AN EVALUATION OF THE NEW TWELVE-YEAR
SCHOOL PLAN FOR SOUTH CAROLINA

A Thesis Presented for the
Degree of Master of Arts

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1947

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CHAPTER I

INTRODUCTION

The decision to add the twelfth year to the public school system of South Carolina was a forward step in the State. Forty-one people studied the trends as well as the problems in the various states of the nation where twelve-year programs are established. The findings of this committee are to be applied to the problems of changing the South Carolina system from eleven to twelve years.

In an eight-week study conference on a problem of such magnitude as the twelve year school program, certain limitations are readily apparent. One naturally would be the shortness of time. Another would be the lack of adequate facts, while another would be the inability to determine the needs and trends of the future, as well as an inexhaustible number of educational problems indirectly related to a twelve-year program. With these limitations in mind, one might understand that this is not a program of curriculum making but one of curriculum adjustment.
It will be the purpose of this thesis to analyze carefully the program as suggested by the Study Conference. The program will be evaluated using criteria established by the National Education Association through its series of publications dealing with the various aspects of education. Strengths and weaknesses thought to exist in the program will be spotlighted. Where weaknesses exist in light of N.E.A. criteria, it is proposed to make recommendations designed to remove them using N.E.A. standards as a basis for the recommendations.

It is inevitable that a change in the school system of the State be made. Glaring weaknesses exist which have tended to lower the quality of services available to South Carolina students. The textbooks in use, particularly in the high schools, are designed for the traditional twelve-year school system. For example, the series of four books "Literature and Life" by Miles and Greenlaw, are published and recommended for the four-year high school curriculum. South Carolina operates on a three year plan. This fact alone forces upon the administration the task of putting four years of study into a three year curriculum. It also places upon the pupils the necessity of mastering four years of curriculum materials in three years. One method tried unsuccessfully has been the use of the first book of the series in the
eighth grade. This plan failed because the pupils could not master the sudden jump from children's editions to the more advanced publications.

It has also been found that many elementary and junior high school teachers have voluntarily accelerated their individual programs in an attempt to meet the situation. This has made for inadequacy in teaching and in learning and has placed upon the high school teachers the added responsibility of teaching fundamentals of reading, writing, and spelling, and the various other prerequisites which make for understanding on the part of high school students.

The shorter school life of the pupils has posed another problem. Added to the fact that they are unprepared in the basic knowledges, is the almost total absence of social maturity. Many have never gone to a dance or been alone in the company of the opposite sex. Others have never attended a football or basketball game because the games were played at night. Some girls have rarely walked to and from school, always having depended on mother or father to drive. Situations like these exist all too frequently. There is apparently a need for re-examination of the whole school program.

For these reasons only a very few high school graduates are good college material, a condition which
closes them off from the business and professional fields. On the other hand, the number who are prepared to work as skilled workers in the various trades is very small. Obviously there is a need for wider vocational training. Plans must be made to prepare pupils to earn a decent livelihood at the termination of their high school days.

In general, criteria will be used to either strengthen the findings of the committee, or to point out the frailties of the program. At the end of each chapter will be found a comparative summary which will spotlight the important findings under each topic discussed. Finally, conclusions will be drawn and recommendations made in the light of established criteria.
CHAPTER II

PURPOSES OF PUBLIC EDUCATION IN SOUTH AMERICA

The following is a statement from the conference report regarding the purposes of public education in South Carolina.

A. General Purposes

In 1938 the State Board of Education adopted the report of the committee which advocated the following program of education.¹

1. **Health.** The school should enable the individual to develop a sound body and a well-trained mind in order that he be the best possible value to society. Both mental and physical health should be given attention. It should be kept in mind that mental health as much as physical health is included.

2. **Command of fundamental processes.** The skills should be taught in such a way that the child

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will be able to participate constructively in life to the limit of his capacities.

3. **Worthy home membership.** Considering the fact that the home is a fundamental institution of the social order, the school should train both boys and girls to be worthy home members. Consequently such principles will be instilled in them as to make it possible for them to become useful home builders of the future.

4. **Vocation.** It is the duty of the school to insure the happiness and economic success of the individual by developing his potentialities to the extent that he can adjust himself to a suitable occupation.

