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
SOUTH CAROLINA EDUCATION SURVEY COMMITTEE

John H. Martin, Chairman

E. W. Rushton, Vice-Chairman

Mrs. F. Clyde Helms, Secretary

STATE EDUCATIONAL SURVEY COUNCIL

George H. Aull

Paul Quattlebaum, Jr.

Mrs. Louise G. Carson

Miss Ruth M. Williams

William C. Lott

Mrs. Louise B. Wykes
The survey of public schools of South Carolina was undertaken by the Division of Surveys and Field Services of George Peabody College for Teachers, Nashville, Tennessee, at the invitation of the South Carolina Survey Committee. The complete report of the survey is published in a volume entitled *Public Schools of South Carolina*. The South Carolina Education Survey Committee has had this digest prepared to give circulation to some of the more significant findings and recommendations appearing in the full report. It is hoped that the reading of the digest will stimulate the reading of the complete report.

The digest focuses attention upon significant facts and important problems of public schools in South Carolina, sketches briefly some of the findings included in the report, and presents a complete summary of recommendations. It is impossible to deal adequately with a comprehensive and detailed report in a digest. This brief presentation should, therefore, be considered merely as an introduction to the full report.

The survey report reflects the thinking of South Carolinians on the educational problems of the state, and the proposed recommendations represent solutions to 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 names of the
hundreds of South Carolinians participating in the survey appear in the full report. The professional staff who gave direction to the survey and served as consultants to the committees include: (1) J. B. White, Associate Director, Division of Surveys and Field Services, George Peabody College for Teachers, Nashville, Tennessee, who served as Resident Director of the Survey; (2) John A. Dotson, Director, Division of Teacher Education, Emory University, Atlanta, Georgia; (3) Kate Wofford, Head Professor, Elementary Education, University of Florida, Gainesville; (4) Kenneth R. Williams, Director, Educational Advisory Staff, Air University, Maxwell Air Force Base, Montgomery, Alabama; (5) M. D. Mobley, Director, Vocational Education, State Department of Education, Atlanta, Georgia; (6) Henry Harap, Associate Director, Division of Surveys and Field Services, George Peabody College for Teachers, Nashville, Tennessee; (7) Edgar L. Morphet, Associate Director, Research Study on Education, The Council of State Governments, Chicago, Illinois; (8) W. D. McClurkin, Professor of School Administration, George Peabody College for Teachers, Nashville, Tennessee; (9) Ralph W. Cherry, Professor of School Administration, University of Kentucky, Lexington; (10) John E. Marshall, Director, Research and Schoolhouse Planning, State Department of Education, Charleston, West Virginia; (11) E. Glenn Featherston, Specialist for Pupil Transportation, United States Office of Education, Washington, D. C.; (12) John O. Gross, Secretary, Department of Educational Institutions, Board of Education of the Metho-
dist Church, Nashville, Tennessee; and (13) R. L. Johns, Director, Division of Field Studies, University of Florida, and Research and Field Studies Specialist, Florida State Department of Education, Tallahassee.

The General Assembly of 1947 is to be commended for realizing the importance of having made at this time a comprehensive analysis of the public schools of South Carolina. The committees of South Carolina citizens and the consultants who made the survey hope that the recommendations submitted may prove helpful in the reorganization and redirection of the educational program of the state. In making recommendations, they have considered the chief educational responsibility of the State of South Carolina to be the development of an educational program that will contribute maximally to the growth and development of children, youth, and adults, and to the improvement of community living.

October, 1948
WHAT ARE SOUTH CAROLINA’S EDUCATIONAL NEEDS?

As expressed by children and youth:

“We need more help on how to study.”

“I want to be something and somebody when I grow up. I don’t know yet what I’m going to be. I need some help.”

“I think the school should have more health and less history, because health is more important to us than history.”

“There ought to be more subjects that we can take. Some of my friends who have gone to college have found that they needed many things which they should have studied in high school.”

“It seems to me that vocational training should be tied in with such subjects as English and math.”

“I think something should be done about serving hot lunches, because the canteen sells only candy and it is very harmful to the teeth.”

“I wish we had some opportunities for music and art appreciation. We don’t get it in our classrooms, and besides, our building is ugly and dirty.”

“Teach us not to be too dependent.”

“If we had a class on education for married life, we might understand better the responsibilities and importance of married life, and not have so many divorces.”

S

HOULD NOT THE SCHOOLS GIVE CHILDREN AND YOUTH THE EXPERIENCES THEY NEED AND WANT?
As expressed by parents:

"The children need plenty of reading, writing, and arithmetic."

"Children need the ability to solve common everyday problems."

"Schools should equip children to make a decent living and to be economical."

"Teach them to love the beautiful in music, art, and singing."

"Health should be given attention through the hot lunch program, a satisfactory heating system, and proper lighting."

"I believe that pupils should be given regular physical examinations."

"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, cooperation. They sometimes feel that they are left out, unwanted. I think they need to get a feeling of their own importance."

"A course in social conduct, including personal appearance, habits, home and community responsibilities, and sex, is needed."

"We need trained personnel to give our children the proper guidance in their leisure time and social activities."

PARENTS SUPPORT THE SCHOOLS. ARE THE SCHOOLS DOING WHAT PARENTS BELIEVE THEY SHOULD?
No one knows how many children are not in school.

South Carolina has no complete school census. A sample census shows that

- 6 per cent of the white children are not enrolled.
- 8 per cent of the Negro children are not enrolled.

If this is typical, then

- 15,950 white children were out of school in 1947-48.
- 17,500 Negro children were out of school in 1947-48.

And besides, of the children enrolled

- 1 out of 6 white children was absent each day.
- 1 out of 5 Negro children was absent each day.

This means that in South Carolina 1 out of 4 is absent or not enrolled.

EVERY DAY 100,000 BOYS AND GIRLS ARE OUT OF SCHOOL—ABSENT OR NOT ENROLLED.
Why do some children stay out of school?

A survey of three communities shows us why children stay out of school:

<table>
<thead>
<tr>
<th>Reason</th>
<th>White</th>
<th>Negro</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Not interested in school</td>
<td>62</td>
<td>29</td>
<td>91</td>
</tr>
<tr>
<td>Work for pay</td>
<td>20</td>
<td>41</td>
<td>61</td>
</tr>
<tr>
<td>Illness</td>
<td>23</td>
<td>21</td>
<td>44</td>
</tr>
<tr>
<td>Kept at home to work</td>
<td>14</td>
<td>27</td>
<td>41</td>
</tr>
<tr>
<td>Clothes unsuitable for school</td>
<td>21</td>
<td>21</td>
<td>21</td>
</tr>
</tbody>
</table>

The main reason seems to be that school is not interesting to many boys and girls.

When schools meet the needs and interests of boys and girls, attendance is not a problem.
ARE THE ELEMENTARY SCHOOLS OF SOUTH CAROLINA GOOD SCHOOLS?

Here are some facts about 130 elementary classrooms visited by members of the survey group.

<table>
<thead>
<tr>
<th>Description</th>
<th>White</th>
<th>Negro</th>
</tr>
</thead>
</table>
| Formal, dull, uninteresting  
(very poor) | 43.2  | 55.0  |
| Somewhat colorful, effort made  
to make school work interesting,  
but procedures poor (poor) | 42.0  | 28.6  |
| Room attractive, pupils interested,  
but emphasis on achievement rather  
than child growth (average) | 2.5   | 8.2   |
| Teacher understands good school  
practices and follows them fairly  
well. Emphasis on all-round  
development of children. Usable  
equipment (fairly good) | 7.4   | 8.2   |
| Acceptable teaching practices highly  
developed. Children interested and  
learning. Emphasis on individual  
growth of the child. Many different  
types of experiences provided. Pupils  
relaxed and happy. Excellent equip-  
ment (excellent) | 4.9   | 0.0   |

SOUTH CAROLINA'S CHILDREN ARE ITS MOST IMPORTANT ASSETS. THEY DESERVE BETTER SCHOOLS.
In South Carolina—

2 out of every 15 children who enroll in the first grade complete high school.

