment of pupils should be provided.
9. Records of attendance should be kept so that analysis of the data will reveal the true situation. Specifically, absences should be counted on the basis of actual membership rather than enrollment.

THE SCHOOL LUNCH PROGRAM

The following criteria, used in evaluating the school lunch program in South Carolina, are adapted from a handbook prepared by the Southern States Work-Conference:8

1. The school lunch program should make it possible for every child to have an adequate lunch.
2. The responsibility for the administration, operation, and supervision of the school lunch program should be vested in the educational authorities who are responsible for all other phases of the school program.
3. The financial support for that portion of the school lunch program which is derived from tax funds should come from the same sources as other school funds. At least the cost of supervision, labor, and

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facilities for the school lunch program should be provided from tax funds. Operation should be on a non-profit basis.

4. The facilities for school lunch service should be adequate for efficient operation and sound, sanitary practices and should provide desirable educational and social experiences for the child.

5. The school lunch program should be a positive, educational experience for the child.

6. The physical operation of the school lunch program should be delegated to specifically trained and qualified personnel who should be employed in the same manner and on the same basis as other school personnel.

To measure school lunch services in South Carolina against the first criterion, a study was made of the number of children being served an adequate lunch in relation to the total enrollment. Evaluation in terms of the remaining criteria required an analysis of the plan of organization and administration of the lunch program at the state and local levels and a study of operational procedures.

**Number and Types of Meals Served**

During the past four years South Carolina has made remarkable progress in the development of a school lunch program. Sponsorship of the program by the state department of education began in 1943. By 1946, almost 40 per cent of the children enrolled in public schools were being served lunches, as compared with about 20 per cent in the nation as a whole. In 1947, however, the number of children served daily decreased from approximately 215,000 to 202,000.

Progress has also been made in the types of meals served. For the year ending June 30, 1946, the number of Type A lunches (a complete meal with milk) served was 9,635,000, as compared with 8,000,000 the previous year. Furthermore, the quality of all types of meals served continued to improve.

In the six representative counties, ninety-eight out of 153 schools for white children and thirty-seven out of 141 schools for Negro children report that they maintain a lunch
program and serve a complete meal. Nearly all of the schools for white children with enrollments of 100 or more maintain a lunch program. About 71 per cent of the schools which serve complete lunches report that at least 90 per cent of the pupils either go home to lunch or eat in the school lunchroom. Visits to a representative sample of the schools confirmed that the "complete" lunches served are equivalent to at least one-third of the daily nutritional requirements of a normal child.

The problem of expanding the school lunch program is, for the most part, a phase of the problem of providing a sound plan for the organization, administration, and finance of the total educational program. School districts which are too small or too poor to provide an adequate educational program have difficulty providing an adequate school lunch program. Hence, the first step which should be taken by those concerned with the development of the lunch program is to support and implement the proposals made in the chapters of this report dealing with organization and administration and finance. A second step is the adoption by boards of education of a definite policy of financing from regular school funds at least the cost of supervision, labor, and facilities for the school lunch program.

Organization and Administration

Provision of a fairly adequate staff to administer and supervise the lunch program at the state and county levels largely accounts for the rapid progress made in the development of the program. At the state level, responsibility for directing the program has been assigned to the school lunch division in the state department of education. The division consists of a director, a food consultant, a supervisor of commodity distribution, two secretaries, and two clerks. It determines policies and sets standards, provides administrative and consultative service, exercises general supervision of the operation of the lunch program, and develops a program for training personnel. The present staff is adequate to perform these responsibilities, but no reduction should be made in the number of persons employed.
The state also provides a school lunch supervisor for each county. These supervisors are appointed by the county school authorities but are paid from state funds. In seven of the larger counties assistant supervisors are employed and paid by the county school authorities. Each county in the state employs either a full- or part-time secretary to assist the county school lunch supervisor. These supervisors assist schools to initiate a lunch program, provide in-service training for lunch managers and operators, store and distribute commodities received from the federal government, assist communities with the production and preservation of foods, check records of individual schools, and compile records and reports for the county.

The efficient performance of these duties requires a person specifically trained for the task. The fact that good work has been done by most of the supervisors is a credit not only to them but also to the persons who selected the supervisors. The school lunch division of the state department provides an excellent training program for supervisors. Every county school lunch supervisor interviewed reported that she had profited greatly from the one-week work conference held at Winthrop College and from the area meetings held in five centers in the state. The present policies with regard to in-service training should be continued.

Although most of the counties have appointed qualified persons to serve as county lunch supervisors, there are a few exceptions. State authorities must accept a part of the blame for this situation, since no standards have been set regarding qualifications of the supervisors. The state supervisor of the school lunch program should work with other school lunch personnel in developing a plan for certification of school lunch supervisors. This plan should then be submitted, through proper channels, to the state board of education for approval and adoption.

The county school lunch supervisors are, in theory, administratively responsible to the county superintendent of education. In practice, however, they are often considered representatives of the state department of education. Most
of their instructions come from personnel in the school lunch division of the state department. Although there is no evidence of any difficulty as a result of this situation, the relationship of the lunch supervisor should be made clear. The supervisor should, in practice as well as in theory, be made administratively responsible to the county school authorities.

At the local level, the school lunch program has been administered in various ways. It is commendable, however, that the school system has retained full control of the program in every school district visited. Non-school agencies have provided assistance and advice, but the school has properly assumed responsibility for management.

In most schools, the principal or head teacher is responsible to the administrative superintendent or district trustees for the operation of the lunch program. In most of the larger schools, there is a full-time school lunch manager to whom responsibility for planning and directing the school lunch program is delegated. In such cases, the manager plans the menus, purchases supplies, employs, assigns and supervises operators, and keeps necessary records and financial accounts. In some large schools, however, and in nearly all small schools a qualified manager has not been employed. In these schools, the principal must either assume personal responsibility for management of the program or delegate the responsibility to a teacher. Neither solution is entirely satisfactory. Some principals and teachers have proved to be excellent lunchroom managers, but they have neglected other important duties. In other schools in which a principal or teacher manages the lunch program, it was found that one or more of the duties of manager were being neglected.

The facts point clearly to the need for a school lunch manager in every school. The achievement of this goal will depend to some extent upon a reorganization of school districts and attendance areas. As pointed out in another chapter of this report, the entire educational program will be benefited by the elimination of many small districts and small schools. In the larger schools which now exist and in those which may be formed by consolidation of small
schools, local authorities should provide a full-time school lunch manager. In the meantime, the county supervisor should give special attention to the small schools.

The county school lunch supervisors should also give particular attention to the cost of employees who cook and serve food. In some cases the lack of proper equipment and inefficiency are responsible for costs higher than necessary. Schools of South Carolina, however, are to be commended for not using volunteer and pupil help.

**Finance**

The board of education of each school system should adopt the policy of providing for the costs of supervision, operation, and maintenance of the lunch program from tax funds or from the same sources which support other phases of the school program. Until such a policy is put into effect, many schools will be unable to initiate a school lunch program.

An analysis of expenditures and income for 1946-47 shows that the lunch program has not been financed in accordance with the principle suggested in the preceding paragraph. Program expenditures for the year amounted to $6,180,111.34. Food purchased and donated was valued at about 60 per cent of the total, while the cost of supervision, operation, and maintenance was approximately 40 per cent of the total. Sources of revenue from which these costs were met are as follows:

- Federal aid for food (cash) $1,779,775.48
- Federal commodities (cash value) 776,980.00
- Federal aid for equipment 281,993.00
- State aid (for supervisors' salaries) 91,080.00
- Other state aid 150,000.00
- County aid (from school funds) 100,980.00
- School district aid (from school funds) 252,010.00
- Local donations (cash, food, and services) 626,627.10
- Payments for lunches (children) 2,291,925.88
- Payments for lunches (adults) 183,886.92

Total $6,535,208.38
Federal aid in cash payments for food and in commodities accounted for $2,838,698.48, or 43.4 per cent of the total revenue. State, county, and local contributions from tax funds amounted to only $594,070.00, or 9.1 per cent of the total. Locally donated goods, services, and cash accounted for $626,627.10, or 9.6 per cent. The remaining $2,475,812.80, or 37.9 per cent, came from payments for lunches.

These data reveal that counties and local districts have contributed very little toward the support of the lunch program. The state has actually done more per capita to promote the school lunch program than most other states, but state aid has been distributed without regard to local need or ability to pay. Thus, the districts in which the greatest need exists are usually the districts in which the lunch program is neglected.

The immediate goal for every school system should be to finance the costs of operation and maintenance from regular school funds provided in the foundation program and the local supplement. The special fund of $150,000, which is now distributed to counties on the basis of the number of lunch programs maintained, should become a part of the foundation program so that more aid can be given to poorer counties.

Existing conditions make it difficult, if not impossible, for some school systems to pay the cost of operating and maintaining a lunch program in every school. The situation will be greatly improved, however, if the recommendations presented in the chapter on finance are put into effect. The state will, under the proposed plan, contribute a great deal more to the support of schools in the counties with least ability to pay. Thus, even the poorer counties will be in position to contribute more to the school lunch program.

Operation of the Program

Objectives and standards for operating school lunch programs in South Carolina are well stated in a bulletin prepared and reproduced by the school lunch division. The
policies and practices advocated are in accord with accepted principles. The county school lunch supervisors and the majority of school lunch managers visited are familiar with these objectives and standards and are attempting to attain the goals set; however, many of the standards are not being met by a majority of the schools visited.

In some schools, administrators and teachers have not shown a proper interest and have not cooperated in making the lunch program a valuable educational experience for every child. Many high schools and a few elementary schools not only fail to cooperate but actually provide competition in the form of canteens which sell candy and soft drinks to the pupils. On the other hand, many schools are making effective educational use of the lunch program, but reports from the county school lunch program supervisors indicate that the number of such schools decreased from 1,494 in 1944-45 to 1,343 in 1946-47, in spite of increased efforts of the supervisors to promote the educational aspect of the program.

It is apparent that the part the school lunch plays in the total educational program is determined to a large extent by the attitudes and beliefs of administrators and teachers. Every school in South Carolina in which the entire staff has shown an interest in the lunch program has succeeded fairly well in making the program function properly as an educational experience. The crux of the problem, then, is to develop a plan and program for securing better cooperation of administrators, teachers, and school lunch personnel.

**HEALTH SERVICES**

This study is concerned primarily with the role of the school in the provision and administration of school health services. The recommendations presented in this report are directed principally to school officials. However, adequate services can be provided only through the joint efforts of many persons and many agencies. The school occupies a central and strategic position, but it cannot meet
health needs of pupils without the help of these individuals and agencies.

**Adequacy of Existing Services**

It is generally agreed that school health services should include:

1. Medical examination prior to or soon after entrance to school and every three or four years thereafter during school experience, with additional examinations when the need is indicated
2. Special testing of vision, hearing, mental ability, and emotional stability
3. Periodic dental examination
4. Continuous follow-up for remedial and general improvement of the health status of individual pupils
5. Communicable disease control, including immunization and exclusion from school of pupils and school employees in accordance with health regulations
6. Periodic medical examination of all school employees
7. A healthful school environment
8. Provision of emergency care
9. An educational program adapted to the health needs of children.

Some data concerning the adequacy of school health services in South Carolina were obtained by means of a questionnaire sent to the head of each school in six counties selected for special study. Of the 594 schools to which the forms were sent, 294 submitted replies, but not all of these answered every question. The data are summarized in the following discussion:

*Examinations and tests.* Tables 31 and 32 show the nature and extent of use of health examinations and tests in the schools which furnished data.

These data show that in most of the schools studied no provision is made for periodic medical or dental examination of pupils nor for periodic testing for some of the more prevalent diseases. Vision and hearing tests are used to some extent in a majority of the schools for white children, but not in most of the schools for Negro children. Very little is done to identify emotional maladjustment.

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Further analysis of the original data on which the tables are based shows that schools with an enrollment of 100 or more have a better record than do smaller schools. For example, fifty-six out of sixty-nine schools for white children enrolling 100 or fewer pupils as compared with forty-two out of eighty-one large schools report that thorough medical examinations are "not given." Similar differences between large and small schools for white children exist with respect to the use of other types of examinations and tests. The differences between large and small schools for Negroes are not so striking.

**TABLE 31**

**EXTENT OF USE OF CERTAIN TYPES OF HEALTH EXAMINATIONS AND TESTS IN 150 SCHOOLS FOR WHITE CHILDREN IN SOUTH CAROLINA**

<table>
<thead>
<tr>
<th>Types of Examinations or Tests</th>
<th>To All Pupils in New Grades</th>
<th>To Certain Grades Unless Symp. Not Serious</th>
<th>To Any Examined in Grade</th>
<th>To Any Child with Symptoms of Disease</th>
<th>Not Given (Pct.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Thorough medical examination by physician</td>
<td>16</td>
<td>16</td>
<td>3</td>
<td>17</td>
<td>98</td>
</tr>
<tr>
<td>Screening examination by doctor or nurse</td>
<td>26</td>
<td>14</td>
<td>3</td>
<td>14</td>
<td>93</td>
</tr>
<tr>
<td>Dental examination</td>
<td>28</td>
<td>17</td>
<td>9</td>
<td>93</td>
<td>43</td>
</tr>
<tr>
<td>Urinalysis</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>144</td>
<td></td>
</tr>
<tr>
<td>Patch test for tuberculosis</td>
<td>12</td>
<td>13</td>
<td>2</td>
<td>21</td>
<td>106</td>
</tr>
<tr>
<td>Chest X-ray</td>
<td>6</td>
<td>12</td>
<td>1</td>
<td>29</td>
<td>102</td>
</tr>
<tr>
<td>Test for hookworm and other parasites</td>
<td>6</td>
<td>4</td>
<td>17</td>
<td>123</td>
<td></td>
</tr>
<tr>
<td>Hemoglobin test</td>
<td>7</td>
<td>2</td>
<td>3</td>
<td>139</td>
<td></td>
</tr>
<tr>
<td>Wassermann or Kahn test</td>
<td>3</td>
<td>1</td>
<td>9</td>
<td>137</td>
<td></td>
</tr>
<tr>
<td>Schick test</td>
<td>5</td>
<td>6</td>
<td>2</td>
<td>132</td>
<td></td>
</tr>
<tr>
<td>Vision test</td>
<td>37</td>
<td>14</td>
<td>29</td>
<td>67</td>
<td></td>
</tr>
<tr>
<td>Hearing test</td>
<td>43</td>
<td>18</td>
<td>61</td>
<td>41</td>
<td></td>
</tr>
<tr>
<td>Mental ability test</td>
<td>17</td>
<td>26</td>
<td>4</td>
<td>100</td>
<td></td>
</tr>
<tr>
<td>Emotional adjustment test</td>
<td>2</td>
<td>1</td>
<td>4</td>
<td>142</td>
<td></td>
</tr>
</tbody>
</table>

An increasing number of schools in South Carolina are attempting to provide for examination of children prior to their entrance to school. Nearly 40 per cent of the schools report that a pre-school clinic is held annually. Again, the large schools for white children have a better record than small schools and schools for Negroes. Fifty-seven out of
TABLE 32
EXTENT OF USE OF CERTAIN TYPES OF HEALTH EXAMINATIONS AND TESTS IN 136 SCHOOLS FOR NEGROES IN SOUTH CAROLINA

<table>
<thead>
<tr>
<th>Types of Examinations or Tests</th>
<th>Number of Schools in Which the Examination Is Given</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>To Pupils in Grades Annually</td>
</tr>
<tr>
<td>Thorough medical examination</td>
<td>8</td>
</tr>
<tr>
<td>by physician</td>
<td></td>
</tr>
<tr>
<td>Screening examination by</td>
<td>8</td>
</tr>
<tr>
<td>doctor or nurse</td>
<td></td>
</tr>
<tr>
<td>Dental examination</td>
<td>10</td>
</tr>
<tr>
<td>Urinalysis</td>
<td>1</td>
</tr>
<tr>
<td>Patch test for tuberculosis</td>
<td>9</td>
</tr>
<tr>
<td>Chest X-ray</td>
<td>27</td>
</tr>
<tr>
<td>Test for hookworm or other</td>
<td>1</td>
</tr>
<tr>
<td>parasites</td>
<td></td>
</tr>
<tr>
<td>Hemoglobin test</td>
<td>4</td>
</tr>
<tr>
<td>Wassermann or Kahn test</td>
<td>2</td>
</tr>
<tr>
<td>Schick test</td>
<td>26</td>
</tr>
<tr>
<td>Vision test</td>
<td>19</td>
</tr>
<tr>
<td>Hearing test</td>
<td>7</td>
</tr>
<tr>
<td>Mental ability test</td>
<td>2</td>
</tr>
<tr>
<td>Emotional adjustment test</td>
<td></td>
</tr>
</tbody>
</table>

sixty-nine schools for white children with enrollments greater than 100 hold pre-school clinics annually.

The need for improvement in this first phase of the school health program is apparent. The immediate goal should be a thorough medical and dental examination of each pupil prior to or upon entrance to school and at least a screening examination by a doctor and a dentist every fourth year thereafter. In addition, there should be a testing program which includes periodic tests of hearing and vision, a chest X-ray for every high school pupil, mental and aptitude tests for all pupils, and special tests as needed in a specific situation or by specific individuals. Some provision should also be made for special examinations of pupils who exhibit symptoms of mental or emotional maladjustment.

The present law requiring annual medical and dental inspection of all pupils in South Carolina should be re-
pealed. Many schools cannot comply with this law; many others can provide only a cursory examination annually. Any health examination should be an educational experience, which means that time must be allowed for more than a quick inspection. The legislature's desire that attention be given to the health status of children is commendable, but this purpose can be served better by thorough periodic examination of pupils than by annual inspections.

**Follow-up for improvement of health.** The second phase of an adequate program of school health services is the follow-up of examinations. South Carolina schools have generally failed to assume their responsibility in this respect. A few schools have developed, in cooperation with health departments and other agencies, effective plans for health counseling and follow-up to secure correction of defects, but many schools have done little in this direction. Only eighty-eight of the 294 schools reporting indicate that there is a definite plan for follow-up. Only ninety-one of the schools maintain a cumulative record of each child's health status. Eighty-two out of 111 schools which hold pre-school clinics assume responsibility for following up the findings. The actual situation appears to be worse than the data indicate. It is known that several schools which report that they have a definite plan of health counseling and follow-up do no more than send a notice to the parent that the child has a specified defect. Very few schools have a plan which provides a systematic and efficient basis for meeting health needs. Such a plan would include adequate health records, proper interpretation of health needs to pupils, parents, and teachers, and cooperation with private physicians, dentists, and other agencies in the provision of medical care.