5. **Civic education.** The school should help the child to become a part of an ever-widening community and to participate effectively in group and community life. He should be made aware of his nation as an integral part of the world.

6. **Worthy use of leisure.** Education should equip the individual so that he will understand and appreciate the forms of recreation that would be best suited to the development of his mind, body, and spirit.

7. **Ethical character.**
Among the means of developing ethical character may be mentioned the wise selection of content and methods of instruction in all subjects of study; the social contacts of pupils with one another and with their teachers; the opportunities offered by the organization and administration of the school for the development on the part of the pupils not only of the sense of personal responsibility and initiative, but also the spirit of service and the principles of democracy.

The purposes of education as suggested by the program committee are the same as those formulated by the Educational Policies Commission in 1918 and accepted later by the National Educational Association in 1938.

The Educational Policies Commission of the National Educational Association establishes the point of view that educational purposes are a form of social policy, a program of social action based on some accepted scale of values. The South Carolina report has clearly defined acceptable purposes of education.

Since the application of these values varies from place to place and even from day to day, detailed purposes of education can never be developed so as to be universally applicable and perpetually enduring. Constant study and revision are required to keep them meaningful to the people and effective in the schools.

In the application of these general purposes the State of South Carolina offers some conditioning factors.
B. Application of General Purposes.

The conference report makes the following application of the general purposes of education. In order for the general principles to function appropriately in the schools of the state, factors peculiar to South Carolina should be considered. Some of these factors are:

1. This State is gradually changing from one that has been predominantly agricultural into one that is more industrial and urban. Therefore the schools must recognize this transition and make the necessary adjustment.

2. Rural life must be enriched by the schools in order to prevent thoughtless shifting of population.

3. Schools must help promote a better understanding between whites and Negroes; rural and urban groups; capital and labor. Also, each group should be provided with educational opportunities in terms of their needs.

4. Since South Carolina has a relatively low economic level, schools need to call attention to the main factors responsible for unsatisfactory standards of living and attempt to encourage pupils to work toward the
elimination of these undesirable factors. It must be made clear that a desirable economic development can be attained only by elevating the standards of the groups.

5. Schools must attempt to develop a curriculum that will help youth to discover ways and means of utilizing to the fullest advantage the natural resources of the State. Some of these are an excellent climate, arable land, adequate rainfall, a long growing season, forests, minerals, and water power. These natural resources are a great asset to South Carolina and a challenge to youth.

The committee consideration of the needs of South Carolina in applying the general purposes is a step in the right direction. Educational objectives, if they are to be significant and of practical value must not be established in defiance of known or ascertainable facts concerning the economic and social situation as it is and as it may become.

C. Purposes of Education in a Democratic Society.

In light of the findings of the program committee and the special considerations for applying them to South Carolina, certain purposes of education are set forth as a means of evaluating them. The criteria are taken from a report of the National Education Association, Educational Policies Commission of which Dr. William G. Carr was the executive secretary.
The general end of education in America at the present time is the fullest possible development of the individual within the framework of our present industrialized democratic society. Education, therefore, seeks to encourage the mastery of such knowledge, the acquisition of such attitudes, and the development of such habits as make a socially desirable way of living likely to be followed by the learner.

In 1918 the Commission on Reorganization of Secondary Education issued the following report on the analysis of individual activity leading to "seven cardinal principles of education": 1) health, 2) command of fundamental processes, 3) worthy home membership, 4) vocation, 5) citizenship, 6) worthy use of leisure, and 7) ethical character.  

Four aspects of educational purposes have been identified. These aspects center around the person himself, his relationships to others in home and community, the creation and use of material wealth, and socio-civic activities. The first area calls for a description of the educated person; the second, for a description of the educated member of the family and community group; the

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third, of the educated citizen. The four great groups of objectives thus defined are:

1. The Objectives of Self-Realization.
2. The Objectives of Human Relationship.
3. The Objectives of Economic Efficiency.
4. The Objectives of Civic Responsibility.