In the Nation—

4 out of every 15 children who enroll in the first grade complete high school.

More Negro children leave school than white children in South Carolina. Here are the facts by race and sex:

White: 1 out of 4 boys and 1 out of 3 girls who enroll in the first grade complete high school.

Negro: 1 out of 30 boys and 1 out of 14 girls who enroll in the first grade complete high school.

The well being of a state is endangered when many of its children are not in school.
Do South Carolina's High Schools Meet the Needs of Youth?

High schools should be large enough to offer a variety of courses. Since many high school graduates do not go to college, they need courses in high school to help them live happy and useful lives.

84 per cent of our high schools for white youth are below standard size.

72 per cent of our high schools for Negro youth are below standard size.

<table>
<thead>
<tr>
<th>Enrollment in High School</th>
<th>White Number</th>
<th>White Per Cent</th>
<th>Negro Number</th>
<th>Negro Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>100 or fewer</td>
<td>128</td>
<td>41.0</td>
<td>9</td>
<td>15.5</td>
</tr>
<tr>
<td>101 - 300</td>
<td>133</td>
<td>42.6</td>
<td>33</td>
<td>56.9</td>
</tr>
<tr>
<td>301 - 800</td>
<td>43</td>
<td>13.8</td>
<td>13</td>
<td>22.4</td>
</tr>
<tr>
<td>801 or more</td>
<td>8</td>
<td>2.6</td>
<td>3</td>
<td>5.2</td>
</tr>
</tbody>
</table>

A high school should have at least 300 pupils before it can support enough teachers to offer most of the courses youth need.

Most of South Carolina's high schools are too small to offer a broad education.

South Carolina needs more large high schools to serve better its boys and girls.
Let's look at the facts.

About the same percentage of boys and girls take English, history, general science, and mathematics in both small and large high schools. All schools require these courses.

In small high schools—

Fewer electives are offered.

Fewer courses are offered in the fine arts or language arts.

The educational program is narrow and limited.

All pupils usually take the same courses regardless of individual needs and interests.

In large high schools—

4 to 20 times as many pupils take subjects in the fine arts, chemistry, physics, biology, and vocational subjects as in small schools.

The educational program is broad and varied.

Each pupil may select from a wide variety of electives.

Courses are given to meet individual needs and interests.

HIGH SCHOOLS SHOULD BE LARGE ENOUGH TO MEET THE NEEDS AND INTERESTS OF ALL YOUTH.
In 1940, 34 per cent of South Carolina's adults twenty-five years old or older had not completed more than four grades in school. Thus South Carolina ranked next to the bottom in the nation.

<table>
<thead>
<tr>
<th>State</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Florida</td>
<td>18.5</td>
</tr>
<tr>
<td>Tennessee</td>
<td>21.7</td>
</tr>
<tr>
<td>North Carolina</td>
<td>26.2</td>
</tr>
<tr>
<td>Georgia</td>
<td>30.1</td>
</tr>
<tr>
<td>South Carolina</td>
<td>34.7</td>
</tr>
<tr>
<td>Louisiana</td>
<td>35.7</td>
</tr>
</tbody>
</table>

South Carolina has provision for adult education on the state level, but it does not extend down into many of the school systems. Each school must have an active program before any great improvement can be made in adult education.

Can a democracy work when one-third of the adult population is functionally illiterate?
In 1946-47
41,055 youth were enrolled in vocational courses.
88,867 adults were enrolled in vocational courses.

Enrollment by Subject Areas

<table>
<thead>
<tr>
<th></th>
<th>Agriculture</th>
<th>Home Economics</th>
<th>Trades</th>
<th>Distributive Education</th>
</tr>
</thead>
<tbody>
<tr>
<td>All-day classes</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(youth)</td>
<td>7,931</td>
<td>24,614</td>
<td>2,586</td>
<td>403</td>
</tr>
<tr>
<td>Part-time classes</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(out-of-school youth)</td>
<td>2,360</td>
<td>2,189</td>
<td></td>
<td>972</td>
</tr>
<tr>
<td>Evening classes</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(adults)</td>
<td>48,299</td>
<td>36,836</td>
<td>718</td>
<td>3,014</td>
</tr>
</tbody>
</table>

ALSO

Through vocational departments in public schools, South Carolina provides educational and service facilities for many communities.

These include:
236 school-community canning plants
101 school farm shops
44 potato curing houses
10 creosote vats

BUT

Most small high schools in the state cannot offer vocational training. Thousands of youth do not get the type of vocational education they need.

SOUTH CAROLINA HAS AN OBLIGATION TO SATISFY THE VOCATIONAL NEEDS OF ITS YOUTH AND ADULTS.
WHAT OBSTACLES STAND IN THE WAY OF BETTER VOCATIONAL EDUCATION?

Here are some of the difficulties in providing an adequate program of vocational education:

Small high schools do not have the money

Heavy teaching load of vocational teachers—difficult to give individual attention

Lack of adequate instructional materials

Lack of shop and laboratory equipment

Short class periods

Lack of adequate guidance services for young people

Lack of a satisfactory provision for trades and industrial schools to serve wide areas.

THE STATE MUST OVERCOME THESE DEFICIENCIES IN THE PRESENT VOCATIONAL EDUCATION PROGRAM.
How well are our elementary teachers trained?

Here are some facts about the teachers in South Carolina’s elementary schools in 1947-48:

<table>
<thead>
<tr>
<th>Size of School</th>
<th>Per Cent of Teachers Who Are College Graduates</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-teacher</td>
<td>White: 27.0  Negro: 9.4</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>2-4 teachers</td>
<td>White: 35.6  Negro: 23.3</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>5-10 teachers</td>
<td>White: 57.7  Negro: 51.5</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>11 or more teachers</td>
<td>White: 79.5  Negro: 61.5</td>
</tr>
</tbody>
</table>

In 1-teacher schools, 1 out of 6 white teachers has an A-grade certificate.

In schools with 11 or more teachers, 1 out of 2 white teachers has an A-grade certificate.

Four times as many teachers in the larger elementary schools for Negro children have A-grade certificates as in the smaller schools.

Thus, the larger the school, the better trained are its teachers.

The qualifications of teachers may determine the quality of instruction our children have.
In South Carolina high schools
6.6 per cent of the white teachers are not college graduates.
7.7 per cent of the Negro teachers are not college graduates.

But many teachers have more than the required training. Some of the teachers have master's degrees. Here are some facts about teachers in South Carolina's high schools in 1947-48:

<table>
<thead>
<tr>
<th>Size of School</th>
<th>Per Cent of Teachers Who Have Master's Degrees</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>White</td>
</tr>
<tr>
<td>2-4 teachers</td>
<td>5.2</td>
</tr>
<tr>
<td>5-10 teachers</td>
<td>7.8</td>
</tr>
<tr>
<td>11 or more teachers</td>
<td>18.1</td>
</tr>
</tbody>
</table>

In 2- to 4-teacher schools, 1 out of 2 white teachers has an A-grade certificate.

In schools with 11 or more teachers, 7 out of 10 white teachers have an A-grade certificate.

Three times as many teachers in the large high schools for Negroes have A-grade certificates as in the small schools.

Thus, the larger the school, the better trained are its teachers.

**Teachers in small high schools should be as well trained as teachers in large high schools.**
In 1947-48 teachers' salaries* averaged

- $1,637 in South Carolina
- $1,869 in the South
- $2,550 in the Nation

Let's look at average salaries paid in some of the southern states:

- Texas $2,600
- Florida 2,550
- Virginia 2,050
- North Carolina 1,950
- Oklahoma 1,950
- Alabama $1,800
- Georgia 1,650
- South Carolina 1,637
- Kentucky 1,600
- Arkansas 1,500

Better salaries for teachers could

- Keep our good teachers at home
- Bring good teachers into the state
- Help meet the teacher shortage.