**Communicable disease control.** The schools of South Carolina have put considerable emphasis on communicable disease control, especially with respect to immunization of pupils. Nearly every school has tried to comply with the state law which prohibits the admission of children who have not been vaccinated against smallpox. By working with parents and children and by assisting in
arranging for and conducting clinics, schools have also done much to promote immunization against other diseases. Efforts of this kind should be continued. Most schools have also made adequate provision for exclusion and re-admission of pupils in accordance with public health laws and regulations. Every school should have a definite policy which is based on sound principles and which is understood by all teachers and parents. In particular, schools should discontinue the practice of placing false emphasis on perfect attendance. Also, all teachers should have definite instruction in the recognition of signs and symptoms of communicable diseases.

**Examination of school employees.** All persons who are in daily contact with pupils should have a thorough medical examination at least every four years. School lunch personnel should be examined at least once each year. The submission of a health certificate is not considered adequate as a report of the examination. The examination should be thorough and a detailed report of the findings should be made to school authorities. Not more than 25 per cent of the schools studied meet these requirements with respect to examination of any school employees except school lunch personnel.

**Healthful school environment.** A school sanitation survey report prepared by the state department of health in February, 1948, showed that:

1. Of 1,455 schools for white children, 1,120 had an approved water supply; 40 had no water supply.
2. Of 2,134 schools for Negroes, 632 had an approved water supply; 501 had none.
3. Of the schools for white children, 1,187, or 82 per cent, had approved sewage disposal facilities.
4. Of the schools for Negroes, 1,226, or 57 per cent, had approved sewage disposal facilities.

It is apparent from these data that many school districts do not provide safe and sanitary school facilities. Inadequacy of school districts and an unsound plan of financing are the primary factors contributing to this delinquency. There are a few instances in which failure to provide adequate facilities can be attributed only to neg-
lect, but the basis for correcting most of the plant deficiencies lies in the organization of more adequate districts and in the adoption of a financial plan which includes capital outlay funds in the foundation program.

Provision of emergency care. Another responsibility which most of the 294 schools fail to discharge is that of providing adequate care for pupils who are injured or become ill at school. The principal difficulty is a lack of facilities and trained personnel. Every school should have on its staff at least one person trained in giving first aid, but only 79 out of 294 schools report that qualified personnel are available for this purpose. Each school should have a separate room, equipped with a cot, to which ill or injured persons may be taken, but only 88 of the 294 schools have such facilities. In availability of trained personnel and facilities for emergency care, large schools have a much better record than small schools.

The provision of adequate physical facilities for emergency care in existing schools may have to await the development of an adequate plan of school organization and finance. In planning new school buildings or remodeling old buildings, the need for health facilities should not be overlooked. School officials should provide a program of in-service education which will insure that every school has at least one staff member trained in first aid.

The educational program. The identification and follow-up of health needs of pupils should result in adjustment of the educational program to health needs. Provision should be made at school for special rest periods for individuals whose vitality is low; pupils with heart ailments should be given special consideration; and a variety of other adjustments should be made to meet individual needs.

Organization and Administration

The inadequacy of the existing program of school health services has been revealed and some goals for further development of the program have been suggested. To achieve these goals, a sound plan of organization and administration of school health services must be developed. At both state and local levels there must be clearly defined policies
and adequate facilities for carrying out the projected pro-
gram.

State level. Legal responsibility for the development of
an adequate program of school health services in the state
is divided between the state board of health and the state
board of education. In meeting their responsibility, these
two agencies require the assistance of many other agencies.
It is essential, therefore, that definite provision be made for
cooperation in planning and for coordination of services.
There has been no lack of cooperation in the past, but there
has been no definite provision for joint planning. Hence,
the various agencies have not always made their activities
a part of a unified program of health services. For example,
the division of vocational rehabilitation in the department
of education has developed a program for testing the hearing
of school children which is worth-while and effective, but
which has not been fully coordinated with other health
activities of the department and of the state and local health
agencies. The fine work done by this division should be
continued, but it should become a part of a total program
planned and developed jointly by all agencies which engage
in activities for the improvement and protection of health.

The state superintendent of education should initiate
action to organize a state committee to formulate a school
health program. The first step might be a joint meeting
of the staffs of the department of education and the depart-
ment of health for the purpose of defining the specific
responsibilities and functions of the state committee and
determining agencies to be represented.

The inadequacy of the health services provided in most
of the schools indicates that one function of the state com-
mittee should be the establishment of desirable and attain-
able objectives and standards. After a trial period, these
objectives and minimum standards should be adopted as
regulations by the state board of education.

A second function of the committee would be to suggest
policies and procedures to be followed in state and local
administration of the program, including finance. One criti-
cal problem to be faced is the shortage of public health
officers and nurses. Only a few county health departments
can provide the services required if the school health program is expanded as proposed. The state committee should be concerned with the problem of overcoming this personnel shortage. Additional doctors and nurses should be provided in many counties. Also, the plan for expanded school health services should contemplate the continued cooperation of private physicians, dentists, and nurses, and should provide for payment for the services obtained. Funds for this purpose should be included in the school budget and should be used to pay for any medical and dental examinations or other essential services which the health department cannot provide.

A third function of the committee should be to provide guidance and assistance to local schools and health departments. At present, the state department of health furnishes guidance and assistance to county health departments and the department of education performs a similar service for schools. These two state agencies should join forces in order to assure state leadership. They should also work with the state institutions of higher learning in planning programs of pre-service and in-service education for teachers and administrators.

In planning ways to provide leadership in the development of the school health program, the committee should consider the possibility of securing additional health educators to work with counties or groups of counties. Experience in South Carolina, as well as in other states, has shown that nothing will do more to promote a good school health program in a county than the employment of a professionally trained health educator.

The pattern to be followed in organizing a state health committee to carry out the functions suggested and others which may be added can best be determined by the state's health and education authorities. It is probable, however, that there should be a large committee which represents all agencies actively engaged in health and educational work and a smaller committee or subcommittee made up only of personnel who can devote a major share of their time to the work. The large committee would formulate policies and general plans and the smaller committee would guide
and assist in the detailed development of the program at the local level.

A special problem which possibly should be referred to the proposed state committee is that of providing facilities for identification and diagnosis of mental and emotional maladjustments. Few counties can afford to provide such facilities nor would they have sufficient cases to justify such a program. Rather, the state should establish and maintain three or four centers to provide services of this kind for the entire state.

**County and local levels.** At the county level, there should be provision for coordination of services of all agencies concerned with school health activities. County-wide planning is essential to insure efficient use of available health services in all of the schools of South Carolina. Legal responsibility for leadership in the development of the program rests with the county health department and with the county board of education, but the assistance and cooperation of parents, private physicians, and welfare agencies are essential. The problem, then, is twofold: (1) to establish and maintain in each county a health department and a school authority which can provide leadership and services required, and (2) to provide for effective cooperation of all agencies concerned.

South Carolina has made commendable progress toward the establishment of adequate county health departments, but the situation is far from satisfactory. Only a few counties have personnel and facilities to meet the needs. As soon as qualified personnel can be obtained, funds should be provided for further expansion of the health departments in the counties, and additional health educators should be employed as soon as they can be trained. In those counties which have had the services of a health educator, greater progress has been made toward the development of an adequate program of school health services than in other counties. The employment of personnel of this type is one of the most promising practices found in the state.

The general pattern for administration of education in South Carolina does not provide for adequate leadership and services at the county level. In school administration, the county is only an intermediate unit, with very limited
authority and responsibility. Responsibility for administration of education is placed mainly on the local school district. Many of these districts are not adequate to provide the services needed. The failure to meet the health needs of pupils cannot be attributed entirely to any one factor, but it is fair to say that the pattern of school organization has been one of the obstacles. With few exceptions, the county is the logical unit for the development of a satisfactory program of school health services, and county school authorities should be made responsible for formulating policies concerning school health services. A school health council should be established in each county to provide for effective cooperation of all schools and of all agencies concerned. It should appraise the needs, resources, and programs of all schools and assist local schools and communities in the administration of health services and instruction. It should also coordinate all school health activities in the county.

Direct responsibility for insuring that all available health resources are used efficiently and that all health needs of pupils are met rests with the administrative head and the teaching staff of the individual school unit. School personnel must perform certain functions, such as daily inspection, periodic weighing and measuring, health guidance, and the like, and must administer all health activities which are conducted in the school. It is essential that administrators and teachers be given additional special training for their responsibilities with respect to health education and health services. An effective program of in-service education in the area of health is a requisite to the development of a good school health program.

Each school in South Carolina should organize a health committee to define school health policies and to plan and develop a school health program in the light of local needs and resources. The administrative head of each school should initiate action to establish such a committee. Details of organization and operation will depend upon local conditions, but it is desirable that the committee be as representative as possible. In a one-room rural school, the health committee might consist of the teacher, an interested parent or two, a doctor, and a nurse. In large schools, the com-
mittee should include the principal, three to ten teachers, one or two physicians, a dentist, a nurse, the school lunch manager or supervisor, the chief custodian of the building, several parents, and representatives of official and voluntary community organizations.

Experience in a few schools in South Carolina and in many schools in other states has demonstrated the value of school health councils and committees. It should be emphasized, however, that the mere activation of a committee does not relieve the administrator of further responsibility. Unless he continues to take an active interest in the school health program, he can hardly expect his staff to do so. Without the cooperation of teachers, the school health program can never be effective.

RECOMMENDATIONS

1. The school attendance law should be changed:
   (a) To require that a permanent and continuing school census of all children between birth and eighteen years of age be maintained.
   (b) To require the employment of one attendance teacher for each 5,000 pupils or major fraction thereof.
   (c) To delegate to the state board of education responsibility for prescribing minimum qualifications of attendance teachers.
   (d) To state clearly that an unwarranted absence of even one day is a violation of the act and should be reported to the attendance teacher.
   (e) To state specifically the conditions under which exemptions from regular attendance are to be granted. No child under fourteen years of age should be exempted unless his physical or mental condition is such that attendance is inadvisable. Children between the ages of fourteen and sixteen whose gainful employment is essential should be required to participate in a work-study pro-

2. Attendance teachers should devote more attention to
the determination and elimination of basic causes of non-attendance. School administrators should guide and assist attendance teachers in identifying and removing the causes of nonattendance. Close cooperation with community agencies is essential.

3. Attendance teachers should have special training for social case work.

4. School administrators should develop with the teachers a plan for home visitation.

5. Records should be kept which show the exact attendance status of each child. A state-wide child accounting system should be inaugurated. When a child withdraws from school, he should be dropped from the roll and no longer counted as absent. Reports should show attendance as a percentage of actual membership rather than of total enrollment.

6. Further development of the school lunch program should be considered an important part of the whole problem of providing a sound plan of organization, administration, and finance of the educational program. A first step in expanding and improving the school lunch program should be the adoption and implementation of recommendations presented in the chapters of this report which deal with organization and finance.

7. Local boards of education should adopt the policy of providing for the cost of operation and maintenance of the school lunch program from regular school funds.

8. The state board of education should prescribe minimum qualifications of school lunch supervisors.

9. A full-time school lunch manager should be employed in each school having an enrollment of 100 or more pupils. It is desirable that the manager have a college degree in home economics.

10. Paid operators should be employed in all lunchrooms, but the number of such employees can be reduced in some cases. School lunch supervisors should assist school administrators in studying this problem.

11. Efficiency should be increased and waste reduced by the purchase of additional modern equipment for school lunchrooms.
12. School administrators and teachers should accept responsibility for making better educational use of the lunch program.

13. The state department of education, the teacher-education institutions, and the two state education associations should plan and develop programs of pre-service and in-service education which will insure that all school personnel understands the purpose and value of the school lunch program, especially its educational potentialities.

14. The state superintendent of education should initiate action to organize a state committee on school health, composed of representatives of the state department of health, the state department of education, and other agencies and organizations concerned with the health of children. This committee should set up objectives and standards and suggest policies and procedures for the development of the school health program.

15. There should also be established at the state level a small working committee to guide and assist local schools and health departments.

16. The state should establish three or four centers with facilities for identifying and diagnosing mental and emotional maladjustments.

17. County school authorities should be made responsible for planning and developing a program of school health services, in cooperation with the county health department and other public and private agencies which operate at the county level.

18. Additional health educators should be trained and employed.

19. A school health council, similar in nature to the state committee, should be organized in each county. The council should serve as a planning and coordinating agency.

20. Each school should organize its own health committee to plan and develop a health program in the light of local needs and resources and in accord with state and county policies.

21. Services which should be provided in every school include:

(a) A thorough medical and dental examination of
each child prior to or upon entrance to school and at least a screening examination every fourth year thereafter

(b) Periodic tests of hearing and vision for all pupils

(c) Periodic tests for diseases common to the region

(d) A cumulative record of each child's health status and physical development

(e) Health counseling and follow-up for correction of defects and for general improvement of the health of pupils

(f) Communicable disease control, including immunization against such diseases as smallpox, typhoid, diphtheria, and whooping cough, as well as a definite plan for exclusion and readmission of pupils

(g) Thorough annual examination of all school employees

(h) Facilities and trained personnel to provide emergency care

(i) A safe and sanitary school plant

(j) Adjustment of the educational program to health needs of individuals.
XI

SPECIAL SCHOOLS

The State of South Carolina maintains seven special schools which operate educational programs. Three of the schools, South Carolina Industrial School for White Boys at Florence, the South Carolina Industrial School for White Girls at Columbia, and the John G. Richards School for Negro Boys at Columbia, are administered by the Industrial Schools Board. The South Carolina School for the Deaf and Blind Children at Spartanburg has a board of five commissioners, responsible to the General Assembly of South Carolina. The John de la Howe School at McCormick has a board of seven trustees appointed by the governor and approved by the senate. The State Training School at Clinton is controlled by a board of regents which controls the state hospital and is appointed by the General Assembly. The South Carolina Convalescent Home for Cripple Children at Florence is under the state board of health, and its educational program is directed by the county superintendent of schools. In addition there are five privately controlled orphanages for children which have their educational program paid for in full or in part by the state.

The fact that five boards, with overlapping duties, direct seven institutions, indicates the need for an over-all board or agency to correlate their work and to administer their programs. The report of the committee on state organization and administration, in its review of the industrial schools, states that "All schools and correctional institutions for juveniles who have not completed the public school grades should be considered primarily educational rather than punitive institutions, and should be administered under regulations of the state board of education with the necessary supervisory services being provided by the staff of the state superintendent of education."

The recommendation of the committee on state organization and administration is sound. It should be followed

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not only for the industrial schools, but also for all of the special institutions when the state board of education is properly organized to provide the necessary coordinating and supervisory services. At an early date a single board should be created to control and administer the affairs of the industrial schools, the John de la Howe School, and the School for the Deaf and Blind. Exceptions at present to control of this board are the Training School at Clinton and the Convalescent Home at Florence, since the services of these schools are both medical and educational. Pending a final adjustment of their forms of control, these two schools should work in close cooperation with the state board of education in the development of their educational program.

Each of the other five institutions under the aforementioned single board should have an advisory committee. The state board of education should be responsible for prescribing the regulations and supervisory services for all of the educational programs. This unified plan of organization would provide a more effective control and management of the institutions and would help to resolve many of the problems resulting from overlapping objectives. With one board operating the institutions, one or more specialists such as psychiatrists and psychologists could be provided and made available to all the institutions.

Superficial studies of problem children may result in careless commitment of some children to institutions not specifically prepared to meet their needs. Officials of the special schools indicate that frequently it is difficult to procure data concerning the children placed with them. Essential information about each child should go to the school when the child is committed. No school should be permitted to accept a child until his case history has been filed. The department of public welfare doubtless could help in procuring the essential information. This procedure is recommended not only because it will be beneficial to the institutions in making plans for the care of children, but also because it will help to clarify the basic purposes of each school.
The State of South Carolina maintains three institutions to assist in the reformation and rehabilitation of wayward boys and girls—the South Carolina Industrial School for White Boys at Florence, the South Carolina Industrial School for White Girls at Columbia, and the John G. Richards School for Negro Boys at Columbia. The program of education operated by these schools has for its purpose replacing anti-social habits with socially accepted standards of conduct and attitudes.

There is no institution in the state for the education and rehabilitation of delinquent Negro girls. The need for such a school is generally recognized and frequently mentioned. If such a school is established consideration might be given to the use of the present plant and site of the school for white girls and the re-location of the school for white girls near Florence. For many reasons there would be advantages in having the schools for boys and girls in close proximity to each other.

Aims of the Institutions

For many years the three schools for reformation of wayward youth were under the direction of the board of state penal institutions. Consequently, they are still regarded as punitive institutions for juveniles. The effectiveness of their work will be increased when they are accepted as educational institutions whose special purpose is to help wayward boys and girls to return to society and to live as honorable, law-abiding citizens. It is, therefore, important that they be administered by a board that understands and accepts this social and educational objective. The recent action taken to place these institutions under a special industrial schools board was a move in the right direction. By going one step further in providing for their future control as outlined in this report, their positions as educational institutions with special responsibilities will be strengthened.

Some months ago the United States Attorney General called a national conference on prevention and control of
juvenile delinquency. The following is quoted from one of the reports to the conference:

It is a recognized principle in the United States that children from six to sixteen should attend school for a full school day and full school term. . . . Children in training schools for delinquents are entitled to the same educational rights. The mere fact that a child has been sent to a school for prolonged care does not thereby deprive it of its educational birthright.

Some training schools are being administered by officials who have no knowledge of modern educational methods and have no staff member to whom such responsibility can be delegated. Too many school programs are traditional, inflexible, academic. . . . The space used for classes may be an ill-lighted basement. Pupils go to an "academic school" for a half a day and some do not go to school at all. . . . Teachers in too many institutions are poorly prepared and poorly paid, often overworked, without any opportunity for summer school study. Many of the vocational "teachers" are workmen about the institution, without educational preparation. . . . The state legislature too frequently looks upon this training school as a place of punishment for misdeeds instead of a school and treatment center. Accordingly appropriations made for its maintenance are utterly inadequate to provide a modern well-staffed educational program.

In general, the foregoing statement can be applied to the three schools in South Carolina.

In the two schools for white children, a transition is being made from penal institutions to rehabilitation and reform schools. Apparently the board in charge seems determined to increase the emphasis upon the educational work and has given professional standing to the executives in charge. This same progressive attitude should also be assumed in the Richards School. Its management and direction should rest in the hands of persons who are qualified by training and temperament to make it a constructive, moral, and educational influence for wayward Negro boys. This doubtless could best be accomplished through the employment of competent, sympathetic, Negro personnel for the work.
Admissions

The present statutes authorizing commitments to the industrial schools are archaic and barbaric in their indifference to the welfare of the children involved. At present commitments for a variety of causes may be made by the General Sessions, Probate, Domestic Relations, or Children's Courts, or the Magistrate Recorder. As previously stated, important data about the background of the children committed often do not accompany them and, if procured at all, come through prolonged efforts. Printed forms could be prepared which would give the essential information about the children committed. This information would at least show that their background—social, mental, and physical—had been carefully considered.