1. The Objectives of Self-Realization. The processes of growth, or of self-realization, are a primary concern of education, a concern which includes but also reaches beyond, the memorization of the useful and useless facts which usually make up the bulk of the school curriculum. Only as each individual grows in power to write his own declaration of intellectual independence can we keep unfettered the spirit of that other Declaration written a century and a half ago.

The curiosity of the educated person ranges widely over many topics and probes deeply into a few.

A mastery of the various arts of using one's own language is the most universal of all educational objectives. It was a primary concern of the schools of ancient, as it is of those of modern times.

3 Carr, op. cit., pp. 47.
4 Ibid., pp. 51-71.
The ability to deal with form and number, the fundamentals of mathematics, has always been a basic human need. In an age such as ours where almost every phase of life is strongly marked by applied science and technology, the appreciation and use of basic mathematical skills and concepts offer significant assistance for self-realization.

Health is a factor which conditions our success in all undertakings, personal and social. For that reason schools properly place great emphasis on health as an outcome of education. For the educated person the first requirement in the field of health is an inoculation against superstition, voodoo, witchcraft, and humbug in the fields of medicine and human biology. The best serum now available for this purpose is scientific knowledge concerning the human mind and body as a functioning organism. The interests of the educated person in the field of health are comprehensive. That which he desires for himself in this field, the educated person desires also for others, knowing that health is one commodity which is increased in proportion as it is shared.

Under the stress of modern life recreation has become a first cousin to health. The educated person does not make the mistake of confusing health and strength. He understands how to utilize both his working time and his
leisure time to the maximum personal and social advantage. His hours of relaxation from the strain of productive effort are carefully guarded and wisely used.

Out of sheer necessity for some interpretation of himself and his world, each person develops his own philosophy of life. This philosophy is an everyday necessity. Although he may be unaware of its existence, or if aware may see no semblance of its design, each man, nevertheless, is finding always a certain pattern by which he interprets and conducts his life. The result of this philosophy in his everyday life reveals his true religion no matter to what formal creed, if to any, he may subscribe.

2. The Objectives of Human Relationship 5

The objectives of education as related to the more intimate connections of the individual with his friends, his immediate neighbors, and the members of his own family group are of primary importance. On the whole, there is perhaps no field of human activity requiring the services of education which has been so meagerly dealt with by the schools.

The impact of education on a developing personality should lead that person to place human welfare at the very summit of his scale of values. The educated person learns through practice to consider the well-being of others. The school is particularly competent to help cooperative undertaking. It can become more effective if children learn to cooperate in school. The substitution of cooperation for competition as the chief motivating force of education must be accomplished gradually. Democratic cooperation in the classroom, and outside of it, is only possible when the group works toward some common goal.

Among all social institutions the family holds first place as a creator and guardian of human values. To what degree a person is fearful or confident, malicious or kindly, ruthless or reasonable, bigoted and autocratic or tolerant and democratic is perhaps determined more completely by relationships in early family life than by any other set of experiences. One important responsibility of education, therefore, is to improve and develop home and family life.

Each member of the family plays a role in the drama of home and family life. Each role is different and constantly fluctuating. The teaching of home making skills is an important phase of family life education, but
as in all education the development of skills should be correlated with the development of an understanding of the dynamics of family relationship and of the family as a changing social institution and with the cultivation of appreciations and insights.

In the democratic family differences are settled by reason, persuasion, and compromise. This process works successfully to the degree that each participant makes an effort to discover how the other person understands the situation, and how he feels about it. Schools and other agencies of education have a long way to go before offerings in this phase of education will begin to meet the need. Although "worthy home membership" was one of the seven cardinal principles formulated in 1918, education for home and family life is still unknown in many schools and a stepchild of the curriculum in others.

3. The Objectives of Economic Efficiency.

The objectives of economic efficiency relate to those activities which have to do with creating and using goods and services. Production and consumption are related to each other as the back of the hand is to the palm. The roles of the consumer and the producer are equally dependent upon education for efficiency.

In a democracy each person contributes according to his ability to the essential welfare of all. This means that under ideal conditions each able-bodied adult follows an occupation for which he or she is fitted by ability, personality, and training and which provides goods and services of social and individual value. In the schools opportunities for real and socially desirable employment may readily be found. The barrier to providing work opportunities as part of the educational program is largely traditional. As with many other realistic educational suggestions, this proposal is slowly adopted because of an unwillingness to recognize that there can be educational values occurring outside of classroom study and book-centered recitation.