*estimated

SOUTH CAROLINA MUST PAY BETTER SALARIES IN ORDER TO ATTRACT AND TO RETAIN BETTER TEACHERS.
Good leadership and supervision can make for effective educational activities

Let's look at the vocational education program:
South Carolina is nearly on top when ranked with other states.
Good leadership is provided by the state department of education.
Good supervisors work directly with vocational teachers.

Let's look at the school lunch program:
South Carolina has a supervisory staff in the state department, and one or more lunchroom supervisors in each county of the state.
As a result
40 per cent of the children enrolled in South Carolina schools are served lunches.
While only
20 per cent of the children enrolled in schools of the nation are served lunches.

With the leadership of Jeanes supervisors, classroom practices in rural schools for Negro children ranked higher than rural schools for white children.
With the leadership of well trained principals and city supervisors, classroom practices in city schools for white children ranked higher than those for Negro children.

Money invested in leadership pays dividends—both in savings and in pupil learning.
The state superintendent of education should be the best qualified educational leader in the state. Popular election does not guarantee that he will. Why?

No qualifications are required for this position.
The salary must be kept in line with other political offices.
Many capable educators will not put on a political campaign.
Political affairs frequently prevent the exercise of strong leadership.

The state superintendent is the executive officer of the board of education. But he is not responsible to the board, since he is not elected by the board.

The superintendent may or may not carry out policies of the board. A rift between the two could block educational progress indefinitely.

No other business is operated in this manner. The president of a corporation is elected by the board of directors, not by stockholders.
The state constitution says:

School districts are not to be larger than 49 square miles nor smaller than 9 square miles in area,

but . . .

More than half the counties have found it necessary to be exempted from this provision by special amendment.

The state constitution says:

Public schools are for children between the ages of 6 and 21,

but . . .

State laws say we can have kindergartens and junior colleges.

How can we have them if they are unconstitutional?

The state constitution says:

The bonded indebtedness of a school district shall not exceed 8 per cent of the assessed valuation.

but . . .

By 1942, 10 counties and 29 school districts or cities had been exempted from this section by special amendment.

The present constitution does not provide for a satisfactory system of education.
Nearly every major school law has provisions which exempt certain counties or districts from its regulations.

In the 1942 School Laws for South Carolina:

- 100 pages are devoted to general school laws.
- 268 pages are devoted to special acts for individual counties or districts.

South Carolina has more local legislation for schools than any state in the nation.

If a law is sound and properly prepared, it should apply to all alike. There should be no need for local exemptions.

State school law should apply alike and without exception to all school districts.
HOW DOES SOUTH CAROLINA RANK WITH OTHER SOUTHERN STATES IN NUMBER OF SCHOOL DISTRICTS?

South Carolina, a small state, has more school districts than any of its neighbors. 

<table>
<thead>
<tr>
<th>State</th>
<th>Number of School Districts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alabama</td>
<td>107</td>
</tr>
<tr>
<td>Florida</td>
<td>67</td>
</tr>
<tr>
<td>Georgia</td>
<td>215</td>
</tr>
<tr>
<td>Kentucky</td>
<td>246</td>
</tr>
<tr>
<td>North Carolina</td>
<td>172</td>
</tr>
<tr>
<td>South Carolina</td>
<td>1,680</td>
</tr>
<tr>
<td>Tennessee</td>
<td>151</td>
</tr>
<tr>
<td>Virginia</td>
<td>124</td>
</tr>
<tr>
<td>West Virginia</td>
<td>55</td>
</tr>
</tbody>
</table>

Small districts and small schools do not provide the best schools for boys and girls.

CAN SOUTH CAROLINA AFFORD TO KEEP ITS OUT-OF-DATE SYSTEM OF MANY SMALL SCHOOL DISTRICTS?
Small districts do not provide:

- Adequate building and equipment
- Library services
- Lunch programs
- Adequate vocational offerings
- Health services
- Guidance
- Varied learning experiences
- Adequate supervision
- The best trained teachers
- Music and art

Small districts handicap educational progress:

The majority of South Carolina school districts are too small to operate schools economically.

Small schools have fewer services, yet cost more per pupil than large schools.

60 per cent of the public schools in South Carolina are 1- and 2-teacher schools.

3 out of every 4 school districts are too small to operate a high school.

School districts should be large enough to maintain economically a broad educational program.
A County Board of Education—

Is in charge of the education of all children and youth in the county.

Sets policies for employing school personnel.

Manages business affairs of the schools.

Works with local groups to keep the operation of each school close to the people.

Employs a competent school executive to head the schools of the county.

Runs the county school transportation system; buys equipment at wholesale prices; keeps routes from overlapping; cuts unit cost.

Provides health, library, and guidance facilities.

Can the small school district perform these functions as effectively as the county unit?
Of 3,589 schools inspected
1,852 had an approved water supply
541 had no water on the school ground
2,413 had approved sewage disposal
256 had no method of sewage disposal.

THUS ONLY

57 per cent of the schools had approved water supply
67 per cent of the schools had approved sewage disposal.

ALSO

The typical small school—
Is heated with an unjacketed stove
Is in poor repair
Has no hot lunch program
Has outdoor toilets—many unsanitary
Is poorly located.

SHOULD OUR CHILDREN BE EXPECTED TO ATTEND SCHOOLS THAT HAVE NO WATER—NOT EVEN SANITARY TOILETS?
How can we have satisfactory school buildings?

State supervision of all school buildings and maintenance should result in—

- Better school location
- Better standards for school buildings and sites
- Better schools built with regard for safety, lighting, economy, educational use, sanitation, health of pupils, beauty
- Proper plant operation and maintenance
- Sound planning procedures so that all major needs are met
- Sound financing of building costs
- Provision for consultant service to local school boards

South Carolina has recently re-established a division of schoolhouse planning.

The state cannot afford to be without the leadership of school building specialists.
There is no central supervision of the program.

Each school district runs its own busses. Retail prices are paid for busses, repairs, and gasoline.

No purchases or contracts are made at the state level.

Some busses are publicly owned; some are privately owned.

Bus routes often overlap.

District operation results in confused policies, poor supervision, and expensive buying and repairing.

THE SUPERVISION OF PUPIL TRANSPORTATION IS INADEQUATE BOTH AT THE STATE AND LOCAL LEVELS.
How much does school transportation cost?

In 1946-47 South Carolina spent:

$28.38 for each child who rode to and from school on a contract bus—privately owned.

$19.20 for each child who rode to and from school on a publicly owned bus—district owned.

This amounts to 3 million dollars a year.

But North Carolina spends only

$14.00 per child for school transportation—state owned.

Why does transportation cost South Carolina more?

South Carolina's system of public school transportation is a poorly managed business.
How does South Carolina rank with Southern states in support of public schools?

In 1944-45 only four states in the South spent less than South Carolina spent per pupil for public education.

Let's take a look at South Carolina's rank among some of the 14 southern states:

<table>
<thead>
<tr>
<th>State</th>
<th>Rank</th>
<th>Current Expenditure Per Pupil</th>
</tr>
</thead>
<tbody>
<tr>
<td>Texas</td>
<td>1</td>
<td>$102.46</td>
</tr>
<tr>
<td>Florida</td>
<td>4</td>
<td>94.55</td>
</tr>
<tr>
<td>Kentucky</td>
<td>7</td>
<td>80.94</td>
</tr>
<tr>
<td>North Carolina</td>
<td>9</td>
<td>69.71</td>
</tr>
<tr>
<td>South Carolina</td>
<td>10</td>
<td>65.17</td>
</tr>
<tr>
<td>Mississippi</td>
<td>14</td>
<td>44.80</td>
</tr>
</tbody>
</table>

The southern average is $76.95. The United States average is $125.41.