Children who have been committed for minor offenses are not segregated from those who are guilty of more serious offenses. The better children should be given a chance for development apart from the more delinquent children.

In general, the reasons given for commitments fall in three classifications—stealing, immorality, and incorrigibility. (See Table 33.)

<p>| TABLE 33 |
|---|---|---|---|
| REASONS FOR ADMISSION TO INDUSTRIAL SCHOOLS IN 1947 |  |</p>
<table>
<thead>
<tr>
<th>School</th>
<th>Stealing</th>
<th>Immorality</th>
<th>Incorrigibility</th>
<th>Other</th>
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</thead>
<tbody>
<tr>
<td>Industrial School for White Boys</td>
<td>54.0</td>
<td>2.0</td>
<td>42.0</td>
<td>2.0</td>
</tr>
<tr>
<td>Industrial School for White Girls</td>
<td></td>
<td>73.0</td>
<td></td>
<td>27.0</td>
</tr>
<tr>
<td>John G. Richards School</td>
<td>83.0</td>
<td></td>
<td></td>
<td>17.0</td>
</tr>
</tbody>
</table>

Enrollment

No doubt there is some connection between the conditions found in elementary schools and the enrollments in the three reform schools. Often the first indication of delinquency is truancy. Studies made to discover the reasons for truancy usually reveal poor teaching, lack of understanding of the child's needs, and unwholesome learning situations. At Florence 88 per cent of the boys are in the
elementary grades, and 45 per cent of the girls at Columbia are in elementary grades.

It was not possible to chart the enrollments in the schools over a twenty-year period. However, the present enrollments for the nation are almost 50 per cent above those of the war years. The widespread abnormalities in home life and general conditions experienced by youth during war years have not been conducive to moral stability. Provisions for granting probations are recognized as means of reducing the number of children in these institutions. A successful probationary program, however, requires the services of capable and understanding persons. The enrollment in the three industrial schools is as follows: Industrial School for White Boys, 190; Industrial School for White Girls, 116; John G. Richards School, 191.

**Age-Grade Distribution**

As previously indicated, the largest percentage of all pupils in the three schools is in the elementary grades. The pupils do not fall in normal age placements. Psychological tests of all pupils made by the school at Florence showed that the average I.Q. for boys is 82½. Studies of I.Q. have not been made in the Industrial School for Girls or in Richards School, but the average I.Q. rating

| TABLE 34 |
| ENROLLMENT FOR EACH CLASS IN THE TWO SCHOOLS FOR WHITE BOYS AND GIRLS |

<table>
<thead>
<tr>
<th>Grade</th>
<th>Boys</th>
<th>Per Cent</th>
<th>Normal-Age</th>
<th>Over-Age</th>
<th>Girls</th>
<th>Per Cent</th>
<th>Normal-Age</th>
<th>Over-Age</th>
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</thead>
<tbody>
<tr>
<td>1</td>
<td>23</td>
<td>—</td>
<td>100</td>
<td>—</td>
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<td>—</td>
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<td>100</td>
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<td>—</td>
</tr>
<tr>
<td>3</td>
<td>11</td>
<td>—</td>
<td>100</td>
<td>—</td>
<td>—</td>
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<td>—</td>
<td>—</td>
</tr>
<tr>
<td>4</td>
<td>34</td>
<td>—</td>
<td>100</td>
<td>—</td>
<td>—</td>
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<td>—</td>
<td>—</td>
</tr>
<tr>
<td>5</td>
<td>30</td>
<td>—</td>
<td>100</td>
<td>13</td>
<td>15</td>
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<td>100</td>
<td>—</td>
</tr>
<tr>
<td>6</td>
<td>34</td>
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<td>100</td>
<td>—</td>
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<tr>
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<td>27</td>
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<td>89</td>
<td>24</td>
<td>4</td>
<td>96</td>
<td>100</td>
<td>—</td>
</tr>
<tr>
<td>8</td>
<td>23</td>
<td>8</td>
<td>92</td>
<td>28</td>
<td>14</td>
<td>86</td>
<td>70</td>
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<tr>
<td>9</td>
<td>—</td>
<td>—</td>
<td>—</td>
<td>20</td>
<td>30</td>
<td>70</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
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<td>—</td>
<td>—</td>
<td>—</td>
<td>10</td>
<td>50</td>
<td>50</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
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<td>—</td>
<td>—</td>
<td>—</td>
<td>6</td>
<td>66</td>
<td>34</td>
<td>—</td>
<td>—</td>
</tr>
</tbody>
</table>

265
probably would be similar to that of the pupils in the Industrial School for Boys.

Table 34 shows the enrollment by age and sex in each class for two schools.

Educational Program

The educational needs of the pupils in the three industrial schools do not fall in the normal pattern. The teachers employed in these schools should, therefore, know and be able to use the best remedial methods available for the rehabilitation of retarded and problem children.

Table 35 shows the annual expenditures for the instructional program at the three industrial schools.

TABLE 35
EXPENDITURES FOR INSTRUCTIONAL PROGRAM PER YEAR

<table>
<thead>
<tr>
<th>School</th>
<th>Per Capita</th>
<th>Total Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Industrial School for White Boys</td>
<td>$75.00</td>
<td>$14,246</td>
</tr>
<tr>
<td>Industrial School for White Girls</td>
<td>81.00</td>
<td>9,378</td>
</tr>
<tr>
<td>John G. Richards School</td>
<td>32.00</td>
<td>6,066</td>
</tr>
</tbody>
</table>

Wider use of reliable tests in all of these schools would increase the effectiveness of the educational program. The services of specialized personnel acquainted with modern educational tests and measurements should be available to these institutions.

Sixty-four pupils in the Industrial School for Girls are enrolled in the secondary department. Three of the five teachers in the high school teach vocational subjects—sewing, cosmetology, and commerce. Home economics is taught pupils by work experience in the kitchen. The high school work offered, judging by the equipment and training of teachers, does not compare favorably with similar work in a small high school. The library has fewer than 300 books, and there are no laboratories equipped with scientific apparatus. No special effort is made to utilize enrichment materials other than those of a textbook nature. The school for white boys does not maintain a high school, but those pupils qualified for high school are enrolled in the city schools of Florence. This arrangement, according to the
reports of the superintendent, has been beneficial to the boys. The number of girls ready for high school is too limited to make possible a standard high school program. Consideration should be given to the plan followed at Florence, and the girls should be permitted to attend high school in the district where the industrial school is located. The Richards School has no high school work.

**Vocational education.** Three of the four vocational teachers employed in the industrial schools are at the school for girls. This institution has made a good start on few practical vocational courses. These courses have been selected with the view toward training the girls to fill positions when dismissed from the school. In fact, it seems that the emphasis upon the teaching of the courses with the job in mind may be too pronounced. Skill in sewing, typing, or cosmetology has values other than commercial ones. Subjects of value to the homemaker should be included in the educational program.

The Richards School has no formal vocational courses, and the Florence school offers only one, that of carpentry. However, the school for boys plans to increase its vocational offering when a building is available. Richards School has projected plans for vocational work.

In all of the special schools, vocational experiences in maintenance work are projected as having vocational value. However, the institutions depend too largely upon the children for their maintenance work. Boys who work on the farm or in the dairy and girls who help in the kitchen are often described as receiving vocational training. The right to designate these work experiences as vocational may be seriously questioned. Their value in helping the children to develop certain disciplines associated with work is conceded, but these experiences are remote from genuine vocational courses. Most of the work experiences are under persons who have not had formal vocational or educational training. Vocational work, to have educational significance, should be taught by persons who have had some training in theory and methods. In order to expand the educational program for the industrial schools so that formal vocational education can be offered, an annual salary ex-
penditure of $69,000 will be necessary. The present figure is only $29,000.

**Instructional Personnel**

At present none of the schools has the benefit of a psychiatrist or a clinical psychologist. For the country as a whole it is estimated that from 20 to 40 per cent of state training school inmates are suffering from mental or emotional disturbances. This, no doubt, is true of the children in the South Carolina schools. If a trained psychiatrist or psychologist could be furnished to these schools, their program of rehabilitation would be aided.

The present salary schedule for teachers in the three industrial schools is at least 35 per cent below the minimum that should be paid to teachers in South Carolina schools. The salary scale should be more in harmony with the type of service demanded. To increase the pay of the present number of teachers to an amount equal to $2,400 per year, $17,000 additional is needed.

Tables 36 and 37 show the educational training, experience, and salary of the teachers in the three schools.

**TABLE 36**

**EDUCATIONAL TRAINING OF TEACHERS**

<table>
<thead>
<tr>
<th>School</th>
<th>Number of Teachers</th>
<th>College Degree</th>
<th>Two or More Years of College</th>
<th>High School Only</th>
</tr>
</thead>
<tbody>
<tr>
<td>Industrial School for White Girls</td>
<td>6</td>
<td>2</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>Industrial School for White Boys</td>
<td>9</td>
<td>6</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>John G. Richards School</td>
<td>4</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**TABLE 37**

**AVERAGE AGE, SALARY, AND EXPERIENCE OF TEACHERS**

<table>
<thead>
<tr>
<th>School</th>
<th>Age</th>
<th>Years of Experience</th>
<th>Years at School</th>
<th>Monthly Salary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Industrial School for White Girls</td>
<td>51</td>
<td>13</td>
<td>4</td>
<td>$154</td>
</tr>
<tr>
<td>Industrial School for White Boys</td>
<td>44</td>
<td>12</td>
<td>4</td>
<td>188</td>
</tr>
<tr>
<td>John G. Richards School</td>
<td>37</td>
<td>14</td>
<td>4</td>
<td>168</td>
</tr>
</tbody>
</table>
The school for white boys supplements the salaries of two teachers and pays the total salary of one. The average salary for teachers in this school is $1,692 per year. It is the only one of the three schools which reaches the average annual salary paid to public school teachers in South Carolina. The school for girls and the Richards School do not supplement the teachers beyond the amount paid by the state.

The school for Negro boys falls far below the standards set for an elementary school in South Carolina. It is entitled to seven teachers, but has only four. Because of its poor buildings and other limitations, nine months of school in this institution actually means five months. In general, the Richards School is considered a punitive institution; its educational program receives only secondary consideration.

Since each of these schools requires teachers with particular skill and broad training, it is unreasonable to expect that adequate personnel may be obtained if the schools pay no more than the salary schedule established for the regular public schools of South Carolina. Furthermore, the pupil-teacher ratio in these schools should be kept low enough to allow time for individual teaching and personal guidance. The number of teachers required for these schools should be in excess of the number required for an equivalent group of pupils in the public schools. The present expenditure for salaries of teachers in these institutions averages $60 per capita. A program that will meet the needs of the children will cost approximately $100 per capita.

In the near future, four new teachers will be added for vocational work at the school for boys at Florence. This will increase the educational budget by at least $12,000. Projected plans for vocational work in the Richards School will necessitate four additional teachers, and two more teachers should be added to the school for girls.

The Physical Plants

The following table gives an over-all picture of the plant facilities which house youth in each of the three schools.
### TABLE 38

**THE PHYSICAL PLANTS OF THE THREE SCHOOLS**

<table>
<thead>
<tr>
<th>School</th>
<th>Number of Buildings</th>
<th>Total Value</th>
<th>Acreage</th>
<th>Total Value of Equipment</th>
<th>Value of Farm Animals</th>
</tr>
</thead>
<tbody>
<tr>
<td>Industrial School for White Boys</td>
<td>12</td>
<td>$223,850</td>
<td>572</td>
<td>$74,000</td>
<td>$15,000</td>
</tr>
<tr>
<td>Industrial School for White Girls</td>
<td>10</td>
<td>139,550</td>
<td>541</td>
<td>17,355</td>
<td>3,432</td>
</tr>
<tr>
<td>John G. Richards School</td>
<td>22</td>
<td>80,000</td>
<td>630</td>
<td>4,000</td>
<td>6,000</td>
</tr>
</tbody>
</table>

All three of these institutions need extensive plant improvements and additions. The educational needs of the three schools require an immediate expenditure of $350,000 for physical plants and a total of approximately $70,000 per annum for instructional purposes. Since the state of South Carolina must give attention to the plants at the school for girls and at Richards School, as previously mentioned the question concerning a school for Negro girls should be resolved before plans are completed for new buildings.

**Dormitories.** The dormitories at the school for girls are 25 per cent overcrowded. They are not fireproof, and the school confines most of the girls to individual rooms where doors are locked with barrel bolts from the outside by an attendant. There would probably be many lives lost in case of fire. The safety provisions in the dormitories of all three schools should be increased. Most of the buildings in the school at Florence are fireproof. The Richards School has only one dormitory, a three-story brick barracks. It is not fireproof and presents a serious fire hazard.

The living quarters in both schools for boys are drab and uninviting. The buildings at the school at Florence are in need of repair and renovation, and the requests for this work are well-founded. The Richards School is not worth repairing. A new plant in a more desirable setting is needed to replace the dilapidated penal institution with its punitive connotations. The school for girls likewise needs an adequate educational building and some additional dormitory facilities.
Educational plants. The necessary physical and educational equipment is not provided to meet the needs of about 500 children who are residents of the three training schools in South Carolina. The best building for educational purposes at any of the schools is the elementary school building at Florence. It is a plain, unattractive, brick structure, and its floor plan suggests that it was built for traditional classroom work only. The building is heated with stoves. There is not enough space for vocational work in the school for boys and the one formal vocational course offered in woodworking or carpentry is given in the basement of a dormitory. Funds are available, however, for the reconstruction of a building which was destroyed by fire, and the new building will be used for vocational work. Since the chief lack in the educational program at the school for boys is in vocational courses, this building will also help in correcting the curriculum deficiency. The school for boys needs a modern educational building for the elementary grades which would help to create a stimulating environment for learning.

The school for girls does not have an educational building. Classes are taught in four different buildings—the beginning elementary classes in the rear of the auditorium, sewing in a small frame building, commercial and some high school work on the second floor of the refectory, and cosmetology in a small room in one of the dormitories. Such makeshift locations for educational work tend to make it appear to the children that the state has not given sufficient attention to their educational needs. The conditions under which the teachers now work prevent effective instruction. If this institution is to do acceptable educational work it must have a building for that purpose. Adequate space should be provided for a well-rounded elementary program and for the vocational subjects essential for pupils in this kind of institution. A building of this type would cost at least $125,000.

Cost estimates for buildings and repairs. The approximate cost of the buildings for the three schools will be: Industrial School for Boys, $100,000; Industrial School for Girls, $125,000; and John G. Richards School, $125,000.
The educational needs of these three training schools not only call for an immediate expenditure of $350,000, but for a total expenditure of $70,000 per annum for instructional purposes as well. These estimates do not include the development of a school for delinquent Negro girls.

Environment

The housekeeping in the school for girls is superior to that in the other schools. Its dining room in particular impressed the committee as being conducive to refinement. The kitchen, dining room, and culinary services in the school for boys are average. In the Richards School the kitchen is unsanitary, and the food preparation is poor.

The Richards School is in need of indoor recreational facilities. The day the school was visited was rainy and the grounds were wet. The children who were not in school were locked in the dormitory barracks with nothing at all for their amusement or recreation. This lack of equipment greatly increases what has been called the worst characteristic of reform schools—monotony.

Orphanages

The study of the South Carolina educational program includes five orphanages operated in the state under private auspices. They are:

<table>
<thead>
<tr>
<th>Name</th>
<th>Auspices</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Carolina Orphan Home</td>
<td>Private</td>
<td>Columbia</td>
</tr>
<tr>
<td>Connie Maxwell Home</td>
<td>Baptist</td>
<td>Greenwood</td>
</tr>
<tr>
<td>Epworth Orphanage</td>
<td>Methodist</td>
<td>Columbia</td>
</tr>
<tr>
<td>Jenkins Orphanage (Negro)</td>
<td>Private</td>
<td>Charleston</td>
</tr>
<tr>
<td>Thornwell Orphanage</td>
<td>Presbyterian</td>
<td>Clinton</td>
</tr>
</tbody>
</table>

These orphanages were included in this study because salaries for the teachers are paid in whole or in part by the State of South Carolina through an act passed by the General Assembly in 1938.

The question concerning state support to educational work in an institution connected with a religious denomination was raised by the committee on special schools. The General Assembly apparently does not consider that the 1938 act violates the principle of separation of church and
The schools in the orphanages do not limit enrollment to residents of the homes, and the teachers engage in no indoctrination of specific denominational tenets. However, since the schools themselves are conducted in buildings which are controlled by private organizations and the teachers employed are either appointed or approved by these organizations, the survey committee questions the wisdom of having a statute which permits the state to subsidize such schools indirectly by paying teachers' salaries.

**Enrollments**

The five orphanages enroll a total of 928 children, as shown in Table 39. With the exception of Thornwell Orphanage, the homes provide for South Carolina children almost entirely. About 20 per cent are full orphans; 52 per cent have one parent living; and 28 per cent are from broken homes. Only two homes, Epworth and Thornwell, maintain high schools. Epworth now plans to send all of the children above the sixth grade to the city schools. Thornwell expects to continue the operation of its high school.

<table>
<thead>
<tr>
<th>Name of School</th>
<th>Boys</th>
<th>Girls</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Carolina</td>
<td>88</td>
<td>42</td>
<td>130</td>
</tr>
<tr>
<td>Connie Maxwell</td>
<td>88</td>
<td>96</td>
<td>184</td>
</tr>
<tr>
<td>Epworth</td>
<td></td>
<td></td>
<td>322</td>
</tr>
<tr>
<td>Jenkins</td>
<td></td>
<td></td>
<td>48</td>
</tr>
<tr>
<td>Thornwell</td>
<td>112</td>
<td>132</td>
<td>244</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td></td>
<td><strong>928</strong></td>
</tr>
</tbody>
</table>

Jenkins Orphanage now has more pupils from the adjacent community attending its school than from the orphanage itself. Out of a total of approximately 150 pupils, only forty-eight are from the orphanage. This means that the orphanage is furnishing and maintaining a school plant for the children from the community and is thus supplementing Charleston County.
Educational Program and Instructional Staff

The educational work in these institutions ranges from superior to poor. This may be expected in view of the difference in the financial ability of the homes. The schools which are able to supplement the salaries of the teachers attract and hold well-prepared teachers. Table 40 shows the level of preparation of teachers in the various orphanages.