Although it is impossible to state in detail the specific responsibilities of the schools in equipping children with specialized vocational skills, there are certain general principles which seem to be valid. First, the relationship between vocational education and the employing and the employed groups must be close, sympathetic and cooperative. Second, it is no longer profitable, if indeed it ever was so, to debate the relative importance of vocational and non-vocational education. The two are not properly considered as competitive; they are phases of a single process. An educational program
which taken as a whole, neglects either aspect, is incomplete, if not actually harmful.

The principle should be made clear that when interests and abilities have been discovered in any field, opportunities should be provided for their continuous development without excluding other possible or desirable interests or activities.

The school, the only social agency whose sole business is education, completes and organizes the work of the other agencies. It need not in all cases undertake to do the whole educational job. It may do part of the job and attempt to see that the rest is done by other agencies.

A democracy will not separate its work and its culture. It will not regard one who works as inferior nor set false distinctions between occupations. One of the important tasks of education is to extend the worker's insight into the social utility and significance of his work, the scientific background of what he is doing, his relation to other workers, and what his work means to other people.

The consumer's education should seek to improve his scale of preferences by leading him to evaluate his own standards. He budgets his expenditures in the light of good principles as adjusted to his own particular circumstances and financial ability.
An educational program, designed to increase the buyer's efficiency, should begin with knowledge of what goods are available in the market. The buyer must learn what specific quality to seek and what to avoid in these goods. He must discover in other words what makes an article good and what makes it bad for his purposes.

Consumer education is a universal need; it should be provided for all through the schools and not left to accidental learning.

4. The Objectives of Civil Responsibility.7

It is of peculiar importance that all the citizens of a democracy become aware of the extraordinary range of conditions under which men live.

Our national life and culture and, indeed, our very existence depend in the last analysis upon the availability of essential natural resources and the use which is made of them. Since future welfare and safety depend on these things, the schools may well assume considerable responsibility for checking the ravages upon the heritage of the nation made by ignorance, indifference, carelessness, and unbridled selfishness. The school

system will find cordial allies in this task in many departments of local, state, and federal government, and in many private agencies.

Modern conditions of national interdependence make membership in the world community inescapable. Education should make that membership cooperative and constructive. Education which develops a rational and sympathetic attitude toward other nations and their problems is education of a highly patriotic type.

An urgent responsibility of the schools is to lead the young citizens of America to discover the knowledge, and the means of obtaining the knowledge, which will enable them to discharge their duties intelligently.

The citizens of the future need to develop keen judgment in political matters in order to distinguish between those who would maintain democracy through democratic processes and those who are endeavoring to destroy its spirit, while they burn incense on the most conspicuous altars to the word itself.

The entire curriculum, the entire life of the school, in fact, should be a youthful experience in democratic living, quickening social inventiveness and agitating the social conscience.

The object of a system of school control is to insure the achievement of purpose and the maintenance through the
years of the kind of program desired. An understanding of the nature of the control adopted to the making of free men requires a review of the broad contours of democratic education in relation to society and culture. These contours may be outlined in the following six characteristics of democratic education as pointed out by Counts:

First, democratic education is devoted to the realization of the democratic faith.

Second, it is marked by integrity and honesty in all relations.

Third, it is sensitive and responsive to the changing conditions of life.

Fourth, it is independent of the passions and narrowly partisan struggles of the moment.

Fifth, it is sensitive and responsive to the changing hopes, ideals and problems of the people.

Sixth, it is free from the domination of private persons or groups.

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D. COMPARATIVE SUMMARY

The purposes of public education in South Carolina as outlined by the program committee and evaluated against criteria suggested by the N.E.A. Educational Policies Commission show that serious thinking and planning have taken place on this important topic. The general purposes are the same as those accepted by the N.E.A. In the application of these purposes, cognizance has been taken of the economic and social conditions which exist throughout the state. Special reference has been made to the transition taking place in the lives of the people due to industrial advances and urbanization. The question of race relations has been brought forth as an area for consideration.