Do South Carolina's children deserve the same opportunities as those of her neighbors?
WHERE DO WE GET THE MONEY TO RUN OUR SCHOOLS?

Federal government .......................... 6%
State government ........................... 63%
Local funds ................................. 31%

In 1932-33 about 75 per cent of the school's funds came from local sources.

Nearly all increases in school revenue since that year have come from state and federal sources.

Many local school districts cut their appropriations every time the state raises its appropriation. Tax levies vary from 0 mills to 50 mills in different systems. This variation in local support does not provide equal educational opportunities.

STATE SUPPORT SHOULD BE GIVEN ON CONDITION THAT THE LOCAL DISTRICT MAKE A MINIMUM EFFORT.
Can South Carolina Afford to Spend More for Schools?

Compare some of South Carolina’s expenditures for 1947-48:

For schools (estimated current expense) . . . $34,500,000

For hard liquor (wine and beer not included) 40,000,000

For cigarettes (other forms of tobacco not included) 29,000,000

South Carolina spent twice as much for liquor and cigarettes as it did for the education of its boys and girls.

South Carolina can and should spend as much for its schools as it does for luxuries.
Local school districts and counties depend upon property tax for support of schools.

There is a great difference in the ability of counties to support schools. To illustrate:

Richland County has about six times the wealth per pupil that Clarendon County has.

$1,690 is the average assessed valuation per pupil in the ten counties of the greatest wealth.

$682 is the average assessed valuation per pupil in the ten counties of the least wealth.

So the people in the ten counties of the least wealth must pay a tax rate $2\frac{1}{2}$ times higher than the people in the ten counties of the greatest wealth for the education of each child.
South Carolina has seven special institutions. Three of these are administered by the same board, but the other four have separate administrative boards.

<table>
<thead>
<tr>
<th>School</th>
<th>Administrative Board</th>
</tr>
</thead>
<tbody>
<tr>
<td>Home for Cripple Children</td>
<td>State Board of Health</td>
</tr>
<tr>
<td>Industrial School for White Boys</td>
<td>Industrial School Board</td>
</tr>
<tr>
<td>Industrial School for White Girls</td>
<td>Industrial School Board</td>
</tr>
<tr>
<td>John G. Richards School for Negro Boys</td>
<td>Industrial School Board</td>
</tr>
<tr>
<td>School for the Deaf and Blind</td>
<td>Board of Five Commissioners</td>
</tr>
<tr>
<td>State Training School</td>
<td>Board of Regents</td>
</tr>
<tr>
<td>John de la Howe School</td>
<td>Board of Seven Trustees</td>
</tr>
</tbody>
</table>

The responsibilities and duties of the schools overlap. Often children are misplaced in one institution and should be transferred to another.

Central control would increase the value of these special schools.

**SHOULD THESE SPECIAL SCHOOLS BE PLACED UNDER THE GENERAL SUPERVISION OF ONE BOARD?**
Is South Carolina Meeting the Health Needs of Its School Children?

Only a few schools give health examinations.

Here are the facts from 150 schools for white children and 136 schools for Negro children:

<table>
<thead>
<tr>
<th>Type of examination or test</th>
<th>Per cent of schools not giving examinations</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>White</td>
</tr>
<tr>
<td>Medical examination by physician</td>
<td>65</td>
</tr>
<tr>
<td>Dental examination</td>
<td>62</td>
</tr>
<tr>
<td>Chest X-ray</td>
<td>68</td>
</tr>
<tr>
<td>Tests for hookworm and other parasites</td>
<td>82</td>
</tr>
<tr>
<td>Vision test</td>
<td>45</td>
</tr>
</tbody>
</table>

Large schools provide more health examinations than small schools:

19 per cent of the small schools provide physical examinations.

52 per cent of the large schools provide physical examinations.

The health of our children must be safeguarded. Healthy children are happy children.
PUBLIC EDUCATION IN SOUTH CAROLINA

The people of South Carolina are anxious to provide educational opportunities which will meet the needs of children, youth and adults. Several thousand parents, teachers, and pupils were given an opportunity to express what they consider the educational needs. According to their statements, the people believe that the schools should provide an environment and an instructional program:

- That maintains or improves mental and physical health
- That teaches the fundamentals of learning and of communication
- That increases the love of the beautiful and the desires and skills to increase beauty
- That contributes to civic competence in a democratic society
- That trains for economic and vocational efficiency
- That emphasizes personal living, character, and realization of highest personal possibilities.

The following pages present a summary of an evaluation of the school program of the state, indicating to what extent the program is meeting the needs of children, youth, and adults, and recommendations for changes which will result in a school program that will meet these needs in a more adequate manner.

ELEMENTARY AND EARLY CHILDHOOD EDUCATION

Members of the committee on elementary education were in 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.

The instructional practice observed in the elementary schools was evaluated by the Morrison-Ruegssegger Scale for
Rating Elementary School Practice. One hundred and thirty classrooms were rated by this scale, which is built upon evaluation of the classroom according to the characteristics of a good school. The lowest possible score to obtain in the scale is 1.0 and the highest is 5.0. In South Carolina, 43.2 per cent of the classrooms attended by white children and 55 per cent of those attended by Negro children were ranked in the lowest category, with scores between 1.0 and 1.4. The average score for the classrooms for white children was 1.77; for classrooms for Negro children it was 1.70. On the whole, classrooms rated this low in the scale are not considered places in which children can best learn and grow.

In 1946-47, only 83.9 per cent of the white children and 77.8 per cent of the Negro children in the state were in average daily attendance. With 16.1 per cent of the white children and 22.2 per cent of the Negro children absent from the elementary school each day, there is small wonder that illiteracy continues to be a major educational problem in South Carolina. In addition, many children are not even enrolled in school.

Of the three schools in the attendance study, the two-room rural school attended by white children has the largest percentage of children not enrolled. Lack of interest in school is given most often as the reason for non-enrollment by white children. The need to work is the reason most often given by Negro children.

Retardation is also a problem in the elementary school. In 1946-47 nearly one child out of eight in the elementary grades was required to repeat the grade he was in because he did not reach an arbitrary standard of school achievement in a given time. More than two-thirds of the children who entered the first grade in 1939-40 failed to enter the eighth grade in 1946-47. Retardation and dropping out of school account for most of this pupil loss.

Closely allied with the problem of retardation is that of the over-age pupil. As a rule, it is the over-age pupil who finds school work uninteresting, who becomes easily discour-
aged, and who is likely to drop out of school. In the schools for white children, 17.7 per cent of the pupils in Grades 1-8 are over-age for their grades. In the schools for Negro children the problem is even more serious, with 37.6 per cent of the children in grades 1-7 too old for the grades in which they are enrolled. Over-agedness, like retardation, seems closely allied with irregular attendance and failure in school achievement, especially in the field of reading.

The achievement of children in school subjects, when tested by standardized tests, is one way of measuring the effectiveness of a school. The results of achievement tests given in three counties in South Carolina reveal interesting data. In only a few cases do any of the groups tested reach the national norms. Achievement of children in 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. White pupils in large schools show a higher level of attainment than pupils in small schools, although Negro pupils in small schools tend to show a higher level of attainment than Negro pupils in large schools. Achievement of Negro pupils consistently falls below that of white pupils. 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 preservice 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 an adequate lunch program which provides not only proper feeding of children but also experiences for the promotion of good health habits and social practices.

13. Promotion policies should be based upon principles of child development rather than upon arbitrary standards of achievement. Generally children should be grouped chronologically and should progress uninterrupted 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 handi-
capped and home-bound children should be developed and in-
stituted as soon as possible. Itinerant teachers or some form
of home education should be made available to those children
not enrolled in school because of physical handicaps or illness.