**TABLE 40**

<table>
<thead>
<tr>
<th>Name of School</th>
<th>Grad. M.A. Work</th>
<th>3 Yrs. B.A. Coll.</th>
<th>2 Yrs. H.S. Coll.</th>
<th>Only</th>
<th>Expe- In Present Position</th>
<th>Average Years</th>
</tr>
</thead>
<tbody>
<tr>
<td>Carolina</td>
<td>2</td>
<td>3</td>
<td></td>
<td></td>
<td>8</td>
<td>1.4</td>
</tr>
<tr>
<td>Connie Maxwell</td>
<td>8</td>
<td>1</td>
<td>10</td>
<td></td>
<td>18</td>
<td>11.0</td>
</tr>
<tr>
<td>Epworth</td>
<td>1</td>
<td>1</td>
<td>8</td>
<td></td>
<td>15</td>
<td>7.0</td>
</tr>
<tr>
<td>Jenkins</td>
<td>1</td>
<td>1</td>
<td>10</td>
<td></td>
<td>12</td>
<td>6.0</td>
</tr>
<tr>
<td>Thornwell</td>
<td>3</td>
<td>10</td>
<td></td>
<td></td>
<td>16</td>
<td>7.0</td>
</tr>
</tbody>
</table>

The training of the instructional staffs of the schools for white children is above average. On the whole, the teachers are alert and aware of the needs for continuous professional growth. Many teachers in the orphanages regard their work as service “callings” and have given extended periods of continuous service.

The ability of the teachers to do good work, however, is lessened because of poor equipment. In only one institution is the school furniture and equipment satisfactory. In one school, first-grade children were seated around a table made for adults on adult-size folding chairs. Classrooms are overcrowded in three schools. The pupil load

**TABLE 41**

<table>
<thead>
<tr>
<th>Name of School</th>
<th>Grade</th>
</tr>
</thead>
<tbody>
<tr>
<td>Carolina</td>
<td>1 2 3 4 5 6 7 8 9 10 11</td>
</tr>
<tr>
<td>Connie Maxwell</td>
<td>12 13 11 12 8 8 — —</td>
</tr>
<tr>
<td>Epworth</td>
<td>19 23 31 43 25 19 — — —</td>
</tr>
<tr>
<td>Jenkins</td>
<td>13 35 28 21 21 12 9 13</td>
</tr>
<tr>
<td>Thornwell</td>
<td>22 24 24 24 22 18 22 14 15</td>
</tr>
</tbody>
</table>

274
is excessive in most of the schools. Table 41 shows the distribution of children according to grade level.

In all of these schools the plans for instruction and care of retarded and backward children should be improved. Present enrollments indicate a very high percentage of over-age children. (See Table 42.) Epworth School, which gives some special attention to the over-age and retarded children, hesitates to discontinue this work since the city schools make no provision for such instruction.

**TABLE 42**

PERCENTAGE OF CHILDREN OF NORMAL AGE AND OVER-AGE FOR THEIR GRADES

<table>
<thead>
<tr>
<th>Name of School</th>
<th>Under-Age</th>
<th>Normal-Age</th>
<th>Over-Age</th>
</tr>
</thead>
<tbody>
<tr>
<td>Carolina</td>
<td>—</td>
<td>24</td>
<td>76</td>
</tr>
<tr>
<td>Connie Maxwell</td>
<td>2</td>
<td>62</td>
<td>36</td>
</tr>
<tr>
<td>Epworth</td>
<td>—</td>
<td>61</td>
<td>39</td>
</tr>
<tr>
<td>Jenkins</td>
<td>—</td>
<td>40</td>
<td>60</td>
</tr>
<tr>
<td>Thornwell</td>
<td>—</td>
<td>70</td>
<td>30</td>
</tr>
</tbody>
</table>

The State of South Carolina is not paying the total cost of the educational program. Each orphanage assumes a portion of the cost of the education of the children by furnishing, in addition to the buildings for the educational work, some equipment and all of the maintenance. Connie Maxwell, Epworth, and Thornwell Schools supplement the salaries of the teachers 90, 36, and 28 per cent, respectively. The four orphanages contribute 36 per cent of the total amount needed for the operation of the schools. Table 43 indicates the costs of educational work in the orphanages.

**TABLE 43**

COSTS OF EDUCATIONAL WORK IN ORPHANAGES

<table>
<thead>
<tr>
<th>Name of School</th>
<th>Amount Paid Teachers by State</th>
<th>Additional Salary Supplement</th>
<th>Other Expense Paid by Orphanages</th>
<th>Total Paid for Educational Program</th>
</tr>
</thead>
<tbody>
<tr>
<td>Carolina</td>
<td>$7,583</td>
<td>$195</td>
<td>$589</td>
<td>$8,367</td>
</tr>
<tr>
<td>Connie Maxwell</td>
<td>12,762</td>
<td>11,504</td>
<td>4,935</td>
<td>29,201</td>
</tr>
<tr>
<td>Epworth</td>
<td>17,357</td>
<td>6,163</td>
<td>1,921</td>
<td>25,441</td>
</tr>
<tr>
<td>Jenkins</td>
<td>5,380</td>
<td>363</td>
<td>1,056</td>
<td>6,799</td>
</tr>
<tr>
<td>Thornwell</td>
<td>20,355</td>
<td>5,719</td>
<td>2,985</td>
<td>29,059</td>
</tr>
<tr>
<td>Total</td>
<td>$63,437</td>
<td>$23,944</td>
<td>$11,486</td>
<td>$98,867</td>
</tr>
</tbody>
</table>
In fairness to the orphanages, it should be noted that they are directly contributing to the educational work of South Carolina children.

Since each orphanage is a part of some school unit in the State of South Carolina, its educational work should be carefully supervised by the administrative unit, county or city, in which it is located. If these institutions are, as the law presumes, distinctly state schools, then they are entitled to all of the services rendered under the public school program.

The high percentage of pupils in the orphanages who are over-age makes necessary much remedial work. Remedial work cannot be done effectively when classes are crowded and teachers are overworked.

At present three of the orphanages send their high school pupils to nearby city high schools. Connie Maxwell Home plans to send all of its children, from the primary grades through the high school, to the Greenwood schools as soon as the city can make provisions for them. Epworth Orphanage plans to send all of its children from the seventh grade through the high school to the Columbia schools. A modern school building will be erected on the campus to care for the first six grades, since the superintendent believes that the large number of retarded pupils in the orphanage justifies maintaining a school on the grounds.

All of the children in the orphanages would profit from attending the public schools nearest them. Public schools would furnish the children a more normal social situation than the orphanages can offer. The school district should provide remedial work for orphanage children if the enrollment is sufficient to warrant it. Any child with an I. Q. below 70 should be sent to Clinton School, which is prepared to care for children with low mental ability. Retarded children who are of normal intelligence should be aided by a district operated program. The state should provide increased educational facilities and instruction in districts where orphanages plan to discontinue operating elementary and high schools.

*Evaluation of the educational programs.* Connie Maxwell, Epworth, and Thornwell Orphanages more nearly
parallel a normal school situation than any of the other orphanages. Thornwell has a good secondary school, and about 70 per cent of its graduates attend college. Thornwell expends $9,517 annually for the college expenses of its graduates.

Carolina Orphanage presents the most serious problem of any one of the four orphanages for white children. Its school situation is far from normal. Its classes, with only one exception, are too crowded. A high percentage of the children are retarded, and each class contains more over-age than normal-age children. Children accepted in this home show an I. Q. range from 76 to 122. At least two more teachers are needed if the school is to do acceptable work.

To make the schools in these institutions effective educational agencies, it would be necessary for at least three of them to have better equipment for their teaching program, new or enlarged quarters for their classes, lower teacher-pupil ratios, and a wider use of tests to determine the intellectual abilities of the pupils.

Physical Plant

With one exception the physical plants are unsatisfactory for the educational needs of the children. In fact, all of the present buildings in the five orphanages should be replaced with modern buildings if the homes are to continue to operate schools. In Epworth School, the classrooms are on the second floor of the building and are reached by two stairways, one on the outside and one on the inside of the building. The latter is a high narrow stair. Corrugated boxes containing supplies were piled in the hallway between the rooms on the second floor. This situation constitutes a serious fire hazard. The outside stairway should be made of non-inflammable materials so it could serve as a fire escape.

Only one of the several school buildings used by the orphanages has a central heating system. The general picture of the school plants, with only one exception, is a series of schools housed in poor buildings with obsolete furnishings.
The State of South Carolina is not justified in approving the educational programs of these orphanages if the school buildings and equipment do not encourage and facilitate sound work. It seems, then, that some agency of the state should be responsible for examining the buildings in which the schools are conducted and the equipment used in the educational program to ascertain if normal educational work can be expected.

THE JOHN DE LA HOWE SCHOOL

The John de la Howe School, located at McCormick, South Carolina, is both a social and educational institution. The school admits only those children who cannot receive the care and training they need in their homes and local communities. The institution is under the control of a board of trustees appointed by the governor and approved by the senate. The salaries of the teachers are paid by the state.

Purpose of the Institution

The purpose of the John de la Howe School is defined as follows in its official report:

"The John de la Howe School is one of the institutions built and maintained by our State Government for the purpose of serving the youth of our State. Its special function is to provide care and training for those children who would not have a chance to grow into useful citizens without such an institution."

"Admission to de la Howe is determined entirely on the basis of the needs of the individual child. When an application is received, the Social Worker is sent to make a study of the family, of the school situation in relationship to the child's problem, and of the child himself, his mental ability, his physical condition, and his personality make-up. On the basis of this study, the Superintendent and the Admission Committee make the decision. Two questions are weighed. Does the child have a real need for institutional placement or could his needs be met without tearing him from his home and from his community? Second, does the child have ability enough to profit by the services that the State provides at de la Howe? If the child does have a need
that can not be met in his own home and he is capable of making progress at de la Howe, he is accepted.

"It is evident that the causes for the need of placement are tremendously affected by the social and economic changes that are taking place on the outside of the institution and that these changes are coming so rapidly that it is impossible to meet the immediate needs of the children of the State unless the admission policies are extremely flexible. Another fact that appears is that the principal cause for placement is no longer death of parents or poverty. Today the first and greatest cause for admission is the failure of parents to meet their responsibility for rearing their children. The cause, which is second in importance, is the inability of the courts, the schools, and the local agencies to meet the added burden which is the direct result of breaking down of so many homes in most of the communities of the State."

The service rendered by John de la Howe School duplicates in part the work of other special institutions in the state. A significant percentage of the pupils enrolled may be classified as orphans. However, last year one-half of the children enrolled had two parents; seventy children had three parents; twenty children had four parents; one child had five.

The school in general may be described as doing satisfactory work and filling an important place in the state. Because of shifting conditions, its precise position in the educational program easily changes. This necessitates a frequent study of its aims and purposes. At an early date the board of education should make such a study and clearly define the service that this school should render.

Enrollment

During 1946, 323 children were cared for in the institution. Of these, 295 were enrolled in grades 1 to 11. Table 44 shows the age-grade distribution of children enrolled in the institution's school.

The age-grade distribution shows that 199 children are over-age, fifty-four are normal-age, and seven are under-age. This situation is probably due to two main factors: (1) many of the children come from broken homes and
hence have suffered retardation because of their previous social environment, and (2) the I. Q. range of children accepted is from 70 to 103.

**TABLE 44**

ENROLLMENT FOR EACH GRADE SHOWING CHILDREN UNDER-AGE, NORMAL-AGE, AND OVER-AGE

<table>
<thead>
<tr>
<th>Grade</th>
<th>Under-Age</th>
<th>Normal-Age</th>
<th>Over-Age</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Per Cent</td>
<td>Number</td>
</tr>
<tr>
<td>1</td>
<td>3</td>
<td>37.5</td>
<td>5</td>
</tr>
<tr>
<td>2</td>
<td>3</td>
<td>20.0</td>
<td>12</td>
</tr>
<tr>
<td>3</td>
<td>5</td>
<td>26.0</td>
<td>14</td>
</tr>
<tr>
<td>4</td>
<td>3</td>
<td>10.7</td>
<td>25</td>
</tr>
<tr>
<td>5</td>
<td>3</td>
<td>8.0</td>
<td>29</td>
</tr>
<tr>
<td>6</td>
<td>11</td>
<td>28.0</td>
<td>29</td>
</tr>
<tr>
<td>7</td>
<td>13</td>
<td>13.9</td>
<td>31</td>
</tr>
<tr>
<td>8</td>
<td>6</td>
<td>16.7</td>
<td>23</td>
</tr>
<tr>
<td>9</td>
<td>3</td>
<td>17.6</td>
<td>13</td>
</tr>
<tr>
<td>10</td>
<td>6</td>
<td>46.2</td>
<td>6</td>
</tr>
<tr>
<td>11</td>
<td>2</td>
<td>22.2</td>
<td>7</td>
</tr>
<tr>
<td>Total</td>
<td>7</td>
<td>2.7</td>
<td>54</td>
</tr>
</tbody>
</table>

**Educational Program**

The educational program includes the eight elementary grades and three years of high school. The secondary school is accredited by the Southern Association of Colleges and Secondary Schools, which indicates that the work offered is good quality. A few pupils from the adjacent community attend the school. In some respects the problem of this school relative to keeping its pupils segregated on its own campus parallels that of the orphanages. The development of the children would be more normal if they were educated in the public school. This question should be studied when the program of the John de la Howe School is reviewed by the board of education, as suggested.

In 1946 an informal survey of the de la Howe School was made by the Division of Surveys and Field Services of George Peabody College for Teachers. Twenty-three recommendations were made for the improvement of its program and the strengthening of its services. Many of these recommendations have been implemented.

Interest in the school is focused upon the individual pupil. Tests are administered when a pupil is enrolled so
that he may be properly placed. The pupil is encouraged to make progress in keeping with his ability.

The school tries to prepare the child for the type of work he will probably engage in upon leaving the school. The training is not vocational, but pre-vocational, and includes agriculture, shop, and home economics. All children, with the exception of the very young, have some employment at the school such as work in the dairy, laundry, kitchen, dining room, or farm.

Offerings in formal vocational subjects should be increased so as to meet the varied needs of the children. The school has excellent equipment and facilities for offering these subjects, and should not confine its educational efforts exclusively to formal high school subjects.

If the de la Howe School undertakes a program of special education, the teacher-pupil ratio will have to be reduced from 24-1 to about 15-1, since such a program requires more individual attention than the normal educational situation.

**Instructional Personnel**

Table 45 gives the training, experience, age, and salary of the teachers at the John de la Howe School.

**TABLE 45**

AVERAGE TRAINING, EXPERIENCE, AND SALARY OF TEACHERS AT JOHN DE LA HOWE SCHOOL

<table>
<thead>
<tr>
<th>No. of Teachers</th>
<th>Age</th>
<th>Experience</th>
<th>Years With Institution</th>
<th>Grad. Bachelor's Work</th>
<th>3 Yrs. Degree College</th>
<th>No. of Years</th>
<th>Salaries</th>
<th>Monthly</th>
<th>$277</th>
<th>2</th>
<th>8</th>
<th>1</th>
</tr>
</thead>
<tbody>
<tr>
<td>11</td>
<td>40</td>
<td>12</td>
<td>7</td>
<td>2</td>
<td>8</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

At present the eleven teachers are paid by the state board of education. No qualifications are required for the exacting responsibilities of this institution; consequently, the salaries paid parallel those of other public school teachers of South Carolina. The salaries of teachers in de la Howe School should be raised, and the pupil load reduced. However, this step is contingent upon modification of the state's educational provisions.
John de la Howe School needs a psychologist on its staff. Possibly, as previously noted, the school might share the time of a psychologist with other schools. However, the school should have a person on its own campus who can administer and interpret tests and psychological measurements, and give guidance to the pupils in meeting their problems.

**Physical Plant**

The entire physical plant of de la Howe School has been estimated as worth $830,000. The school building, a substantial stone structure with eleven classrooms, is valued at $95,000. There is also a gymnasium, a chapel, swimming pool, and nine cottages for the housing of pupils. The institution operates a large farm, which makes it almost self-supporting. In 1947 the per capita cost per pupil was $485.78.

The living conditions at de la Howe School are above the average. The dining room and culinary services are good, and the grounds and cottages are well-kept.

While the present plant is adequate for an enrollment of 300, certain expansions should be made so that the educational work of the institution will be more efficient. Among the most important needs is a vocational education building. If the school continues to grow as rapidly as it has in the past ten years, an expenditure of $300,000 for additions will be necessary.

**The State Training School**

The Training School at Clinton has been operating since September, 1920. It is under the control of a board of five regents which controls the state hospital. The original purpose in the founding of the school was to care for the educational needs of children who have definite mental deficiencies. On the same campus with the Training School is a hospital which cares for about 700 persons. More than one-half of these persons have an I.Q. of 49 or less.

This report is concerned with the educational work of the school. However, the rapid growth of the non-trainable
population indicates that the residents of this institution capable of receiving training should be housed in a separate unit, preferably in a different location. Because of the need for a careful study of the situation, it is not recommended at present that this institution be placed under the one board with the other special schools.

**Educational Program**

Pupils admitted to Clinton School are tested by a psychologist, and their educational programs are planned in the light of the results. The school has nine educational levels, including the pre-primer and primer. Classes are kept reasonably small since the nature of the work demands that each teacher give individual attention to the pupils.

Clinton School should have more vocational offerings. At present such subjects are limited to trades in conjunction with the maintenance program of the institution. Many of the pupils have sufficient mentality to enable them to acquire skills which would make them satisfactory citizens. Pupils should be trained in work for which they show aptitudes.

The school was designed for handicapped, but trainable, children who would not become permanent residents, but re-enter society on a basis which is as nearly normal as possible. The subsequent use of the school for both trainable and non-trainable children is a handicap to educational efforts. These two phases are distinct and should be separated.

Even while a full review of the program is pending, the trainable children should be housed in quarters separate from the non-trainable children. The educational program for the trainable children requires detailed instruction in general home life—the keeping of clothing, the keeping of their rooms, responsibility for belongings. This plan could be realized if the present cottage system were re-organized and the learning plan tied intimately into the housing program. The morale of the institution would be improved if there were separate recreation, entertainment, chapel services, and living quarters for those in the educational programs.
Instructional Personnel

The teachers are well-qualified for their work. In fact, they are as alert to new methods as any faculty found in a well-developed public school. Table 46 shows the training and experience of the instructional personnel.