Failure to prepare to meet conditions of life as they are or as they might be in the future would be a serious mistake and would only require that a new study be made in the future. Purposes clearly stated and carefully evaluated highlight any program and presage a good beginning for that which is to follow.
CHAPTER III

ADMINISTRATIVE PROCEDURES

Under the discussion of administrative procedure are listed three main sub-topics, namely: (1) organization plans, (2) financial considerations, and (3) teaching personnel. It must be borne in mind that certain factors which are being discussed are so variable due to changing social and economic conditions, that it is, difficult to make any statements or conclusions at this time. It is felt, however, that the following discussions are applicable to the present situation.

A. Plans of Organization

After due consideration of many plans of organization it was decided by the study conference that the 6-6 and the 6-3-3 plans represent unmistakably the more popular types of reorganization. More than two-thirds of the reorganized schools of the country are organized on one or the other of these plans, and four-fifths of the pupils who attend reorganized schools attend
schools of this plan. In the last analysis the test of an organization of an individual school will be to the extent to which that organization tends to promote desirable practices. The type of organization in each district will be governed largely by the number of pupils, the housing facilities, the preparation of the teachers, the taxable wealth of the district, the attitude of the community, and the attitude of the school authorities in the district. It is suggested that the school authorities examine critically their present organizations with a view toward improving them. Now is a very suitable time for all schools having a small enrollment to look toward reorganization with an idea of combining or consolidating with other schools in order that every normal pupil of school age may have the opportunity to attend a conveniently located school or schools, staffed by properly trained teachers, and equipped with adequate facilities to meet the needs of the pupils. Especially is it suggested that several districts might find it best to support one senior high school in each district. The greatest benefit to the greatest number of pupils should be the criterion of the school's organization.

These plans of organization are good in that they are based upon the pupil's needs. Furthermore, they are administratively feasible and allow for a more concentrated effort on the part of teachers and pupils.
B. Financial Considerations.

The conversion of the State school system from an eleven-year program to a twelve-year program will increase the school expenditures. This increase will not, to a great extent, be evident during the first three years of the program. The majority of the pupils now in high school are likely to continue under the eleven-year program. In the larger schools, however, a substantial number may desire to participate in the twelve-year program.

During the next decade expenditures for schools probably will be increased greatly. From a financial viewpoint the following will demand consideration: salary adjustments, replacement and repair of capital equipment, increased transportation cost, increased enrollment, and other problems that cannot be foreseen at the present with any degree of clarity. These problems are of the future but are not primarily a result of the new twelve-year system.

C. Teaching Personnel

An appreciable increase in enrollment is anticipated when a twelve-year program is substituted for an eleven-year program. It is probable that the increase in enrollment will be so gradual during the three years of
the transition period that only a few additional teachers will be necessary. However, a committee from the South Carolina Department of Superintendence has estimated that the increase in enrollment in 1938-1949 will be approximately 18,500 white pupils. Based on the present system of teacher allotment and the present school program, approximately 700 additional teachers will be needed in 1948-1949.

The colleges and universities of the State share with the administrative officers of the school the problem of pre-service training and in-service growth of the teaching personnel. An effective twelve-year program will demand teachers who are not content to follow slavishly any outlined plan or syllabus, but instead will be able to and be free to initiate and execute vigorous plans and procedures in harmony with the larger outlines of general policy and purpose.

The twelve-year program will also make more acute the need for in-service professional growth of the teaching staff. All the teachers of all schools should have a thorough understanding of the total school program as well as their part of it.

An additional year in the school program will mean that some of the high school teachers will be teaching and dealing with boys and girls who will be chronologically in their eighteenth year. It is very likely
that these teachers will be called upon to review carefully the traits of adolescents and to make a very careful study of the physical and psychological traits peculiar to older boys and girls.

The degree of excellence exhibited by any school will depend chiefly upon the quality of the personnel responsible for its operation. If teachers are to provide social settings in which freedom and cooperation will be nourished they must be free and capable of working together democratically. Principals and teachers must know the new trends in education and in the world at large if they are to guide the future American school child.