18. School attendance laws should be examined, strength-
ened, 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 prob-
lems 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 inter-
esting 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 educa-
tion. 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 chil-
dren 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.

SECONDARY AND CONTINUING EDUCATION

A comparison between the number of children enrolled in
high school and the approximate number of children of high
school age indicates that 40.8 per cent who should have been
enrolled in secondary schools of South Carolina were not so en-
gaged in 1946-47. Attendance, as well as enrollment, 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. A third measure of the success of the school program is the extent to which pupils continue in school. When a study is made of the number of pupils who withdraw between entrance in the first grade and completion of high school, it is found that the following numbers complete high school: one Negro boy out of thirty, one Negro girl out of fourteen, one white boy out of four, and one white girl out of three. For the nation, four out of every fifteen children who enroll in the first grade complete high school. The holding power of small high schools in South Carolina is particularly weak. In high schools with fewer than 101 pupils, the senior class has an enrollment only 34.5 per cent as large as the freshman class; in large high schools, the senior class has an enrollment 72.6 per cent as large as the freshman class.

The state board of education is to be congratulated for having established high school graduation regulations that are among the most liberal in the United States. Absence of hampering regulations is fully beneficial, however, only when local planning is good. In a majority of the high schools of South Carolina there appears to be no underlying philosophy in the educational program, and little cooperative study by the faculty and students of objectives. "Lock-step" instruction is the typical pattern.

An effective program of secondary education must maintain a proper balance between those basic areas which every student should be required to study, and those electives necessary to meet unique needs of individuals. A single core program with electives is a more economical way to provide such a balance than the parallel development of such programs as college preparatory, commercial, and general. In South Carolina both large and small schools offer English, history, general science, and mathematics. The picture changes completely for such subjects as art, music, speech, vocational subjects, and the more special-
ized subjects such as chemistry, physics, and biology. In schools with an enrollment of more than 800, the percentage of students taking music is four times that in schools with an enrollment of fewer than 300. In commercial subjects, students in small schools either have no opportunities, or are offered only one basic skills course, such as typing. It is apparent that schools with an enrollment of fewer than 300 students find it impossible to offer a broad program.

In a few high schools of South Carolina a well developed extra-curricular program is becoming an integral part of the instructional program. All school leaders should work toward this goal.

In a majority of the schools, methods of teaching have tended to make the student a passive receiver of information. In many high schools, students in the eleventh and twelfth grades are as dependent on the teacher as pupils in the seventh and eighth grades. One or two instances were observed in which teachers use methods which encourage growth in student competencies.

In South Carolina 67 per cent of the high schools have libraries. Many of these, however, are inadequate both in physical facilities and in library service. The fact that 18 per cent of the financial support for high school libraries comes from gifts indicates that the state, county, city, and local school districts have not assumed responsibility for public support of the library. Other instructional aids, such as films, slides, charts, graphs, radio, and the like, are found in most high schools with an enrollment of more than 300, but are almost completely lacking in the small high schools.

With the exception of three large high schools, organization for guidance of pupils is almost non-existent in the counties selected for observation. In approximately one-fourth of the schools, the homeroom teacher is expected to provide guidance. Usually, however, the time provided is so short that the homeroom period is little more than a device for securing attendance records. Only 38 per cent of the high schools for white youth
and 33 per cent of the schools for Negroes give intelligence tests. Approximately one-third of the schools give achievement tests.

The adult and continuing education program for South Carolina is not entirely a secondary school program, but it should receive its leadership from the secondary school staff. In response to the demand for adult education, civic education centers have developed over the state. 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. Another unique development in adult education is the Opportunity School which was opened in 1947 for persons over sixteen who did not complete high school, and as an adult education center for conferences dealing with education, health, and social welfare. During the first seven months of operation 231 pupils were enrolled in formal courses, and more than 1,200 persons attended conferences and workshops.

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 may 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 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 interest 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 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.

**Vocational Education**

South Carolina has made a splendid record in vocational education with the limited funds available for this purpose. Three out of four pupils enrolled in vocational education are in part-time or evening classes. Leaders in vocational education are agreed that the most effective and most 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. However, this record should not be interpreted to mean that the program is adequate to meet total needs. There are many schools with no programs of vocational education, or with inadequate programs. The survey reveals that vocational education should be greatly expanded. This expansion, however, should come gradually over a period of approximately ten years. This is necessary in order to insure adequate facilities and well-trained, efficient personnel for carrying on the program.

South Carolina ranks at or near the top in the nation in providing vocational agricultural education service for its people. During 1946-47 vocational agriculture teachers, with some assistance from home economics 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. The agricultural teachers in most of the schools are carrying a heavy load, with classes for both in-school and out-of-school groups, as well as the operation of these community facilities. Probably the greatest hindrance to effective classroom instruction is the inadequate supply of instructional materials and teaching aids. The inadequate supply of agricultural bulletins is inexcusable, since most of these can be obtained free of charge.

In a great majority of the schools the amount of equipment and space for home economics is inadequate. This important phase of education in many schools is offered for only one or two years. Of the schools for white youth, 5 schools offer only one year of home economics education; 132 schools two years; 93 schools three years; and 18 schools four years. Of the schools for Negroes, 10 offer only one year of home economics education; 82 schools two years; 34 schools three years; and 8 schools four years. In a large percentage of the schools sixty minute periods
are scheduled for home economics. This length of period is interfering with efficient and effective instruction. It is most desirable to have periods of at least ninety minutes in length.

The quality of instruction being given in trades and industrial classes is high. However, there is much need for greatly expanding South Carolina's program of vocational education in this field. Much of this expansion should come through the development of area vocational schools under the control of local school authorities. Proper safeguards should be established to prevent unwarranted development of area vocational schools. The state should provide special support for these schools in order to help bear the instructional cost of pupils living outside of the jurisdictional area of the school.

South Carolina's program in distributive education also needs expansion. The present program, although limited, is being conducted in a very effective manner. Additional itinerant teachers are especially needed.

It is most important that the expansion in vocational education be planned in keeping with the occupational needs and interests of the people. This means that occupational guidance must play an important and functioning part of vocational education. In order to make sound progress in this field of service, more attention must be given for in-service training for persons engaged in this field of work. Teacher training institutions should also be encouraged to offer pre-employment training in occupational guidance to persons planning to enter this field.

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 materials 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.

THE SCHOOL PERSONNEL

The level of preparation of South Carolina teachers compares favorably with other states. The educational status of teachers has improved since 1946. During the past two years, the number of white teachers holding a bachelor's degree has increased by 134; the number of Negro teachers holding bachelor's degrees 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.
In general, the teaching corps in South Carolina is a mature group. The median age of white teachers is thirty-eight years, and the median age of Negro teachers is thirty-three years. The median white teacher has about ten years of teaching experience; the median Negro teacher has a little more than eight years of experience. Approximately two-thirds of the teachers have not reached the limit of the annual increments provided in the state salary schedule. This means that many teachers will continue to take extension work and attend summer schools in order to qualify for the highest salary bracket. Thus a challenge is offered to the institutions of higher learning and to the teachers to make this in-service experience a definite means for improving the quality of instruction.

Data gathered from six representative counties indicate that the typical teacher serves 3.4 years in one position. This short tenure reflects the lack of stability of the teaching personnel in the state.

The superintendents recognize the serious need for trained supervisors. Teachers are attending summer schools and taking extension courses, but the general program of in-service education of teachers is without direction at the present time. A director of instruction in each county could do much to help teachers and superintendents plan a coherent program of professional training.

Provisions for teacher welfare have improved in recent years. South Carolina has a fairly satisfactory retirement system in which approximately 14,000 school personnel hold membership. In 1947-48 sick leave of five days was provided. This sick leave was discontinued by the legislature after one year. It should be restored and made cumulative from year to year to a maximum of thirty days.