**TABLE 46**

**TRAINING OF TEACHERS, EXPERIENCE, SALARY**

<table>
<thead>
<tr>
<th>No. of Teachers</th>
<th>Monthly Salary</th>
<th>Years of Experience</th>
<th>Years With Institution</th>
<th>Grad. M.A.</th>
<th>Work B.A.</th>
<th>3 Yrs. College</th>
</tr>
</thead>
<tbody>
<tr>
<td>12</td>
<td>$288</td>
<td>14</td>
<td>7</td>
<td>1</td>
<td>3</td>
<td>7</td>
</tr>
</tbody>
</table>

Small classes are essential in this institution because of the nature of instruction involved and the wide variety of subjects needed. The average teacher-pupil ratio is about 22-1. It should not be more than 15-1. At least four more teachers are needed in physical education, shop, barbering, cosmetology, and homemaking. An increase of at least $9,000 annually for salaries is needed. The school cannot be expected to do the remedial work necessary without adequate personnel.

Physical Plant

The physical plant of the Clinton School is comparatively new. It has been well maintained, and the housekeeping is exceptionally good. Two buildings with ten classrooms each are used for the educational work. The school plant is estimated to be worth $55,000. If the plan to increase the number of teachers is carried out, additional classrooms will be needed. The continued increase in the number of pupils enrolled, however, means that further additions will soon be necessary. These additions will cost approximately $206,000. Those who are responsible for the development of this institution should seek funds from the General Assembly of South Carolina for the needed school buildings.
The South Carolina School for the Deaf and the Blind was established in 1849 to provide an education for the deaf and blind children of the state who cannot be educated in public schools. Children between the ages of six and twenty-one are eligible for admission to the school. The state pays the entire expense including the living costs. The school is under the control of a board of five commissioners who are responsible to the General Assembly of South Carolina. The state superintendent is an ex officio member of the board of commissioners.

Enrollment

For the past five years the average enrollment has been 265 persons a year. For the preceding five years this average was 302 persons. As advances are made in skills for handling handicapped children and for preventing handicaps, the enrollment of white children probably will continue to decrease. On the other hand, the number of Negro children may increase as the understanding of the values of this school grows.

Educational Program

The educational work consists of instruction in the basic elementary and secondary subjects required for the schools of South Carolina. The educational work, of necessity, is highly specialized and based upon modern educational procedures for the education of the deaf and the blind. The formal classroom work at this institution parallels programs found in similar schools throughout the nation.

The school is making use of a variety of standardized tests with satisfactory results. Mental tests are administered to each child in the school, and achievement tests are given each year.

The school has a carefully selected Braille library containing reference materials as well as fiction and other
reading matter. The library for the deaf children needs strengthening. The library itself should be more carefully organized and adjusted to the high school program. No laboratory science is given in the high school department for the deaf children. This omission from the school curriculum should be corrected, since most of the pupils in this school do not go to college.

Vocational training for the blind consists of piano tuning, broom-making, chair-caning, mattress-making, typing, and home economics. Deaf pupils are trained in wood-working, bartering, shoe repairing, printing, home economics, and typing.

Neither formal courses nor vocational training in agriculture are given. These courses should be offered, along with other vocational courses such as business studies including dictaphone operation; art; beauty culture; sign painting; and auto mechanics. The school should maintain a broad vocational program.

*Instructional Personnel*

The school has a well prepared faculty of thirty-seven professionally trained persons. Approximately 38 per cent of the teachers have served in their present position for ten or more years; 40 per cent have served between two and ten years. This year, 22 per cent are in their first year at the school. The shortage of teachers who are trained in teaching deaf and blind children is beginning to be keenly felt by this school. The salaries paid these teachers, while greater than the salaries paid in the public schools, are not adequate to hold a strong instructional staff.

The cost per capita for the operation of this school is $720. The average per capita expenditure for educational work is $246, while the average for the nation is $1,100 for schools of this type. This includes teachers’ salaries, educational supplies, books and educational equipment. Since most of the teachers must be secured from outside the state, the disadvantage faced in recruiting a strong staff is evident. An expenditure of $1,100 per child in this school, to provide more adequately for the institution, will require an additional appropriation of $108,300.
This school has been under the direct supervision of one family for four generations. The present superintendent, Laurens Walker, was appointed in 1931. Like his predecessors he has been professionally trained for his work. The institution is fortunate in having a splendid staff of trained workers who approach their work in an efficient, constructive, and understanding manner.

A field worker for the school is needed who could, in addition to liaison duties between the school and homes of the children, assist in recruiting pupils. In lieu of this or pending the expansion of the program, the department of child welfare could, through its county departments, give special attention to the placement of deaf and blind children in the school.

More attention should be given to the recruitment and training of teachers from South Carolina for service in the school. Of the teachers who have been on the staff twenty or more years, one-half are from South Carolina, yet 62 per cent of the total come from outside of the state. There has been a sharp decline in the number of persons in the nation who take special training in this field. Consideration might be given to finding some way to help defray the cost of training South Carolina teachers for this work.

The school needs to strengthen its teaching program in the department for Negro children. Only six teachers work with the Negro children. The ratio of pupils to teachers for the white children is 6-1 and for the Negro children it is 13-1. The number of pupils for each instructor in the schools for the deaf if 6.5-1 for the nation as a whole; for the deaf Negro children of this institution it is 15-1. The fact that the handicapped deaf children continue to be taught by the manual method (finger spelling) shows that they are not given the benefit of advanced discoveries employed in the teaching of the deaf. This should be corrected. Mention has already been made of the lack of any vocational studies and the consequent paucity of the educational plans for them. On the whole any educational plan that does not offer some vocational opportunities fails to meet the needs of these children. In the building pro-
gram anticipated for the school a new educational plant and dormitory for Negro children is included. It might be pointed out that alternating use of the present vocational building and gymnasium by white and Negro children at different hours will result in a sizable saving for the state.

Closely allied to the educational program is the work of supervising the children in the dormitories and special social activities. In this connection the school must furnish the atmosphere for character training and social adjustment ordinarily given by the home. This work is done by housemothers, matrons, and supervisors. Too often the work is handicapped by not having properly trained and qualified personnel. This institution pays an average of less than $60 a month (plus maintenance) to its housemothers and supervisors. The budget for personnel should be increased if it expects to maintain a well trained staff.

Physical Plant

The school is located at Cedar Springs, near Spartanburg, on a beautiful, well-landscaped campus. Its ten buildings on first sight make a favorable impression. A more careful study shows that they do not fully meet the needs of such an institution. The property is well-maintained, and the general housekeeping seems satisfactory. The value placed on the physical plant is $531,000. Compared with the per capita investment in school buildings in other states, this school makes only a fair showing. Its per capita investment is $2,423. Figures from other states show:

<table>
<thead>
<tr>
<th>State</th>
<th>Per Capita Investment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Missouri</td>
<td>$4,731</td>
</tr>
<tr>
<td>Utah</td>
<td>4,465</td>
</tr>
<tr>
<td>West Virginia</td>
<td>4,154</td>
</tr>
<tr>
<td>Florida</td>
<td>3,835</td>
</tr>
<tr>
<td>Illinois</td>
<td>3,589</td>
</tr>
<tr>
<td>Idaho</td>
<td>3,138</td>
</tr>
<tr>
<td>Oregon</td>
<td>2,292</td>
</tr>
<tr>
<td>Montana</td>
<td>1,888</td>
</tr>
</tbody>
</table>

The main section of the campus is for white children. There are seven buildings set aside exclusively for their use. These include the main building located in the center of the campus which houses the offices, kitchen and dining
room, chapel, libraries, music department, several classrooms, and some dormitory rooms. Other buildings include the girls’ dormitory, primary dormitory and classroom, gymnasium, hospital, intermediate dormitory, and trades building.

There are several buildings which should be replaced or rehabilitated and modernized. The three dormitories for white children should be modernized and made fireproof.

Also listed for replacement is the school and dormitory for Negroes. The present building does not provide the needed essentials for the training of handicapped Negro children. In fact, the difference in educational and rehabilitation opportunities for children with like needs is not justified. For Negro children, there are no facilities for vocational training in trades adaptable for blind and deaf people. The plans now being contemplated to broaden this work are commendable but should not stop short of providing the equipment and housing needed for a sound program. The superintendent and commissioners should be encouraged in their efforts to widen the opportunities for these children so they may receive training essential for satisfactory living.

The fact that plans have been adopted for replacing several buildings and modernizing others justifies limiting this study to a summary of the needs for the physical plant. The plans, when completed, assure the state of an institution comparable to the best in the nation. At present building costs, these plans cannot be carried out for less than $1,000,000. The legislature has appropriated $500,000 for this development. The balance needed should be procured within the next five years so that the program can be completed.

SOUTH CAROLINA CONVALESCENT HOME FOR CRIPPLE CHILDREN

South Carolina Convalescent Home for Cripple Children was founded in 1937 by the citizens of Florence, South Carolina. The present hospital plant, erected through W.P.A. grants, was taken over in 1943 by the
General Assembly of South Carolina. Since that time, its operation and supervision have been under the state board of health. The institution is primarily for the care and treatment of orthopedic and heart cases resulting from rheumatic fever. Children are admitted by application through health departments in their respective counties.

**Enrollment**

The enrollment in each grade in the hospital averages: first grade, 15; second grade, 4; third grade, 2; fourth grade, 3; sixth grade, 4. During the past three years only about three pupils have carried high school work.

The capacity of the home is fifty persons. Since this includes children under school age, the enrollment in classes seldom reaches a total of forty children.

**Educational Program and Instructional Personnel**

The institution maintains an educational program for children of school age. Two teachers, one white and one Negro, are employed by the county board of education. These teachers work under the supervision of the county superintendent of Florence County. There is a classroom in the section of the hospital for white children. Classes for Negroes are held in the dining room or in one of the wards.

Because many of the patients are confined to their beds, much of the teaching must be done in the wards or at the bedside. The one classroom is furnished to meet the special requirements of crippled children.

The purpose of the school work is to enable children to continue their studies. Since the length of residence in the home is limited to ninety days, unless an extension is granted, there can be little continuity in class work. On the whole, most of the instruction must be given individually or in small groups.

No effort was made to study the quality of the educational work. Because the children are hospitalized, the teachers have special and unique problems in instruction,
and the educational work is not comparable to that in a normal school setting.

The county superintendent should study the work for the purpose of developing a program of instruction which will fill the educational needs of convalescent children. This requires a discrimination between work which may be recreational and pacifying and that which is genuinely educational. No attempt should be made to determine educational needs on the basis of the normal classroom. Because of the amount of individual instruction required, the ratio of pupils to teacher should be about 10-1. Therefore, this institution would require four teachers instead of two.

This study did not include the occupational therapy program operated by the hospital. This program includes various handicrafts such as leather work, woodwork, weaving, sewing, and crocheting. The separation of this phase of education from the formal educational program is not justified.

**Physical Plant**

The classroom used by the white children is large enough to accommodate the enrollments. Its equipment and furnishing, however, are meager and inadequate for the groups to be served. A properly equipped and furnished room would create a better atmosphere for learning. A classroom should be properly furnished and equipped for the Negro children.

**STATE PENITENTIARY**

There are approximately 1,200 inmates in the state penitentiary. At present there is no formal educational work being carried on in this institution except classes for illiterates, which are taught by fellow prisoners. Since the work is dependent upon prisoners for its leadership, it is not continuous. There are no vocational training courses being offered.

The warden of the prison expressed a sympathetic interest in an educational program. Approximately 5 percent of the prisoners are illiterates. Most of the prisoners
would be helped by vocational courses. However, the present physical plant does not lend itself to the adjustments which would have to be made in releasing prisoners from confinement in cells to classrooms at hours when classes may be held.

A new prison is being considered. Plans now in preparation provide the facilities for an educational program, both formal and vocational.

The state is handicapped in its work of rehabilitating adult prisoners by the obsolete prison. A new plant should be constructed as soon as possible. The warden, in cooperation with the department of adult education, should have plans for the educational program ready when the new prison is completed.

**RECOMMENDATIONS**

1. Five of the special schools, the three industrial schools, the John de la Howe School, and the School for the Deaf and Blind, should be placed under one board responsible directly to the state board of education. The Training School at Clinton and the Convalescent Home for Cripple Children at Florence should continue as they are, pending further study.

2. Provisions should be made for supplying each school and institution with essential data concerning each child committed.

3. One board, or an interboard, should be given the right to review cases of children placed in institutions, and make adjustments according to their particular needs.

4. The three industrial schools should be classified as educational rather than punitive institutions.

5. Living quarters which are conducive to the making of good citizens should be provided in the three industrial schools.

6. The industrial schools should not admit any child until a complete case history has been provided.

7. Children who have committed minor offenses should be segregated from the more delinquent children.

8. Educational programs in the industrial schools should
be developed in line with results obtained by standard testing and other devices for determining pupil needs.

9. Teachers who are able to utilize the best remedial and rehabilitation methods should be employed.

10. The number of teachers should be increased and their salaries should be commensurate with their responsibilities.

11. Educational programs which offer wider study in vocational courses should be made a part of the school program.

12. A modern educational plant should be erected at the industrial school for girls.

13. A modern plant should be erected for Richards School. The new plant should include an adequate school building, dormitories, a gymnasium, a dining hall, and a hospital. The management of this institution should be under competent Negro personnel.

14. A psychiatrist or clinical psychologist should be provided for the three industrial schools.

15. A school for delinquent Negro girls should be established.

16. The possibility of sending high school pupils from the school for girls and from Richards School to the high schools in the district where the institutions are located should be considered.

17. The legislation which permits state support of the educational work at the orphanages through payment of teachers' salaries should be repealed.

18. The orphanages should consider discontinuing educational work on their campuses and sending the children to public schools.

19. State approval of educational work in the orphanages should be contingent upon satisfactory housing conditions and sufficient educational equipment.

20. The state and administrative units should supervise carefully the educational work of the orphanages.

21. The aims of the John de la Howe School should be restudied by the state board of education in order to define more clearly its area of service, and to determine the advisability of increasing the school budget to include funds for:
(a) the employment of a psychologist, (b) the enlargement of the faculty, and (c) further development of the vocational training program.

22. Funds should be appropriated for a vocational education building at John de la Howe School.

23. Additional teachers should be employed at the State Training School so that the pupil-teacher ratio will not exceed 15-1. Funds should be appropriated to increase the salaries of the present staff and for additional teachers.

24. The educational program at the State Training School should be enriched by offering vocational subjects under trained vocational teachers. The trainable children should be separated from the non-trainable, in order to give the former more normal living experiences.

25. In addition to the amount now on hand for building purposes at the School for the Deaf and the Blind, an adequate sum should be appropriated for modernization of the plant. The per capita cost for maintenance should be raised to at least the average per capita cost in schools for the deaf and blind in the United States. This will require an increase in the total appropriation of approximately $100,000 per year.

26. The disparity between educational opportunities available to white and Negro children at the School for the Deaf and the Blind should be eliminated.

27. A plan for recruiting teachers and stabilizing the teaching staff should be developed for the School for the Deaf and the Blind.

28. The scientific studies in the secondary program at the School for the Deaf and the Blind should be enriched. The present library for deaf children should be enriched and better integrated into the teaching program.

29. The board of health, pending further study, should continue to be responsible for the financing and developing of the Convalescent Home for Cripple Children. The total educational program should be placed under the direct
supervision of the state department of education. A careful study should be made of the educational program in order to determine possibilities for further development. The proper teacher-pupil ratio should be ascertained and the required number of additional teachers provided.

30. Properly equipped classrooms for both white and Negro children should be provided at the Convalescent Home for Cripple Children.
FINANCING THE PUBLIC SCHOOLS

Previous chapters of this report have revealed many needs and some good features of the South Carolina program. The evidence shows first that, in general, educational programs are most adequate in counties which have the highest per capita expenditures for education; second, that deviations from this general trend are due largely to variations in efficiency of the organization and administration of schools; and third, that the educational programs available to South Carolina children in most counties are considerably below the national average.

Present Status

The most recent data available for all the states are for the year 1945. These data are shown in Table 47. For the school year 1944-45 the current expense per pupil in average daily attendance in South Carolina was $65.17. The average for the southern states was $76.95 and the average for the United States was $125.41.

<table>
<thead>
<tr>
<th>State</th>
<th>Current Expenses Per Pupil in Average Daily Attendance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alabama</td>
<td>$56.93</td>
</tr>
<tr>
<td>Arkansas</td>
<td>60.26</td>
</tr>
<tr>
<td>Florida</td>
<td>94.55</td>
</tr>
<tr>
<td>Georgia</td>
<td>64.92</td>
</tr>
<tr>
<td>Kentucky</td>
<td>80.94</td>
</tr>
<tr>
<td>Louisiana</td>
<td>95.31</td>
</tr>
<tr>
<td>Mississippi</td>
<td>44.80</td>
</tr>
<tr>
<td>North Carolina</td>
<td>68.91</td>
</tr>
<tr>
<td>Oklahoma</td>
<td>96.61</td>
</tr>
<tr>
<td>South Carolina</td>
<td>65.17</td>
</tr>
<tr>
<td>Tennessee</td>
<td>69.70</td>
</tr>
<tr>
<td>Texas</td>
<td>102.46</td>
</tr>
<tr>
<td>Virginia</td>
<td>83.49</td>
</tr>
<tr>
<td>West Virginia</td>
<td>93.18</td>
</tr>
<tr>
<td>Southern Average</td>
<td>$76.95</td>
</tr>
<tr>
<td>United States Average</td>
<td>$125.41</td>
</tr>
</tbody>
</table>

United States was $125.41. Since 1944-45 many of the states of the nation have made changes in their plans for financing the public schools. Actually any status study, to be valid, should be based on data for 1947-48. Such data are not available from official public sources. However, a report released by the Southern States Work-Conference in December of 1947 shows estimated increases in state appropriations for 1947-48 as compared with 1946-47 for certain southern states. (See Table 48.) These data indicate that South Carolina has not kept pace with several other southern states in making substantial increases in financial support of the public schools.

**TABLE 48**

**ESTIMATED INCREASES IN STATE APPROPRIATIONS FOR CERTAIN OF THE SOUTHERN STATES IN 1947-48**

<table>
<thead>
<tr>
<th>State</th>
<th>Estimated Increase in State Appropriation for 1947-48</th>
<th>Increase in Appropriation Per Child in Average Daily Attendance Since 1946-47</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alabama</td>
<td>$21,673,231</td>
<td>$40.96</td>
</tr>
<tr>
<td>Florida</td>
<td>20,000,000</td>
<td>61.97</td>
</tr>
<tr>
<td>North Carolina</td>
<td>17,000,000</td>
<td>23.83</td>
</tr>
<tr>
<td>South Carolina</td>
<td>5,000,000</td>
<td>13.81</td>
</tr>
<tr>
<td>Tennessee</td>
<td>16,000,000*</td>
<td>31.39</td>
</tr>
<tr>
<td>Texas</td>
<td>26,000,000</td>
<td>25.65</td>
</tr>
</tbody>
</table>

*Not including approximately $17,000,000 additional for capital outlay.