The discussion of teaching personnel in the new program severely contradicts a previous statement, namely, that "schools must help promote a better understanding between whites and Negroes." The actual survey has covered the probable increase in the enrollment of white pupils only. What part does the education of Negroes play in future plans?

The survey further suggests that colleges and universities must aid in promoting the program by offering more effective courses. Would it not have been wise to investigate the facilities of the colleges before publishing the plans? A great deal of the success of
the program depends upon the interest shown by the colleges and universities and their resources for contributing to the plan in question.

D. The Structure and Administration of Education in an American Democracy

In light of the foregoing discussion of administrative procedures, certain criteria will be offered to either substantiate or to reject the findings of the committee. The criteria are taken from a study conducted by the National Education Association, Educational Policies Commission under the direction of Dr. George D. Strayer.

The typical public school system in the United States provides eight years in the elementary school and four years in the high school.¹ This contradicts the findings of the South Carolina program committee which states that the 6-6 and the 6-3-3 are the most popular types of school organization. However the reasoning behind the idea is good. In any plan of reorganization certain basic principles must be considered. The travel distance is important to the younger people. The time spent in any school must be

sufficiently long to make possible the development of the corporate life of the school. We must recognize as well that in rural areas the consolidations of schools is a desirable as well as an economical practice.

One of the most fundamental considerations with respect to administration of schools relates to the control of the financing of this governmental service. It is easy to argue that in any locality there is a limited fund available for the support of all government and that each phase of governmental service should come before a central body to make its claims and to receive that allocation of funds which can be justified in light of costs of all government. There is never a fixed amount of money available for the public service.

It is impossible to provide an adequate program of education in all administrative areas within the state on the basis of local taxation. It is the obligation of the state commissioner of education and of the state board of education to propose a program of state financing of schools that will provide a reasonably adequate educational opportunity to all the children of the state wherever they live.

The best practice in the United States seeks through the equalization of support from the state to guarantee a fundamental or foundation program of financial support
of education for all children, and to equalize the burden of taxation to be borne in support of this program among the several administrative areas. To carry into effect a program which will provide for the equalization of educational opportunity will require, first of all, a definition of the program for which the state assumes responsibility. It is not enough to propose that well-qualified teachers be provided for all children or that books and other educational supplies be made available for them. Even when the definition of opportunity includes a statement with respect to buildings and equipment, curricular offerings, length of the school term, provision for health and physical education, vocational guidance and the like, the real problem may still be unsolved.

In most states many institutions of higher education under public and private control offer curriculums for the preparation of teachers. The lack of a unified program and the failure to estimate accurately the needs of the state for teachers have resulted in the preparation of thousands of young men and women for the teaching profession for which there are no places in the public school system. It is only upon the basis of the development of a unified program of higher education and the allocation of functions among the several institutions
that the state can use its resources to best advantage and the young people enrolled in these institutions can receive appropriate guidance in the selection of the curriculums in which they should enroll.

The state board of education may properly assign special functions to each of the several state teachers colleges; for example, one of these institutions might offer unusual opportunities in the field of physical education, another might offer courses for the preparation of specialists in music or art, and still another assume major responsibility for the preparation of teachers of commercial subjects. But whether or not any such special assignment is made the success of the teacher-education program will in the last analysis rest upon the competence of the executive officers placed in charge of each of these institutions and on the financial support which will make possible the employment of highly competent professional staffs.

E. Comparative Summary

The administrative procedures set up by the State of South Carolina are in agreement with those suggested by the National Education Association except in two instances.

First, the State recommended that preparation be made to meet increases in the enrollment as of the school
year 1948-1949. It further states that the increase will be 18,500 white pupils. It is to be assumed from these statements that there will be no increase in the enrollment of Negro pupils, or that if there is an increase in enrollment, the State has chosen to ignore the responsibility of providing for it.

The second instance of discrepancy is in the matter of training available through State universities. Up to and including the year 1945-1946, graduate training was not available to Negroes at State schools. The Negro colleges have no graduate schools of their own and all teachers must enroll in out-of-state schools for graduate training. The cost of such training is an expense that many Negro teachers can not meet easily.