There is widespread and wholehearted acceptance of the certification regulations and of the policy of paying teachers according to the type of certificate held. The present state aid schedule recognizes training, experience, and the score on the National Teacher Examinations as bases for certificate and sal-
ary differentials. The estimated average salary of teachers in the southern states in 1947-48 is $1,834. The median salary for teachers in South Carolina for this year is $1,637. While South Carolina has recently made a substantial increase in teachers' salaries, it is estimated that in 1947-48 eight of the eleven southern states have increased teachers' salaries more over those for the preceding year than has South Carolina.

School districts have varied plans of payment of salary supplements. Some districts provide a specified percentage of the teacher's annual salary on the state aid schedule. Other districts add a flat sum to the teacher's annual salary on the state aid schedule. A third group pays varying supplements to different teachers as recommended by the superintendent. In half of the districts studied white teachers are favored over Negro teachers in the determination of salary increases.

While all of the colleges have not fully met the new teacher education requirements of the state board of education, the reports to the survey committee indicate that a majority of the colleges are trying to maintain a proper balance in their teacher education programs.

As a result of the emphasis given in-service education in the recertification program, enrollments in extension classes have increased from 521 in 1944 to 1,499 in 1947 for white teachers and from 509 in 1944 to 1,077 in 1947 for Negro teachers. Correspondingly, the enrollments in summer schools in the state have increased from 413 in 1944 to 1,766 in 1947 for white teachers and from 2,059 in 1944 to 5,176 in 1947 for Negro teachers.

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 certifi-
cates 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 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.

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.

STATE EDUCATIONAL ORGANIZATION AND ADMINISTRATION

If the state plan for the organization and administration of education is good, the development of an adequate educational
program will be facilitated. If it is too narrow or limited it is likely to handicap or make impossible the development of a satisfactory educational program.

While the South Carolina Constitution has a number of commendable provisions relating to schools, such as the requirement that "The General Assembly shall provide for a liberal system of free public schools. . . ." found in Section 5 of Article 11, it unfortunately includes several provisions which constitute serious handicaps. Until these handicapping provisions are changed, the school program in the state can never be satisfactorily developed to meet the needs of its citizens. For example, the provision found in Section 5 of Article 11 that school districts shall not "... exceed forty-nine or be less than nine square miles in area . . ." imposes a limitation which in many parts of the state prevents the development of satisfactory schools and school systems.

While the school laws of South Carolina have been codified as part of the general law, there are many evidences of obsolete, conflicting, or vague provisions which should be revised. A plan for revising and modernizing the school laws at an early date is therefore desirable. One of the worst features of the South Carolina school legislation is the tendency to nullify or modify the effects of general laws by extensive and detailed local legislation. Until this practice is discontinued, South Carolina cannot expect to have a satisfactory program of education.

The functions of the state board of education should be redefined to assure that the board will serve as an over-all policy board for the state school system. The constitutional provision that the governor and state superintendent serve as members of the board should be revised to provide for a nine-member lay board with nine-year overlapping terms.

The position of state superintendent is one of the key educational positions in the state. The method of selecting the state superintendent and the salary paid for the position should be such as to assure that the position will be filled by educational
leaders whose training and competence are outstanding. 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.

From time to time every local school system needs and should have the benefit of competent consultative services. These services should be provided largely through the state department of education which operates primarily as a service agency for the schools and educational institutions. If this function is to be realized, the department must be staffed with the best qualified and most competent educational leaders of the state.

Since all phases of public school education are interrelated, it is essential that adequate provision be made for assuring and coordinating all educational services relating to the public schools. This is not done satisfactorily at the present time in a number of areas. Some services which are primarily educational in nature are now rendered by boards or agencies other than the state board or state department of education. In planning improvements in the state organization for education, provision should be made for improving both the assignment and the coordination of educational functions and responsibilities.

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 report.

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 super-
vision, 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 de-
partment 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.

**County and District Organization and Administration**

South Carolina has lagged behind most of the southern states in developing an efficient organization of local school districts and school centers. There are 1,680 small, independ-
ent school districts in the state. Most of the southern states have
much larger administrative units. For example, Florida has
67 districts; Georgia, 215; North Carolina, 172; and Virginia,
124. In fact, the number of school districts in South Carolina
is 47 per cent greater than the combined number in eight other
southeastern states. The present system of districts has evolved
at random over a period of fifty years. The primary reasons have
been the lack of a consistent state policy establishing a single
pattern of organization for the entire state system, and the
practice of the legislature in enacting laws applicable to spe-
cific local schools.

Two consequences have prevented the operation of more
effective schools: school districts are too small to provide
enough children to maintain schools of adequate size; and the
operation of these small, weak, ineffective schools is a deplorable
extravagance. In the first instance, approximately 75 per cent
of the school districts operate no high school, and more than
half of the high schools that are maintained have fewer than
150 students. A good high school of minimum size should
serve approximately 300 youth. In the second instance, state
funds are used to pay basic teacher salaries, the largest single
item of school expense. The operation of small schools requires
more teachers than the number of children in the state justifies.
Thus, state funds subsidize and perpetuate unsatisfactory schools
with the accompanying waste of money.

State school law should apply alike and without exception to
all school districts in the state. To justify its existence every
school district should be large enough to maintain economically
an adequate program of instruction from the first grade through
the twelfth. School districts should be administered efficiently
over an area as large as the normal retail trade territory, local
governmental functions, social and cultural activities, roads,
health services, and the like.

School centers should be established where a minimum of
one teacher per grade in the elementary schools and three teach-
ers per grade in the high schools will be justified under normal
conditions. No child should be on a bus longer than one hour nor walk more than 1½ miles to school.

The South Carolina county is the optimum geographical area for school district organization. There is no county in which the county plan would be inappropriate or unsuitable. No other pattern would uniformly serve the state as well. The county basis of school unit organization has been adopted in Alabama, Florida, Georgia, Kentucky, North Carolina, Tennessee, Virginia, and West Virginia.

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 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 satisfactory. The best qualified person should be employed wherever found.
11. Qualifications of the county superintendents 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 timetable 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 Plant Facilities**

The school plants of South Carolina have been evaluated in terms of how closely they approach a good school plant. In a good school plant, the buildings, grounds, and equipment are planned to serve a modern educational program. Poor school buildings, inadequate grounds, and insufficient equipment hamper education. Where facilities are planned in terms of the activities to be housed, teachers and pupils have an efficient educational tool. A good school plant protects the lives and health of those it serves. Adequate light and fresh air are provided; proper temperature is maintained; sanitary conditions are provided. The building is free from the hazards of panic, fire, and accident. A good school plant is a pleasant, attractive place for pupils and teachers to live and work, and a source of pride to the community it serves. It is economical but not
cheap—well built, easily maintained, and readily altered or expanded when educational demands require.

The school plant of South Carolina includes a number of fine school buildings, admirably equipped and situated, which measure up to the standards of a good school plant. At the other extreme—and far more numerous—are hundreds of small units that offer meager facilities for a modern educational program: lacking are such special-purpose rooms as auditoriums, lunchrooms, gymnasiums, shops, libraries, offices, and music rooms; classes are overcrowded; temporary and obsolete buildings are still in use; custodial service is inadequate; and maintenance has been neglected.

Such buildings frequently offer little health protection to the children. The citizens of South Carolina should provide for every school child these minimum sanitation facilities: an adequate supply of pure water; a satisfactory system of sewage disposal; and toilet facilities that meet with the approval of the state board of health. Good health habits cannot be taught where even handwashing facilities are not available.

Modern practices in providing good seeing conditions at school involve more than just windows and lighting fixtures. Other factors are the interior finish of the rooms, the type of desks and chalkboard used, and the control of glare through window shades.

Every educator, every citizen, and every parent should become familiar with basic fire safety practices. Each school district in South Carolina should at once institute a continuous program of fire safety education. A program of regular inspection for fire safety should be inaugurated as soon as possible, in order to correct the many hazards observed by the survey committee.