The Southern States Work-Conference has also made a study of the average salary of teachers in certain southern states for 1947-48. This study is reported in Table 49. This table shows that the average teacher’s salary in 1947-48 in South Carolina is $1,637, whereas the average for the southern states is $1,866 and the national average is $2,550. Since teachers’ salaries comprise most of the school budget and since the southern states generally provide the lowest amounts of funds for public schools on a per capita basis, it may be concluded that only two states in the nation, Arkansas and Mississippi, are financing their schools on a lower basis than South Carolina.

**Trends in Expenditures for Schools**

The total current expenditures for schools almost tripled
TABLE 49
ESTIMATED AVERAGE TEACHERS' SALARIES IN CERTAIN SOUTHERN STATES, 1947-48

<table>
<thead>
<tr>
<th>State</th>
<th>Estimated Average Teacher's Salary, 1947-48</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alabama</td>
<td>$1,800</td>
</tr>
<tr>
<td>Arkansas</td>
<td>1,500</td>
</tr>
<tr>
<td>Florida</td>
<td>2,550</td>
</tr>
<tr>
<td>Georgia</td>
<td>1,650</td>
</tr>
<tr>
<td>Kentucky</td>
<td>1,637</td>
</tr>
<tr>
<td>Mississippi</td>
<td>1,275</td>
</tr>
<tr>
<td>North Carolina</td>
<td>1,950</td>
</tr>
<tr>
<td>Oklahoma</td>
<td>1,950</td>
</tr>
<tr>
<td>South Carolina</td>
<td>1,637</td>
</tr>
<tr>
<td>Texas</td>
<td>2,600</td>
</tr>
<tr>
<td>Virginia</td>
<td>2,050</td>
</tr>
<tr>
<td>Southern Average (unweighted)</td>
<td>1,866</td>
</tr>
<tr>
<td>United States Average</td>
<td>2,550</td>
</tr>
</tbody>
</table>

*Source: Southern States Work-Conference.

in South Carolina between 1931 and 1948. Table 50 shows, however, that some of this increase has been due to more children attending school for a longer term. The per pupil expense per day is approximately only twice what it was seventeen years ago. The decreased purchasing power of

TABLE 50
CURRENT EXPENDITURES IN SOUTH CAROLINA, 1931-48

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Current Expense</th>
<th>Total Days Attendance</th>
<th>Current Expense Per Pupil</th>
<th>Average Teacher's Salary</th>
</tr>
</thead>
<tbody>
<tr>
<td>1930-31</td>
<td>$12,572,316</td>
<td>51,939,317</td>
<td>$0.24</td>
<td>$740</td>
</tr>
<tr>
<td>1932-33</td>
<td>10,137,808</td>
<td>52,043,169</td>
<td>0.19</td>
<td>620</td>
</tr>
<tr>
<td>1934-35</td>
<td>10,433,461</td>
<td>56,983,127</td>
<td>0.18</td>
<td>577</td>
</tr>
<tr>
<td>1935-36</td>
<td>12,014,867</td>
<td>57,602,752</td>
<td>0.21</td>
<td>638</td>
</tr>
<tr>
<td>1936-37</td>
<td>14,505,419</td>
<td>63,567,538</td>
<td>0.23</td>
<td>730</td>
</tr>
<tr>
<td>1938-39</td>
<td>15,688,012</td>
<td>62,268,013</td>
<td>0.25</td>
<td>739</td>
</tr>
<tr>
<td>1940-41</td>
<td>18,427,022</td>
<td>61,942,705</td>
<td>0.30</td>
<td>878</td>
</tr>
<tr>
<td>1942-43</td>
<td>21,212,720</td>
<td>61,786,096</td>
<td>0.34</td>
<td>961</td>
</tr>
<tr>
<td>1944-45</td>
<td>23,805,871</td>
<td>62,109,483</td>
<td>0.38</td>
<td>1,055</td>
</tr>
<tr>
<td>1945-46</td>
<td>25,822,600</td>
<td>61,804,250</td>
<td>0.42</td>
<td>1,141</td>
</tr>
<tr>
<td>1946-47</td>
<td>29,810,208</td>
<td>65,409,142</td>
<td>0.45</td>
<td>1,330</td>
</tr>
<tr>
<td>1947-48</td>
<td>(Estimated)</td>
<td>68,250,000</td>
<td>0.50</td>
<td>1,637</td>
</tr>
</tbody>
</table>

*Includes approximately $2,357,000 of federal funds for school lunches and vocational education.

the dollar has accounted for most of the increase in school expenditures. According to the United States Bureau of
Labor Statistics Index, the cost of living in 1948 is approximately 170 per cent of the cost of living in pre-war years. Table 51 shows school costs for 1938-39 compared with 1947-48 when proper allowance is made for the decreased purchasing power of the dollar. When this allowance has been made, school costs have increased only $.06 per pupil per day since 1938-39 and the average teacher's salary has increased only $211 since that time.

**TABLE 51**

CURRENT EXPENSES FOR 1938-39 COMPARED WITH 1947-48
EXPENSES ADJUSTED FOR COST OF LIVING

<table>
<thead>
<tr>
<th>Item</th>
<th>1938-39</th>
<th>1947-48 (Adjusted for decreased purchasing power of the dollar)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total current expense</td>
<td>$14,505,419.00</td>
<td>$20,294,117.00</td>
</tr>
<tr>
<td>Current expense per pupil in average daily attendance</td>
<td>0.23</td>
<td>0.29</td>
</tr>
<tr>
<td>Average teacher's salary</td>
<td>730.00</td>
<td>941.00</td>
</tr>
</tbody>
</table>

Table 52 shows that the proportion of the school dollar allocated to instruction in South Carolina has declined from 81.04 per cent in 1931 to 72.22 per cent in 1947. However, South Carolina still allocates a higher percentage of current expenditures to instruction than the national average. South Carolina also spends a smaller proportion of its school funds on operation than the average state but it spends more on auxiliary agencies than the national average. The principal item of auxiliary agencies is transportation.

**TABLE 52**

TRENDS IN PERCENTAGE OF CURRENT EXPENSES
ALLOTTED TO DIFFERENT FUNCTIONS OF EXPENDITURES

<table>
<thead>
<tr>
<th>Function of Expenditure</th>
<th>1930-31</th>
<th>1940-41</th>
<th>1946-47</th>
<th>1948-44</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Control</td>
<td>3.47</td>
<td>3.49</td>
<td>5.01</td>
<td>4.8</td>
</tr>
<tr>
<td>Instruction</td>
<td>81.04</td>
<td>75.69</td>
<td>72.22</td>
<td>69.4</td>
</tr>
<tr>
<td>Operation</td>
<td>4.39</td>
<td>5.03</td>
<td>5.40</td>
<td>10.4</td>
</tr>
<tr>
<td>Maintenance</td>
<td>1.72</td>
<td>3.37</td>
<td>4.10</td>
<td>3.4</td>
</tr>
<tr>
<td>Auxiliary Agencies</td>
<td>8.60</td>
<td>10.07</td>
<td>12.07</td>
<td>7.4</td>
</tr>
<tr>
<td>(including transportation)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fixed Charges</td>
<td>0.78</td>
<td>2.35</td>
<td>1.20</td>
<td>4.6</td>
</tr>
<tr>
<td>Total</td>
<td>100.00</td>
<td>100.00</td>
<td>100.00</td>
<td>100.00</td>
</tr>
</tbody>
</table>
where in this report it is pointed out that the present system of school transportation in South Carolina is inefficient and expensive.

**Present Method of Financing Education in South Carolina**

The Constitution of South Carolina, in Article 11, provides that “The General Assembly shall provide for a liberal system of free public schools for all children . . .” This Article further provides for a one dollar poll tax, to be used locally for school purposes, and gives the General Assembly power to authorize local school districts to levy taxes on property for school purposes. Section 12 of Article 11 requires the state to devote to education all net revenue from the sale of, or license for the sale of, alcoholic liquors, except that portion distributed to cities and counties.

The constitution also fixes the limit of bonded indebtedness that may be outstanding at any one time for a school district at 8 per cent of the assessed valuation of taxable property.

No further reference is made in the constitution to a plan of finance for public schools, or sources of revenue which must be allocated to education. As to the limit of bonded indebtedness, a number of districts have, particularly in recent years, secured amendments to the constitution exempting them from the 8 per cent limitation.

Revenue receipts for the support of public schools in South Carolina in 1946-47 totalled $34,411,976 and were provided from the following sources:

- Federal $2,357,705 6.9 per cent
- State 19,847,011 57.6 per cent
- Local 12,207,260 35.5 per cent
- Total $34,411,976 100.0 per cent

Since the state increased its appropriations approximately $5,000,000 in 1947-48, it is estimated that the state is now providing approximately 63 per cent of the revenue receipts of the public schools, the federal government 6 per cent, and local units 31 per cent.

In 1932-33, local funds provided approximately 75 per
cent of total revenue. Practically all increases in revenue since that year have come from state and federal sources.

Table 53 shows the state and federal funds allotted to local districts for schools in 1946-47.

TABLE 53
STATE AND FEDERAL FUNDS EXPENDED FOR SCHOOLS IN SOUTH CAROLINA IN 1946-47

<table>
<thead>
<tr>
<th>Item</th>
<th>State</th>
<th>Federal</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Salaries of Teachers</td>
<td>$17,646,175.67*</td>
<td>$1,491,965.00</td>
<td>$18,138,140.67</td>
</tr>
<tr>
<td>Transportation</td>
<td>1,491,965.00</td>
<td></td>
<td>1,491,965.00</td>
</tr>
<tr>
<td>Vocational Education</td>
<td>433,828.70</td>
<td>$320,882.24†</td>
<td>754,710.94</td>
</tr>
<tr>
<td>School Lunch</td>
<td>150,000.00</td>
<td>2,036,822.74</td>
<td>2,186,822.74</td>
</tr>
<tr>
<td>Adult Education</td>
<td>35,561.55</td>
<td></td>
<td>35,561.55</td>
</tr>
<tr>
<td>County Attendance Teachers</td>
<td>84,480.00</td>
<td></td>
<td>84,480.00</td>
</tr>
<tr>
<td>Total</td>
<td>$19,847,010.92</td>
<td>$2,357,704.98</td>
<td>$22,204,715.90</td>
</tr>
</tbody>
</table>

*Includes $840,295 for incidentals.
†Does not include $76,501.09 for Food Conservation Program, no longer in operation.

Salaries of Teachers

As previously indicated, the appropriation for salaries of teachers is the largest item supported by state funds. The General Assembly annually appropriates money from the general funds of the state for this purpose.

This money is allocated to school districts according to the number of state aid teachers for which each district qualifies. The number qualifying in each district is determined according to enrollment and average daily attendance. The schedule provides for a larger number of pupils per teacher in elementary schools than in high schools, and for a smaller number of pupils per teacher in small schools than in large schools. Since this schedule is applied school by school with no determination of whether a small school is necessary in a given area, this practice tends to discourage consolidation because a district will receive fewer teachers for a given number of pupils if it consolidates its smaller schools into larger schools. The teacher unit scale provides a pupil load per teacher approximately 20 per cent heavier in elementary schools than in
high schools of the same size. This differential is not considered the best educational practice.

The amount allotted each district is figured according to the qualifications of the individual teachers employed, as indicated by the certificates held by those teachers. The 1947 General Assembly enacted into permanent statute the present schedule by which state aid for individual teachers is determined, and which gives consideration to (1) college training, (2) score attained by the teacher on the National Teacher Examinations, and (3) years of teaching experience. This statute provides that state aid for salaries shall be available for a nine month's term.

In addition to the amount allotted to each district for salaries of teachers, the state adds 5 per cent which may be used for supervision and/or incidentals. This allowance is provided in the statute setting up the schedule for teachers' salaries, and is in effect a state contribution toward general school operating expenses.

Local districts may employ teachers in addition to the number for whom state aid is allotted. These additional teachers must be paid from local revenue. Of the 15,494 teachers employed in 1946-47, the number qualifying for state aid was 14,939, leaving 555 paid entirely from local funds. Local funds may also be used to supplement the state salary schedule.

Transportation

The state appropriation for transportation is allotted in each county as a unit, rather than to individual school districts. The present method of allocation among counties, prescribed by the General Assembly for 1947-1948, provides that each county shall receive, for the operation of buses, an amount equal to the actual operating costs of buses during the school year 1945-1946. The allotment of each county is made to the county board of education, which is given authority to distribute the state fund among districts on such basis as the board may wish to use.

In the case of contract operated buses, the amount paid contractors is considered as operating expense, and is in-
cluded in the basis upon which state funds for operating purposes are allotted. An additional state allotment is therefore made to cover depreciation of district- or county-owned busses. This depreciation allotment is based, by law, on 20 per cent of the original cost price of the equipment in operation in 1945-1946.

This plan of allocation of transportation funds was first provided for in 1943-44, and has been continued by each succeeding legislature. Due to increasing costs of transportation, state funds have not been sufficient to cover the entire cost since 1943-44. Thus, local funds have had to supplement the state allotments in every county. This method of allotting state funds for transportation encourages extravagance in the operation of school transportation.

**Vocational Education**

As indicated, both federal and state funds contribute to the financing of vocational education. Federal funds were first made available to states under the Smith-Hughes Act of 1917. This act annually appropriates federal funds for teachers, supervisors, and directors of vocational agriculture, home economics, and trades and industry, and for the training of teachers in these fields. Funds for agriculture are apportioned among states on the basis of rural population, and for home economics and trades and industry on the basis of urban population.

In 1936, Congress passed the George-Deen Act, (amended in 1947 and now known as the George-Barden Act) which authorizes the annual appropriation of additional funds for vocational agriculture, home economics, trades and industry, distributive education, and teacher training. Under this act, funds for agriculture are apportioned on the basis of farm population, for home economics on the basis of rural population, for trades and industry on the basis of non-farm population, and for distributive education on the basis of the total population.

These federal acts now require that states match 100 per cent of the amount of federal funds. Both state appropriations and funds expended by local school districts for voca-
tional education, however, may be counted toward the required matching.

Federal and state funds allocated to local schools are allotted mainly for salaries and travel expense of teachers, with a small amount allotted for assistance to schools in purchasing equipment for vocational courses. In general, these teachers are employed on a twelve months' basis, and are employed in addition to those qualifying for state aid on the basis of enrollment and attendance. However, in a number of instances, particularly in the case of home economics teachers, vocational teachers must be included among those on general state aid for salaries of teachers, since the amount of state and federal vocational funds is not sufficient to meet the demand for vocational teachers. Local schools are required to pay out of local funds one-fourth or three months of the salaries of vocational teachers employed on a twelve months' basis.

In view of the fact that sufficient state and federal funds are not available in any of the vocational fields to meet the demands of local schools for vocational teachers, it has been difficult to determine which local schools should receive such funds as are available. Furthermore, the requirement of a matching fund of 25 per cent without reference to taxpaying ability works a hardship on the poorer districts.

School Lunch Funds

The school lunch program was inaugurated in 1943-44, when federal funds became available for that purpose. The state appropriation of $150,000.00 is apportioned among county boards of education on the basis of the number of schools in each county participating in the lunch program. This fund is to be used for general county-wide expense of operating the program, such as canning and distribution of surplus commodities supplied by the production and marketing agency of the federal government. In addition to this appropriation, the state also pays the salary of one school lunch supervisor in each county.

The federal fund is apportioned among local schools on the basis of the number and types of meals served. In 1947-
48, the rates were 8 cents for Type A meal with milk, 7 cents for Type A without milk, 6 cents for Type B with milk, 5 cents for Type B without milk, 3 cents for Type C (milk only).

It is obvious that the state and federal funds now available cannot fully finance the lunch program. Local revenue, if available for the program, cannot be expected to supplement state and federal funds to the extent necessary to provide meals to all children without cost. It has, therefore, been necessary for pupils to bear a large part of the cost. In many communities, local organizations have contributed to the cost of equipment needed to operate the program. The non-food cost of the school lunch program should be financed entirely from public funds. Children should not be required to pay more than the actual food cost of the lunches served.

Adult Education

For a number of years the state has made a special appropriation for adult education. In 1946-47, this fund amounted to $50,000.00, of which $14,438.35 was needed for administrative costs and preparation of instructional material and $35,561.65 was paid for salaries of teachers of adult courses.

The program is supervised by the adult education office of the state department of education. Funds available for local use are first allotted to counties on the basis of need for adult education as shown in the latest census reports. If arrangements cannot be made with local school authorities for courses, the funds are then re-allocated elsewhere.

Local schools are not required but are urged to supplement available state funds, in order to create interest and expand the program. Courses usually are operated from four to eight weeks, depending upon available funds and number of courses established. Enrollment is limited to persons above the compulsory school attendance age.

County Attendance Teachers

In 1937 the General Assembly enacted the present school attendance law, which provides that the state make appro-
Appropriations for the salary and expense of one attendance teacher in each county. The amount appropriated for 1946-47 gave each county a base of $1,540.00, plus an additional $100.00 for each member of the House of Representatives. This money is disbursed to the county board of education in each county.

Local School Funds

Ad valorem taxes levied on real and personal property provide most of the local school district revenue for school purposes in South Carolina.

The state is at present subdivided into 1,680 school districts, each of which is a tax unit. The general pattern in the state is to levy a small county-wide school tax for use of the county board of education, with each district having its own special levy for the support of its schools. The general school law does not specify a minimum or maximum rate of local taxation, but requires a majority vote of the people for an increase in the rate. However, actual procedure has been varied from one county to another through the enactment of legislation affecting particular counties, so that no uniformity exists among counties as to the procedure for levying school taxes.

There is no requirement that local taxes be levied to qualify a school district for state funds for any purpose. In some instances, schools are operated with no local levy whatever, the only revenue being the amount received from the state for salaries of teachers and 5 per cent for supervision and/or incidentals.

In 1946-47, local property taxes for school purposes amounted to $10,353,808. For the state as a whole this constitutes an average levy of 23.9 mills on the total state assessed valuation of $433,286,875.

Local funds may be used to supplement funds received from the state for particular purposes, and must bear the cost of all items of expense not supported by the state. One of the largest local financial responsibilities is providing school buildings and equipment. Costs of instructional materials and supplies, maintenance and operation of build-
ings, and administrative personnel must be provided from local funds.

Analysis of the Equalization of Educational Opportunity in South Carolina

The present method of financing schools in South Carolina is not based upon principles which tend to equalize educational opportunity. All funds contributed by the state and federal government for schools are apportioned among local schools without regard to the ability of local units to support schools on their own resources. Since local funds may be used to supplement state aid for teachers' salaries, the wealthy local units can, therefore, attract better qualified teachers, and in so doing, can receive a greater portion of state aid. The effect of this plan of state apportionment is, therefore, to broaden the disparity that exists among local units in ability to provide educational opportunity. If the state would give due consideration to the difference in taxpaying ability among the counties, the counties of least wealth would receive a much larger proportion of the state funds than they are now receiving. Calculations show that the state would have to increase its appropriations for schools at least $5,000,000 annually in order to wipe out present discriminations against the counties of least wealth. In other words, an equitable formula of state distribution would increase the appropriations $5,000,000 annually to the counties of least wealth before any increases would be given to the wealthier counties.

Table 54 shows the variation among counties in taxing ability in relation to average daily attendance. Although property assessment is not equalized on a state-wide or even county-wide basis, this table gives a reasonable picture of the variations. Since taxes are raised in the majority of instances by school districts instead of on a county-wide plan, the variations in ability among school districts are even greater than those among counties.
TABLE 54

ASSESSED VALUATION PER PUPIL IN AVERAGE DAILY ATTENDANCE IN THE TEN COUNTRIES OF HIGHEST VALUATION AND THE TEN COUNTRIES OF LOWEST VALUATION IN SOUTH CAROLINA, 1946-47

<table>
<thead>
<tr>
<th>Ten Counties of Highest Valuation</th>
<th>Assessed Valuation Per Pupil in Average Daily Attendance</th>
<th>Ten Counties of Lowest Valuation</th>
<th>Assessed Valuation Per Pupil in Average Daily Attendance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Richland</td>
<td>$2,416</td>
<td>Saluda</td>
<td>$852</td>
</tr>
<tr>
<td>Chester</td>
<td>1,857</td>
<td>Sumter</td>
<td>826</td>
</tr>
<tr>
<td>Fairfield</td>
<td>1,712</td>
<td>McCormick</td>
<td>812</td>
</tr>
<tr>
<td>Charleston</td>
<td>1,688</td>
<td>Oconee</td>
<td>795</td>
</tr>
<tr>
<td>Greenwood</td>
<td>1,570</td>
<td>Marion</td>
<td>794</td>
</tr>
<tr>
<td>Georgetown</td>
<td>1,494</td>
<td>Horry</td>
<td>659</td>
</tr>
<tr>
<td>Spartanburg</td>
<td>1,447</td>
<td>Chesterfield</td>
<td>647</td>
</tr>
<tr>
<td>Jasper</td>
<td>1,432</td>
<td>Berkeley</td>
<td>625</td>
</tr>
<tr>
<td>Cherokee</td>
<td>1,432</td>
<td>Williamsburg</td>
<td>555</td>
</tr>
<tr>
<td>York</td>
<td>1,420</td>
<td>Clarendon</td>
<td>414</td>
</tr>
<tr>
<td><strong>Average</strong></td>
<td><strong>$1,690</strong></td>
<td><strong>Average</strong></td>
<td><strong>$682</strong></td>
</tr>
</tbody>
</table>

Table 55 shows that the average per pupil value of school plants in the ten counties having the lowest assessed valuation per pupil is approximately one-half of the value of school plants in the ten counties having the highest assessed valuation per pupil, and that the poorer counties are spending considerably less per pupil for current expenses. However, the counties with the lowest assessed valuation per pupil are levying 28.94 mills for school purposes and the counties with the highest assessed valuation per pupil are levying an average of only 21.04 mills.

There is also a marked difference in the educational opportunities available to Negro children and to white chil-

TABLE 55

COMPARISON OF CERTAIN ITEMS IN THE TEN COUNTRIES OF HIGHEST ASSESSED VALUATION PER PUPIL WITH THE TEN COUNTRIES OF LOWEST ASSESSED VALUATION PER PUPIL, 1946-47

<table>
<thead>
<tr>
<th>Item</th>
<th>Average for Ten Counties of Highest Valuation Per Pupil</th>
<th>Average for Ten Counties of Lowest Valuation Per Pupil</th>
</tr>
</thead>
<tbody>
<tr>
<td>Value of School Plant per pupil in</td>
<td>$225.00</td>
<td>$115.00</td>
</tr>
<tr>
<td>Average Daily Attendance</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Current Expense per pupil in</td>
<td>87.00</td>
<td>70.00</td>
</tr>
<tr>
<td>Average Daily Attendance</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Average Tax Rate for Schools in</td>
<td>21.04</td>
<td>28.94</td>
</tr>
<tr>
<td>Mills</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

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dren in South Carolina. Data in Table 56 show that the educational opportunities available to Negro children are much more unsatisfactory than those available for white children. The desperate plight of the schools for Negro children in South Carolina is emphasized further when it is realized that the educational facilities available for white children in South Carolina are poorer than in most states. However, South Carolina has made great progress toward removing disparity between the races. From 1931 to 1947, the expenditures per white pupil increased 88.75 per cent; the expenditures per Negro pupil increased 339.68 per cent.

TABLE 56
COMPARISON OF CERTAIN ITEMS FOR THE WHITE AND NEGRO RACES, 1946-47*

<table>
<thead>
<tr>
<th>Item</th>
<th>Schools for White Children</th>
<th>Schools for Negro Children</th>
</tr>
</thead>
<tbody>
<tr>
<td>Value of School Plant per pupil in A.D.A.</td>
<td>$368.94</td>
<td>$66.77</td>
</tr>
<tr>
<td>Current Expenses per pupil in A.D.A.</td>
<td>88.00</td>
<td>36.00</td>
</tr>
<tr>
<td>Average salary paid classroom teachers</td>
<td>1,535.00</td>
<td>1,025.00</td>
</tr>
<tr>
<td>Per cent of children transported to school</td>
<td>35.7</td>
<td>1.8</td>
</tr>
</tbody>
</table>

*Source: State Superintendent’s Report for 1946-47.

Evaluation of South Carolina’s Plan for Financing Schools

In order to make a proper evaluation of a state’s financing plan, it is necessary to evaluate that plan in terms of valid criteria. The following criteria were adapted from evaluating scales developed by the Southern States Work-Conference and the National Education Association.

1. That the plan of public school finance provided by the state should have as its objective the guaranteeing to all children of an equal opportunity for an adequate minimum foundation program of education.

2. That the state plan should be designed to encourage efficient local organization and administration.

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1Southern States Work-Conference: State and Local Financing of Schools. Bulletin No. 1, 1941; Tallahassee, Florida.
3. That the state should provide a program of finance that recognizes all essential elements of school costs.

4. That the foundation program should be financed jointly by state and local funds, with 75-80 per cent state funds,* and 20-25 per cent local funds, on a state-wide basis.

5. That all local units should be required to make a uniform minimum tax effort for participation in state equalization funds, with consideration being given to variations in taxpaying ability of local units.

6. That local units should be allowed to exceed the uniform minimum tax effort required in the state program in order to provide a more enriched program locally if the people so desire.

In the light of these criteria and the evidence presented elsewhere in this report, the following outstanding financial shortages are evident in South Carolina.

1. An adequate foundation program of education is not provided for all the children of South Carolina. Wealth is not taxed wherever it is found in order to educate children wherever they may live. On the other hand, South Carolina distributes all of its state funds on a flat basis. The county with most wealth receives state funds on exactly the same basis as the county with least wealth. Actually, since the richest counties have the best trained teachers, the amount of state aid provided per teacher in the county with most wealth is considerably greater than the amount of state money provided per teacher in the county with least wealth. Therefore, the state program of support tends to broaden differences in educational opportunity rather than to equalize educational opportunities.

2. The state plan of support does not provide for a balanced educational program. State aid is given only for teachers’ salaries, transportation, and a small amount for incidentals. Current operating costs other than teachers’ salaries and transportation are largely ignored. School plant needs are entirely ignored.

3. The flexibility of the South Carolina plan of financing was improved by making the state appropriations partially

*Federal funds available for school support are assumed to be included in the 75-80 per cent state portion.
dependent upon increases in school attendance and increases in the training of teachers. However, flexibility is hindered by improperly organized school administrative units and by an incomplete plan of state financing.

4. The present plan discourages, rather than encourages, efficient local organization and administration. This is particularly true with regard to the schedule of enrollment and attendance requirements for state aid teachers, and the method of distribution of funds appropriated for transportation.

5. There is no requirement as to local effort. Some local units have no tax levy for school purposes.

Evaluation of South Carolina's Effort to Finance Education in Terms of Its Ability

The latest data available on financial effort in relation to ability to pay are for the year 1945. Table 57 shows that South Carolina spent 1.81 per cent of the total income of its citizens during 1945 for the current expenses of public education. This percentage was above both the national average.

<table>
<thead>
<tr>
<th>State</th>
<th>1945 Total Income Payments (in millions)</th>
<th>1945 Income Payments Per Capita</th>
<th>Income Payments Per Child from 5-17</th>
<th>Current Cost of Education as Per Cent of Total Income Payments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alabama</td>
<td>$2,021</td>
<td>$747</td>
<td>$2,649</td>
<td>1.49</td>
</tr>
<tr>
<td>Arkansas</td>
<td>1,218</td>
<td>659</td>
<td>2,384</td>
<td>1.56</td>
</tr>
<tr>
<td>Florida</td>
<td>2,420</td>
<td>1,049</td>
<td>5,463</td>
<td>1.26</td>
</tr>
<tr>
<td>Georgia</td>
<td>2,445</td>
<td>813</td>
<td>3,127</td>
<td>1.45</td>
</tr>
<tr>
<td>Kentucky</td>
<td>1,957</td>
<td>751</td>
<td>2,800</td>
<td>1.72</td>
</tr>
<tr>
<td>Louisiana</td>
<td>1,986</td>
<td>832</td>
<td>3,418</td>
<td>1.76</td>
</tr>
<tr>
<td>Mississippi</td>
<td>1,205</td>
<td>570</td>
<td>2,067</td>
<td>1.67</td>
</tr>
<tr>
<td>North Carolina</td>
<td>2,621</td>
<td>749</td>
<td>2,685</td>
<td>1.58</td>
</tr>
<tr>
<td>Oklahoma</td>
<td>1,801</td>
<td>849</td>
<td>2,357</td>
<td>2.04</td>
</tr>
<tr>
<td>South Carolina</td>
<td>1,303</td>
<td>686</td>
<td>2,400</td>
<td>1.81</td>
</tr>
<tr>
<td>Tennessee</td>
<td>2,443</td>
<td>866</td>
<td>3,347</td>
<td>1.45</td>
</tr>
<tr>
<td>Texas</td>
<td>6,527</td>
<td>975</td>
<td>4,241</td>
<td>1.59</td>
</tr>
<tr>
<td>Virginia</td>
<td>2,829</td>
<td>971</td>
<td>4,339</td>
<td>1.38</td>
</tr>
<tr>
<td>West Virginia</td>
<td>1,472</td>
<td>869</td>
<td>2,974</td>
<td>2.30</td>
</tr>
<tr>
<td>Southern Average</td>
<td>2,303</td>
<td>813</td>
<td>3,225</td>
<td>1.67</td>
</tr>
<tr>
<td>United States Average</td>
<td>155,201</td>
<td>1,177</td>
<td>5,372</td>
<td>1.59</td>
</tr>
</tbody>
</table>

*Source: National Education Association; Research Bulletin, December, 1947

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average and the average for the southern states. However, South Carolina has a higher percentage of children of school age in proportion to the total population than the national average. In 1944-45, 23.54 per cent of the total population of South Carolina was enrolled in school, whereas the national average was 17.59 per cent. Therefore, South Carolina could be expected to spend a higher proportion of the income of its citizens on education than the average state.

Senate Bill No. 472 of the Eightieth Congress provided that each state must spend at least 2.5 per cent of the total income of its citizens for the current expenses of education in order to participate in the full benefits of federal aid without penalty. This bill passed the Senate but Congress adjourned before it came to a vote in the House. Although the bill did not become a law, it gives some indication of what Congress would consider a reasonable financial effort on the part of the state.

The total income of the people of South Carolina has increased greatly since 1945. The May 10, 1948 issue of "Sales Management" estimated the gross income of the people of South Carolina at $1,575,252,000. If the people had invested 2.5 per cent of their 1947 income in the current expenses of education for 1947-48, they would have expended $39,381,300 instead of approximately $32,143,000 from state and local taxes. The gross income of the people of South Carolina for 1948 should be at least 10 per cent higher than in 1947 because of the continued increase in wages and prices of commodities. Estimating the gross income of the people in South Carolina in 1948 at $1,732,777,000, the people of the state would have to spend in 1948-49 from state and local taxes approximately $43,319,000, for the current expenses of the public schools in order to invest 2.5 per cent of their income for that purpose. Expenditures for capital outlay and debt service would be in addition to this amount.

Another indication of financial ability to support education can be secured from examining expenditures for certain luxury items. Figures on expenditures for all luxury items were not available but two will illustrate the point.

From July 1, 1947 to June 30, 1948, the people of
South Carolina spent approximately $40,000,000 for liquor and $29,000,000 for cigarettes. These figures, furnished by the South Carolina Tax Commission, do not include the amounts spent for beer and wine or for tobacco products other than cigarettes. The expenditure of $69,000,000 for hard liquor and cigarettes is exactly twice the estimated total federal, state, and local expenditures for current expenses of schools for the same year. Obviously, the state has ability to give greater financial support to its educational program.

**RECOMMENDED PLAN FOR FINANCING SCHOOLS**

The right to equality of opportunity is one of the basic principles of American democracy. It is obviously impossible to give the children of the United States equality of opportunity unless all children have access to a reasonably adequate educational program. The Tenth Amendment to the Constitution of the United States has traditionally been interpreted as assigning the responsibility for providing education to the states. However, there is much evidence to support the belief that the federal government should assist in the equalization of educational opportunity among the states.\(^3\) The reasons for federal aid for schools will not be discussed in this report because this section is devoted to a study of state and local financing of schools. Regardless of whether the federal government ever assumes its fair share of the responsibility for school support, it is essential that each state provide as sound a plan for state and local financing of schools as possible.

The deficiencies of the present plan of state and local financing of schools in South Carolina have been indicated. Those basic principles of school financing which were used to evaluate the present plan have been used in formulating a recommended plan for financing education in South Carolina. The financing plan which most nearly conforms to commonly accepted principles of school finance is generally called the "minimum foundation program" plan of school financing. Briefly, the minimum foundation program is a plan of school financing under which the state guarantees

to every child regardless of residence the minimum education which that state considers to be adequate for its children. The tax effort for support of the program is equalized throughout the state. Most states provide the minimum foundation program from a combination of state and local taxes. The trend among southern states is to provide from 75 per cent to 80 per cent of the cost of the foundation program from state funds and from 20 per cent to 25 per cent of the cost from taxes levied by local school units in proportion to taxpaying ability.

Theoretically, the state could provide for the entire cost of its foundation program exclusively from state funds. Experience shows that this plan is not very satisfactory. Usually states which attempt to finance schools according to this plan do not provide a very satisfactory foundation program of education for their children. Such states usually exclude from their foundation programs many essential elements of school costs and thus they have only a partial foundation program. South Carolina, which includes in its state plan at this time only teachers' salaries, transportation, and a small amount for incidentals, is an excellent illustration of the weaknesses of the plan under which the state attempts to pay the entire cost of its foundation program. Even if South Carolina expanded its present state support to include all necessary elements of school costs, it is believed that it would not be as desirable as a plan of financing which includes both state and local support. If the schools are financed exclusively from state funds, there may be some loss in local initiative and local interest in schools, the value of which can hardly be questioned.

For these reasons, it is recommended that South Carolina adopt the minimum foundation program plan of financing under which the state will include reasonable provision for all necessary elements of school costs, with 75 to 80 per cent of the cost of this program financed from state funds and from 20 to 25 per cent of the cost provided from local taxes levied in the counties in proportion to taxpaying ability. In order to put this plan into operation, it is necessary to calculate first the total cost on a uniform basis of a reasonably adequate minimum foundation program of
education in each county; second, the funds which should be available to each county from a reasonable local tax effort in proportion to taxpaying ability; and third, the difference between the cost of the foundation program and the funds which the county will have available from a uniform, reasonable local tax effort in proportion to taxpaying ability. The difference between these two items should constitute the state appropriation for the minimum foundation program.

In order, however, for any sound plan of financing to operate effectively, it is essential that the number of local school units be reduced substantially from the 1,680 units which the state deals with directly. The county should be considered the unit for finance purposes in providing for the minimum foundation program of education. The goal of equalization of educational opportunity cannot be attained solely by the state equalizing educational opportunity among the counties. Educational opportunities must also be equalized within the counties if the children of the state receive maximum benefits from the program. As has been pointed out, the existence of numerous sub-districts operates to deprive children of equality of opportunity.

Calculating the Cost of the Minimum Foundation Program of Education

The foundation program of education should include all necessary elements of school costs. However, it is neither necessary nor desirable to itemize in a state’s appropriation bill every detailed item of school costs. It has been found possible to group these items under four general headings which greatly simplify the administration of the program. Those four headings are: (1) instructional salaries, (2) transportation, (3) current expenses other than instructional salaries and transportation, and (4) capital outlay or debt service on capital outlay. The following methods for calculating these costs are suggested.

Instructional salaries. The calculation of the cost of instructional salaries involves first, the calculation of the instructional units which should be allotted to a county in
terms of the average daily attendance of children; and second, the determination of the amount to include in the foundation program for these instructional units in terms of the qualification of instructional employees according to a schedule or schedules for salary allotment purposes.

Instructional units should be calculated by an equitable plan which provides for a reasonable pupil-teacher ratio for all grades and which does not encourage counties to maintain small, inefficient schools which should be consolidated with other schools. On the other hand, the plan for calculating teacher units should make adequate allowance for small schools in sparsely settled areas which cannot be consolidated because of long transportation distance or natural barriers. Furthermore, the plan for calculating instructional units should include adequate provision for necessary special teachers in both elementary and high schools, for vocational education, and for the administration and supervision of instruction. Smaller pupil-teacher ratios should be provided for small schools in sparsely settled areas which cannot be consolidated, but there is no evidence that there is any necessity for different pupil-teacher ratios for the basic instructional units in elementary and high schools of the same size. The calculation of instructional units should be made in the following manner:

1. The basic instructional units for elementary and high schools should be calculated by the same scale for both elementary and high schools of the same size but different pupil-teacher ratios should be provided for different sizes of schools. However, lower pupil-teacher ratios should not be provided for small schools which should be consolidated. This can be accomplished either by making surveys of all counties of the state and determining which small schools can reasonably be consolidated, or by the use of a density scale which provides lower pupil-teacher ratios for sparsely settled counties than for densely settled counties. Each of these methods is now being used in some states. The survey method is a more refined method, but unless a state has made surveys of all of its counties, it is not possible to use it immediately.