No South Carolina citizen would purchase a new automobile and fail to lubricate it regularly, to have it inspected periodically, and to forestall major emergencies by ordering minor repairs when they are needed. For school buildings, as for automobiles, 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 at an accelerated pace through lack of essential maintenance. In a typical instance observed, a minor roof repair made in time would have prevented later emergency repairs involving roof, wall and ceiling plaster, paint, and equipment.

More efficient operation of school buildings would also aid in reducing depreciation. School custodians should be selected more carefully and given training in the work they are to perform.

An extensive program of schoolhouse construction and rehabilitation is needed in order to make South Carolina's schools serve a modern program of education. Present buildings are overcrowded, needed special facilities are lacking, and many obsolete and temporary buildings are used. Inadequate buildings in rural areas limit the kind of education that should be provided. The advantages to be offered by consolidation should be carefully explored. Where new buildings are constructed to serve larger attendance units, complete facilities for education can be provided more economically than in one- and two-room buildings.

The cost of providing adequate school plant facilities for South Carolina is estimated at approximately $90,000,000. A long-range program of school plant construction should be planned, based on studies which assure that the proposed new buildings are located appropriately to serve population needs. Such an investment in school plant facilities should be protected by more effective maintenance, by better operation practices, and by a yearly expenditure for capital outlay to make up for obsolescence and depreciation.

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 approximately $90,000,000. 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.

PUPIL TRANSPORTATION

In 1946-47 the schools of South Carolina were using 1,835 vehicles to transport 92,939 children to and from school at an annual cost of $2,187,401. The number of children transported was approximately 20 per cent of all pupils enrolled in the public elementary and secondary schools of the state and the cost was between 7 and 8 per cent of all funds expended by the schools for current expense.

Busses bearing a school bus license may be used legally in South Carolina only to transport children to and from school, except by written permission of the trustees or a person designated by the trustees. This requirement is frequently disregarded; busses are often used for athletics, field trips, and other school activities without such written permission. There is no requirement regarding the minimum distance children may be transported to qualify for state funds. A district may transport even those children living within 100 yards of the school and the state will apportion funds for such transportation.
The state exercises relatively little authority in the pupil transportation program in South Carolina. The local unit, county or district, has very few standards to guide it in the administration and operation of the program. Typically, the district is the operating unit for transportation. Districts most often operate only one or two busses. In the six study counties only six of the local units operating busses (including one county) operate more than five busses each. A total of 114 local school units in these six counties are operating a total of 235 school busses.

The state is now apportioning sufficient funds to pay at least 85 to 90 per cent of the total cost of the transportation program. These funds are apportioned on the basis of past cost. Such a method of apportioning funds has many defects.

Business procedures in handling transportation are extremely varied, and many are inefficient. Very few local units have written specifications for equipment or supplies to be purchased and very few make a general practice of asking for bids on supplies. As a result, prices paid for identical articles vary greatly.

Standards for school bus drivers are inadequate and there is no organized training program for school bus drivers. Standards for school busses are inadequate, but the present system of inspection eliminates many of the unsafe busses. The present fleet of busses seems, from superficial inspections, to measure up to fairly high standards. Busses are maintained, for the most part, at private garages and at regular retail prices, both for parts and labor.

The state department of education has not prescribed any standards for school bus routes. Many children must leave home too early, some by 6:30 a.m.; many arrive at school too early; and many of the busses are badly overcrowded.

There is no uniformity in the insurance carried in connection with pupil transportation and possibly less uniformity in the cost of the insurance which is carried. There is no well-defined policy with reference to the nature and extent of the
liability which should be assumed by the state in connection with pupil transportation.

The supervision of pupil transportation is wholly inadequate, both at the state and local levels.

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 1½ 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 buses 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 one or two 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 buses. 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 buses so that no child will have to leave home more than 1 1/2 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 buses 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**

The provision and administration of attendance, lunch, and health services for children present some special problems.

Efforts to improve school attendance in South Carolina have produced some good results during the past fifteen years, but the situation is still far from satisfactory. Every day approximately 100,000 children of school age are either absent or not enrolled in school.

Experience has shown the need for some changes in the school attendance act which was enacted in 1937. The legislature has shown wisdom in recognizing the need for attendance service in all counties, but the existing law does not take account of variations in need. A fairer plan would provide financial assistance to districts on the basis of the educational load and financial ability of the various counties. The present school attendance law does not provide for an adequate school census, nor does it provide definite standards for enforcement of attendance.

An analysis of the causes for nonattendance indicates that the combined efforts of a number of persons will be necessary if the situation is to be improved. Aside from illness and other
legitimate causes for absence, parental indifference, maladjustment, and lack of interest of pupils are found to be major causes for absences. Attendance teachers, school administrators, teachers, and the community should assist in removing causes of nonattendance. Improved health, welfare, and transportation services will contribute more to improvement of attendance than will legal action.

To help in the analysis of the problem of nonattendance, accurate records are necessary. When a child withdraws from school, he should be dropped from membership and not counted absent thereafter. The existing practice of marking a pupil absent after he has withdrawn makes analysis of the extent and causes of nonattendance difficult.

Since 1943 South Carolina has made commendable progress in expanding and developing the school lunch program. As a result, about 40 per cent of the pupils in the public schools of the state are now participating in the program.

Further expansion of the school lunch program so that every school and every pupil will have a chance to participate is an important part of the whole problem of developing a sound plan of organization, administration, and finance of education. Many school districts are too small and too poor to provide an adequate educational program including school lunch service.

Provision of a fairly adequate staff to administer the lunch program at the state and county levels largely accounts for the rapid progress made in the development of the program. The state provides a school lunch supervisor for each county. These supervisors are appointed by the county school authorities, but are paid from state funds. Although most of the counties have appointed qualified persons to serve as 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 plan of operation of the lunch program is sound and is followed in most schools. The chief difficulty in the operation of the program is that some school administrators and
teachers have not accepted their responsibility for making educational use of the program.

Data reveal that counties and local districts have contributed little toward support of the lunch program. Since state aid has been distributed without regard to local need or ability to pay, 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.

On the basis of data reported by 294 schools in six counties of South Carolina, it must be concluded that services for the protection and improvement of health are seriously inadequate. Pupils in the majority of the schools are not given medical or dental examinations nor are they given tests for specific diseases which are common in the region. Vision and hearing tests are given in about half of the schools. Few schools have any facilities available for identification and diagnosis of mental or emotional maladjustments. The schools have not accepted responsibility for following up examinations and tests to secure correction of defects. In fact, little is done about health counseling in general. Considerable progress has been made toward the immunization of children, but other aspects of the program for control of communicable diseases are not so satisfactory. Many schools do not have an approved water supply nor adequate sewage disposal. Teachers and other employees are not given adequate periodical health examinations. Facilities and trained personnel are not available to provide emergency care, except in a few large schools. Generally speaking, the situation with respect to adequacy of health services is poorest in small schools and in schools for Negroes. However, some small schools and some schools for Negroes have developed outstanding health programs. It seems to be true that adequate health services are being provided in those schools in which the administrators and teachers have shown a real interest and have tried to promote the program. Such a situation is most likely to be found in school
districts which are adequate in size and which are in counties which have strong health departments, especially if a health educator has been employed. At the state level there is need for more clearly defined policies concerning the school health program and for even better cooperation of the agencies concerned.

**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 program under the supervision of the school.

2. Attendance teachers should devote more attention to the determination and elimination of basic causes of nonattendance. 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.

[76]
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 sections 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 the health needs of individuals.

**SPECIAL SCHOOLS**

Included in South Carolina's educational program are six special institutions which minister to underprivileged, handicapped, and delinquent children. In addition, there are five privately operated orphanages which have their educational program paid for in part by the state. The South Carolina Convalescent Home for Cripple Children at Florence, while under the state board of health, has its educational program directed by the county superintendent of schools.

The South Carolina Industrial School for White Boys at Florence, South Carolina Industrial School for White Girls at Columbia, and John G. Richards School for Colored Boys at Columbia have been established to assist in the reformation and rehabilitation of wayward boys and girls. For many years these schools were under the board of state penal institutions, and consequently came to be regarded as punitive institutions for juveniles. They are now under a special industrial schools board and fortunately are gradually being classified as educational institutions.

The lack of uniformity in a plan for commitment to these schools causes many children to be misplaced. The laws concerning the commitment of children to institutions should be restudied, and, in cooperation with the department of child wel-

[79]
fare, a program should be formulated to place children in the institution best equipped to serve them.

The basic reasons for committing boys and girls to the industrial schools are stealing, immorality, and incorrigibility. In the training schools 88 per cent of the white boys and 45 per cent of the white girls are in the elementary grades. The strengthening of the state's educational program in the elementary schools to provide for counseling children who are retarded or frequently truant will act as a deterrent to juvenile delinquency.

Obviously the objectives of the industrial schools cannot be reached unless the teachers are specifically trained for their work. At present the teaching personnel is drawn from a list of persons available for teaching positions, but no salary inducement is offered to attract teachers trained in rehabilitation work.

The Richards School stands as a challenge to the citizens of South Carolina. Nothing short of a new educational plant and a new approach to the problems of this institution will help to perform satisfactorily its purpose of rehabilitation.

For all of the industrial schools, a number of new buildings are needed as well as repair and renovation of the present plants. In fact, $300,000 should be spent at once to make the physical plants of these schools adequate. In addition, $70,000 per annum should be added for instructional purposes.

The John de la Howe School has been described as both a social and an educational institution. It admits only those children who cannot receive the needed care and training in their homes and local communities. The de la Howe School touches the work of all other special institutions in the state. In fact, it is one of the most important institutions of its kind in South Carolina, with a pliable policy adaptable to the needs of changing social conditions.

In order that its effectiveness may be increased, funds should be made available to employ additional teachers to reduce the pupil-teacher ratio to at least 15-1 instead of 24-1. The plant
must be improved, and at least $300,000 should be set aside for additional buildings and rehabilitation of present buildings.

The State Training School at Clinton has been operating only twenty-eight years. In addition to the training school, there is on the campus a hospital which cares for about 700 children. Enrollment at the institution has been steadily upward, increasing from thirty-three pupils in 1920 to 971 this past year.

The educational program is adapted for the needs of children who have I. Q.'s ranging from 50 to 80. Public school systems, particularly in the larger cities, should set up programs for children whose I.Q.'s are slightly below normal, and thus help to arrest the increasing enrollment of the Clinton school. Because of the nature of the educational task of this school, classes should be small and a wide variety of subjects offered. The pupil-teacher ratio should be not more than 15-1. This ratio will require four additional teachers, and will increase the annual budget of the school approximately $9,000 for salaries.

The trainable children should have quarters apart from the non-trainable children. At least two additional buildings, which could be erected for $206,000, are needed for the Clinton school.

Enrollment in the School for the Deaf and the Blind for the past five years has averaged 265. It has ten buildings, and on first sight these buildings make a favorable impression. More careful study, however, shows that they cannot meet the educational needs of this type of institution. Plans have been projected to make the physical plant fireproof and to construct additional buildings. At least $1,000,000 will be needed to complete these plans.

The present disparity in the educational opportunities between the Negro and white children should be discontinued. Facilities for vocational training in the various kinds of trades adaptable to blind and deaf people should be instituted for Negro children.

This institution has been able to retain an excellent faculty. However, the sources from which these specially trained teachers are drawn are decreasing, and without a plan for the recruitment
and training of teachers, the school may face serious difficulties in the future.

There are five orphanages in South Carolina operated under private auspices which have their teaching programs provided for by the State of South Carolina. This was made possible through an act of the legislature passed in 1938. These institutions contribute about one-third of the amount needed for the operation of the schools. However, the physical plants for educational work are not as good as those provided by the public schools in the cities in which the orphanages are located. If these institutions desire to continue schools under their own direction, they should have buildings and equipment as good as those provided by the municipalities in which they are located. When the social development of the children is considered, all of these institutions probably should send their children to the public schools of the state.

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 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 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 re-
studied 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 educa-
tional 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

The most recent data available for all the states, 1944-45, show that the current expense per pupil in South Carolina is 52 per cent of the national average and 85 per cent of the southern average. This is below what South Carolina can and should spend.

Most of the recent increases in current expenditures for schools in South Carolina have been due to increased pupil attendance and the decreased purchasing power of the dollar, as shown by the following data:

<table>
<thead>
<tr>
<th></th>
<th>1938-39</th>
<th>1947-48 (estimated)</th>
<th>1947-48 Adjusted for decreased purchasing power of dollar</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total current expense</td>
<td>$14,505,419.00</td>
<td>$34,500,000.00</td>
<td>$20,294,117.00</td>
</tr>
<tr>
<td>Current expense per pupil in average daily attendance</td>
<td>.23</td>
<td>.50</td>
<td>.29</td>
</tr>
<tr>
<td>Average teacher’s salary</td>
<td>730.00</td>
<td>1,600.00</td>
<td>941.00</td>
</tr>
</tbody>
</table>

In 1947-48 the state is providing approximately 63 per cent of the revenue receipts of the public schools; the federal government is providing 6 per cent; and local units are providing 31 per cent.

There are great differences among the counties in South Carolina in the educational opportunities available for children. Using assessed valuation per pupil as the measure of ability to support education, the county with highest valuation has six
times the ability to support education as the county with lowest valuation. The following differences exist between the ten counties with highest assessed valuation per pupil and the ten counties with lowest assessed valuation per pupil:

<table>
<thead>
<tr>
<th></th>
<th>Average for ten counties of highest assessed valuation</th>
<th>Average for ten counties of lowest assessed valuation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assessed valuation per child in average daily attendance</td>
<td>$1,690.00</td>
<td>$682.00</td>
</tr>
<tr>
<td>Value of school plant per pupil in average daily attendance</td>
<td>225.00</td>
<td>115.00</td>
</tr>
<tr>
<td>Current expense per pupil in average daily attendance</td>
<td>87.00</td>
<td>70.00</td>
</tr>
<tr>
<td>Average tax rate for schools</td>
<td>21.04 mills</td>
<td>28.94 mills</td>
</tr>
</tbody>
</table>

There is also a marked difference in the educational opportunities available to Negro children and white children in the state, as shown by the following data for 1946-47:

<table>
<thead>
<tr>
<th></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 average daily attendance</td>
<td>$368.94</td>
<td>$66.77</td>
</tr>
<tr>
<td>Current expense per pupil in average daily attendance</td>
<td>88.00</td>
<td>36.00</td>
</tr>
<tr>
<td>Average salary of 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>

The present plan of financing schools in South Carolina has the following outstanding weaknesses:

(a) An adequate foundation program of education is not provided for all children of South Carolina. Wealth is not taxed wherever it is found in order to educate children wherever they may live. On the contrary, South Carolina distributes all of its state funds on a flat basis. The richest county receives state funds on exactly the same basis as the poorest county. Actually, since the richest counties have the best trained teachers, the amount of state aid provided per teacher in the richest county is considerably greater than the amount of state money provided per teacher in the poorest county. Therefore, the state program of support actually tends to broaden
differences in educational opportunity rather than to equalize educational opportunity.

(b) 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 and school plant needs are entirely ignored.

(c) 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.

(d) There is no requirement whatever as to local effort. Some local units have no tax levy for school purposes.

(e) The constitutional limitation on the issuance of bonds to construct school plants and the practice of issuing such bonds by districts prevent many boards of education from providing necessary school buildings.

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 tax-paying 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.