2. Units for vocational units in addition to the basic
instructional units should be provided for all high schools which have a need for vocational education. The need for such units should be determined by a study of each school made by the state. The pupil-teacher ratio for vocational teachers will need to be approximately one-half of the ratio for regular teachers because of the nature of the instruction.

3. Units should be provided for the instruction of handicapped children who cannot profit from instruction in regular classes. The number of such children at a school center should be certified by a qualified physician or psychologist. States usually provide a pupil-teacher ratio for such children as low as 1 to 10 and for homebound cases as low as 1 to 5.

4. Units should be provided in addition for teachers for adults. Such units can be determined on the basis of the number of pupil hours of adult teaching provided. For example, 900 hours is about the average teaching time for a 180-day school year of an average teacher. If the average class load of an adult teacher is fifteen and that teacher taught 900 hours, the pupil hours required for an adult teacher unit could be calculated as 13,500.

5. Units should be provided in addition for the administration and supervision of instruction and for certain special teachers. Such units would include principals, supervisors, physical education teachers, librarians, teachers of art and music, and the like. The number of such units should be at least one-eighth of the total number of instructional units listed in items 1-4.

After determining the number of instructional units which should be allotted to a county, the salary allotment or allotments can readily be determined by a salary allotment schedule or schedules for the different classes of instructional units. The salary allotment schedule now being used in South Carolina is too low to provide the salaries necessary to recruit and hold in the teaching profession a sufficient quantity of qualified teachers to staff the schools. The present state schedule for teachers' salaries would have to be increased at least 50 per cent in order to raise teachers' salaries in South Carolina to the national average.

Transportation. The foundation program cost for school
Transportation should be based upon the number of children transported and necessary variations in the per pupil cost of transportation due to factors beyond the controls of boards of education. The most important factor affecting the per pupil cost of transportation is density of transported pupils per square mile of area served. The per pupil cost of transportation in sparsely settled areas is necessarily higher than in densely settled areas. A reasonable allowance for necessary variations in the per pupil cost of transportation can readily be determined by the following method:

1. Determine in each county the average daily attendance of transported children who live beyond a reasonable walking distance from school.

2. Calculate the number of square miles of territory served by school bus routes in each county. This can be done by obtaining a map of transportation routes for each county. Separate maps should be provided for routes serving white children and routes serving Negro children. The area served by transportation routes for each race can be determined by counting all the land sections which are within one mile of a bus route. If maps are not available, the total area of the county can be used, although this is not quite as accurate as the other method.

3. Find the density of transported pupils by dividing the average daily attendance of transported pupils by the number of square miles of area served.

4. Calculate the allowance per pupil transported by dividing the counties into approximately ten density groups and calculate the average cost of transportation for each density group. Each county in a given density group should be allowed the average per pupil cost of transportation.

5. Find the total cost of the foundation program for transportation in a county by multiplying the average daily attendance of transported children in that county by the appropriate per pupil allowance for a county of its density.

Other current expenses. The foundation program cost of "other current expenses" for a county can be calculated by multiplying its total number of instructional units by a flat figure. Experience has shown that this figure should
not be less than $400 per instructional unit. The term "other current expenses" includes all current expenses other than teachers' salaries and transportation. Such items as administration, janitors' salaries, the salaries of attendance assistants, fuel, light, water, repair and upkeep of buildings, insurance, supplies, and the non-food costs of the school lunch program are classified under this heading. Generally speaking, the need for this type of expenditure is closely related to the number of instructional units needed.

Capital outlay and debt service. The foundation program cost of capital outlay and debt service can also be calculated on an instructional unit basis. Present building costs indicate that this allowance should not be less than $400 per teacher unit annually. It costs at least $12,000 per teacher to build a modern school building. Thus, it would take thirty years at $400 per instructional unit annually to replace the school plants of the state.

Measurement of the Taxpaying Ability of Local School Units

As has been pointed out, the foundation program plan of school financing involves first, the calculation of the total cost of providing for the minimum foundation program of education to be guaranteed throughout the state; second, the determination of what proportion of the cost of the program will be supported by state funds and the proportion to be supported by local funds; and third, the calculation of what minimum tax effort should be required of each local school unit as its share of the cost of supporting the minimum foundation program in that unit. For example, if the calculated cost of the foundation program in a state is $50,000,000 and the legislature has determined that 80 per cent of the cost of the program will be provided by the state and 20 per cent will be provided by local school units, the state would provide $40,000,000 and local school units $10,000,000 to support the program. The next problem is to determine what amount of funds each local school unit should equitably provide. It would not be equitable to require each unit to provide 20 per cent of the cost of its pro-
gram, because some local school units have a much greater per capita wealth than other units. In South Carolina, the richest county has six times the per capita wealth of the poorest county.

The only equitable plan would be to require all local school units to make a minimum uniform tax effort in proportion to taxpaying ability. A number of states have attempted to do this by requiring all local school units to levy a uniform number of cents per dollar of assessed valuation of property. This plan has proved a failure because almost universally the ratio between assessed value and true value varies widely among the local school units of a state. A required uniform local levy would be equitable only if property were assessed at the same proportion of its true value in every county of the state.

It is common knowledge that the ratio of assessed value of property to true value varies widely among the counties of South Carolina. This is to be expected because in South Carolina local officials fix the valuation of all property except public utilities for taxpaying purposes.

A number of states have been faced with this problem. Two methods for solving this problem are as follows: (1) the establishment by the states of a state tax commission which would appraise and assess all property in the state or would estimate the true value of property in each county of the state, (2) the development of a mathematical index of relative taxpaying ability for each of the counties of the state regardless of how property is assessed.

The first of these methods, the establishment of a state tax commission, has not been found practicable for the following reasons: such a commission is very expensive; there is great public resistance to state authorities taking over the assessing power of local officials; and the public does not have much confidence in the ability of a state body to estimate accurately the value of the property.

The second method, the development of a mathematical index of relative taxpaying ability, has been found to be much more practicable for the following reasons: it costs almost nothing; it eliminates the element of personal judgment; it leaves the assessing power in the hands of local
officials; and it is sufficiently accurate to make it possible to require a uniform minimum tax effort in proportion to tax-paying ability. Such an index would express each local school unit's taxpaying ability in terms of its percentage of the total taxpaying ability of the state. To refer to the example given in the first paragraph of this section, let us assume that the index of taxpaying ability shows that a certain county has 2 per cent of the taxpaying ability of the state, and that the calculated cost of the foundation program in that county is $800,000. Under the Foundation Program Plan, that county would be required to provide locally 2 per cent of $10,000,000 or $200,000 toward the support of its foundation program of education and the state would provide $600,000. If that county were assessing its property at a lower proportion of its true value than the state average, it would necessarily have to levy a higher tax rate for schools than the state average. On the other hand, if that county were assessing its property at a higher proportion of its true value than the state average, it would not have to levy as high a tax rate for schools as the state average. Thus by the use of an index of taxpaying ability, a county cannot receive more state money by lowering its assessments nor will it be penalized in state funds if it raises its assessments. A number of states including Alabama, Florida, Tennessee, and West Virginia are already using indexes of taxpaying ability in distributing state funds and a number of other states are in the process of adopting this plan.

The next step is to develop an index of the relative taxpaying ability of the counties of South Carolina. Such an index is presented in the following paragraphs.

Standards for the Development of an Index of Taxpaying Ability.' The following standards must be observed in order to develop an equitable index of relative taxpaying ability to support schools:

'Cornell, Francis G. *A Measure of the Taxpaying Ability of Local School Administrative Units.* (New York: Bureau of Publications, Teachers College, Columbia University, 1936), 114 pages.

1. An index of the relative taxpaying ability of the several counties of South Carolina to support schools must not be an index of theoretical taxpaying ability but a measure of relative wealth in order to be equitable because local taxes for schools are largely derived from property.

2. A sufficient number of economic measures of wealth should be included in the index to include all the principal elements of the wealth of the state on which taxpaying ability is based.

3. All economic measures should be objective and accurate and obtainable from reliable published sources.

4. All economic measures included in the index should be independent from the influence of local assessing bodies.

5. Each economic measure should measure some different aspect of the wealth of the state insofar as possible.

6. Statistically, each economic measure should have a fairly high positive correlation with the true wealth of the respective counties of the state but the economic measures should have as low intercorrelation with each other as possible.

7. The mathematical formula employed for the development of the index of taxpaying ability should measure the relative taxpaying ability of small counties as accurately as large counties.

Calculation of an index of the relative taxpaying ability of the counties of South Carolina. The application of the foregoing standards to the calculation of an index of taxpaying ability involved the use of highly technical statistical techniques which will be described only briefly in this report. The first step was to select the economic measures to include in the index. After extended statistical analysis, it was found that the following economic measures met the standards set forth in the foregoing paragraphs: value of public utilities, value of farm products, passenger motor vehicle license fees collected, volume of retail sales, and number of gainfully employed non-farm workers. The data for each of the items were obtained for each county. Then each county's percentage of the state total for each item was calculated. These percentages are shown in Table 58.
The next step was to determine the relative weights to assign to each factor in the index. The ordinary multiple regression technique is not entirely suitable for this purpose because it will not measure the relative taxpaying ability of small counties as accurately as large counties. Therefore, it was necessary to make an empirical adjustment in the multiple regression formula. This can be done by eliminating the constant term and negative coefficients from the formula.

The following formula was developed for determining each county's percentage of the total taxpaying ability of the state: .168 times per cent of value of public utilities, plus .056 times per cent of value of farm products, plus .164 times per cent of motor vehicle license fees, plus .361 times per cent of retail sales, plus .251 times per cent of gainfully employed non-farm workers. The sum of these products for each county represents that county's per cent of the total taxpaying ability of the state.

This formula can be expressed mathematically as follows: Let X equal each county's taxpaying ability expressed in per cent of the state total, A equal "public utilities," B equal "farm products," C equal "motor vehicles," D equal "retail sales," and E equal "gainfully employed non-farm workers." Then the index of taxpaying ability for a county can be expressed as follows:

\[ X = .168A + .056B + .164C + .361D + .251E. \]

Table 58 shows the data on which this formula is based, the assessed valuation of each county expressed in per cent of the state total, and the index of taxpaying ability for each county expressed in per cent of the state's total taxpaying ability. The coefficient of correlation between "assessed valuation" and the calculated index of taxpaying ability is .988. Statistically speaking, this is a high relationship because a coefficient of 1.0 is the highest possible numerical value of the coefficient of correlation. Nevertheless, a comparison of each county's per cent of the assessed valuation of the state with its index of taxpaying ability as set forth in Table 58 shows some substantial variation. This table can be interpreted as follows: If a county's per cent of the total assessed valuation of the state is lower than its index
## TABLE 58
AN INDEX OF THE TAXPAYING ABILITY OF SOUTH CAROLINA COUNTIES COMPARED WITH TOTAL ASSESSMENTS

<table>
<thead>
<tr>
<th>County</th>
<th>Public Utilities</th>
<th>Per Cent of State Total</th>
<th>Total Assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Value of Farm Products</td>
<td>Gainfully Employed Non-Farm Workers</td>
<td>Value of Retail Sales</td>
</tr>
<tr>
<td>Abbeville</td>
<td>.7</td>
<td>.9</td>
<td>.8</td>
</tr>
<tr>
<td>Aiken</td>
<td>1.5</td>
<td>2.5</td>
<td>2.6</td>
</tr>
<tr>
<td>Allendale</td>
<td>.7</td>
<td>.8</td>
<td>.6</td>
</tr>
<tr>
<td>Anderson</td>
<td>3.3</td>
<td>3.5</td>
<td>3.9</td>
</tr>
<tr>
<td>Bamberg</td>
<td>1.2</td>
<td>1.2</td>
<td>.8</td>
</tr>
<tr>
<td>Barnwell</td>
<td>1.1</td>
<td>1.9</td>
<td>.8</td>
</tr>
<tr>
<td>Beaufort</td>
<td>.9</td>
<td>.8</td>
<td>1.0</td>
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<tr>
<td>Berkeley</td>
<td>1.5</td>
<td>.7</td>
<td>1.1</td>
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<td>Calhoun</td>
<td>.6</td>
<td>1.2</td>
<td>.7</td>
</tr>
<tr>
<td>Charleston</td>
<td>6.9</td>
<td>1.2</td>
<td>8.0</td>
</tr>
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<td>Cherokee</td>
<td>3.3</td>
<td>1.9</td>
<td>1.3</td>
</tr>
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<td>Chester</td>
<td>5.7</td>
<td>1.4</td>
<td>1.2</td>
</tr>
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<td>Chesterfield</td>
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<td>2.8</td>
<td>2.0</td>
</tr>
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<td>Clarendon</td>
<td>.4</td>
<td>2.8</td>
<td>1.1</td>
</tr>
<tr>
<td>Colleton</td>
<td>1.1</td>
<td>1.4</td>
<td>1.3</td>
</tr>
<tr>
<td>Darlington</td>
<td>1.6</td>
<td>3.5</td>
<td>2.0</td>
</tr>
<tr>
<td>Dillon</td>
<td>1.0</td>
<td>3.4</td>
<td>1.1</td>
</tr>
<tr>
<td>Dorchester</td>
<td>1.2</td>
<td>1.0</td>
<td>1.5</td>
</tr>
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1Source: State Tax Commission.
2Source: United States Census.
3Source: United States Census.
4Source: State Highway Department.
5Source: Sales Management Magazine.
6Source: United States Census.
of taxpaying ability, it is assessing its property at a lower per cent of its true value than the average county, but if a county’s per cent of the total assessed valuation is higher than its index, then it is assessing its property at a higher per cent of its true value than the state average.

Experience has shown that it is not necessary to recalculate annually the formula for determining taxpaying ability. The relative weights of the economic factors for a given state change slowly over the years. However, they should be recalculated every five years preferably. The index of taxpaying ability for each county should be recalculated annually as more recent data for the economic factors become available.

The use of the index described will make it possible for the state to determine equitably the minimum local tax effort for schools which should be required of each county. As pointed out previously, the use of such an index will make it impossible for a county to get more state aid by lowering its assessments, nor will a county be penalized in state aid if it raises its assessments.

**Appropriations for the Minimum Foundation Program**

It has been recommended that from 75 to 80 per cent of the cost of the foundation program should be provided from state funds and from 20 to 25 per cent of the cost from local funds. Assuming that South Carolina would elect to provide 80 per cent of the cost of the foundation program from state funds, the cost of the program could be calculated and the legislature could make one appropriation for the foundation program which would represent the difference between the total cost of the program and the local effort required. Some states follow this procedure. It has the advantage of simplicity. However, the state might find it desirable to set up separate appropriations for the different parts of the foundation program. For example, the legislature might find it desirable to set up on this basis separate appropriations for the following items: (a) teachers’ salaries other than vocational education, (b) vocational education, (c) transportation, (d) other current expenses, (e)
capital outlay. This method has the advantage of letting each member of the legislature know the amount being appropriated for each item and it might be better understood by some of the people of the state. It has the disadvantage of requiring more bookkeeping. Because of the advantages of this method, the legislature should itemize its appropriation bill for the foundation program as indicated.

With respect to the minimum required local tax effort to support the minimum foundation program, it is recommended that the legislature require the local tax-levying body of each county to levy directly a sufficient amount of county-wide taxes to provide the local effort required in each county according to its index of taxpaying ability. It is the responsibility of the legislature to guarantee that the children of every county have available to them an adequate minimum foundation program of education. However, if the people of a local unit want a richer educational program than is provided by the state's foundation program, and they are willing to pay additional local taxes for that purpose, they should not be prevented from going beyond the state's minimum foundation program.

Long-Term Financing of School Buildings

The Constitution of South Carolina limits indebtedness for schools to 8 per cent of the assessed valuation. Since property in South Carolina is assessed at a very low per cent of its true value, many boards of education find it impossible to finance many urgently needed school buildings. Furthermore, the children living in counties with a low per capita wealth are particularly discriminated against by the present limitation on the issuance of bonds and by the failure of the state to provide aid for school buildings. Therefore, South Carolina should amend its constitution so that county boards of education, subject to the approval of the state board of education, may be authorized to issue bonds in anticipation of annual state allotments provided in the foundation program for capital outlay and debt service. Such bonds should be issued to mature serially over a period not to exceed twenty years and the annual debt service on
such bonds in a county should not exceed the annual foundation program capital outlay allotment for that county. The state board of education should approve such bonds only when they are being issued to construct buildings where an unbiased survey shows that buildings are needed. Under this plan a county would pledge its annual foundation program allotment for capital outlay to the retirement of its bonds. However, in order to make bonds of this type marketable, it would be necessary to pledge that sufficient local ad valorem taxes would be levied to service such bonds in the event the state ever failed to pay its part of the foundation program allotment for capital outlay.

**RECOMMENDATIONS**

1. South Carolina should reorganize its plans of financing schools in accordance with the following standards:
   a. The plan of public school finance provided by the state should have as its objective guaranteeing to all children equal opportunity for education.
   b. The state plan should be designed to encourage efficient local organization and administration.
   c. The state should provide a program of finance that recognizes all essential elements of school costs.
   d. The state program should be financed jointly by state and local funds, with 75-80 per cent state funds, and 20-25 per cent local funds, on a state-wide basis.
   e. All local units should be required to make a uniform minimum tax effort for participation in state equalization funds, with consideration being given to variations in taxpaying ability of local units.
   f. Local units should be allowed to exceed the uniform minimum tax effort required in the state program in order to provide a more enriched program locally if the people so desire.
   g. The plan of financing should be flexible.

2. South Carolina should adopt the minimum foundation program plan of financing its schools under which the state will include in its minimum foundation program of education reasonable provision for all necessary elements of
school costs. From 75 to 80 per cent of the cost of this program should be financed from state funds and from 20 to 25 per cent of the cost should be provided from local taxes levied in the counties in proportion to taxpaying ability.

3. The minimum foundation program of education guaranteed throughout the state should include adequate provision for at least the following items: (a) instruction, (b) transportation, (c) current expenses other than instruction and transportation, and (d) capital outlay and debt service.

4. The minimum local tax effort required of each county for the support of the minimum foundation program should be determined by an index of taxpaying ability based upon economic factors beyond the control of local assessing bodies.

5. County boards of education should be permitted to levy local taxes for schools in addition to the required minimum tax effort if the people so desire. County boards of education should be authorized to place on the ballot by resolution a proposed supplementary tax levy to be voted upon by the people in the regular school election, such levy to remain until modified by a subsequent election.

6. A constitutional amendment should be adopted authorizing county boards of education on the approval of the state board of education to issue bonds in anticipation of foundation program allotments for capital outlay in order to construct necessary school plants.
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