It is recommended that the State of South Carolina reconsider its suggested program in the light of these criticisms.
CHAPTER IV

THE CURRICULUM

A. Principles of Curriculum Making

The following discussion is adopted from the report of the program committee concerning the principles of curriculum making.

In order to make an intelligent evaluation of the present curriculum and possibly to suggest improvements and revision of it, some basic beliefs or principles of curriculum building should be set up at this point. Experts in this field have offered suggestions from time to time concerning the revision and construction of a school curriculum. This is an attempt to select and consolidate some of the well-known and generally accepted principles of curriculum building, principles suggested by educational leaders who have given attention to curriculum problems. No attempt is made to claim credit for either the ideas or wording of these principles, but it is difficult to give proper credit in any case because of the similarity of such lists of principles by different authors.
A suitable introduction to the principles of curriculum building demands a clear definition of the terms "course of study," "program of studies," and "curriculum." A course of study is a body of specific subject-matter set up or outlined to be learned by the pupils, usually a printed outline to be followed point by point by the teacher. A program of studies is a grade placement, credit basis arrangement of the subjects for which courses of study have been outlined. A program of studies is an administrative device by which each pupil may plan which subjects he will take during each of the years of his school career. The curriculum is composed of all the experiences of the pupil under the guidance of the school. Courses of study, program of studies, and curriculum are not synonymous terms.

The following principles are applicable to all levels of the school program:

1. The local school unit is the most natural and effective unit for curriculum making and improvement.¹

The development of a reconstructed program depends more upon the initiative, enterprise, and leadership of the local staff than on any other external factor. 2

2. The educational creed or philosophy, supplemented by principles developed in various curriculum areas should be carefully and continuously applied in determining and evaluating curriculum activities. The creed should determine the curriculum instead of the curriculum determining the creed. The curriculum should include those experiences which will contribute to the realization of all the purposes of education.

3. The foundation of the curriculum should consist of those experiences which will enable the pupils to acquire a general education or the basic tools of learning.

A general education is emphatically not the acquisition of certain restricted and prescribed formal knowledge, but rather is it the practice of successful current and future daily living; 3

the development of participating, responsible, alert, civic-minded citizens of our democracy. 4

2 Pierce, op. cit.,
3 Ibid.
The conventional subject fields offer great possibilities of accomplishing this if they are broadened and related to the lives of the pupils.

4. The foundation of general education in the curriculum should include all the major fields of learning. This will serve the purpose of pupil exploration and, with effective guidance, will be the basis of choice for further learning.

5. The curriculum should be flexible, constantly changing, and growing.

No curriculum set up in advance can be adhered to unvaryingly. The effective general framework can be set up. The construction of the main body of the curriculum will be determined by the changing needs of the pupils and the professional growth of the teaching personnel. The curriculum should be flexible enough so that full advantage may be taken of significant learning experiences without involving administrative confusion and difficulties. All courses should be regarded as tentative and suggested and not prescriptive. Curriculum revision should become an integrated part of the every-day functioning of the schools.

6. The curriculum should be well articulated in
all its stages and "should emphasize the continuous progressively challenging unitary learning experiences" throughout the twelve years.

7. The pupils should have a part in conceiving, planning, and evaluating the curriculum.

The creative urge in the pupils for spontaneous, free action that emerges from the classroom should be given full expression within the limits of the educational creed.

8. The curriculum should recognize and make effective provision for varying interests, needs and abilities of all normal pupils within the school age. Once a pupil has been introduced to a special field, opportunity should be given him to continue his study in this field until graduation.

In contrast to the principles above as discussed by the South Carolina Program Committee, the following comments are offered by the N.E.A. as points for guiding the thinking:

5 The Joint Committee on Curriculum

1. The center of emphasis is being shifted from the program of studies to the individual learner. There is closer concern with the major strategy of the classroom as opposed to the minor tactics of subject-matter arrangement. We are beginning to study the child as a unitary, unique individual and to offer guidance in an intelligent and sympathetic way to each one in accordance with his needs.

2. The process of educational reconstruction must penetrate deeply; it must not balk at leaping the barriers set up by the traditional school program. It must think beyond more "shifting" courses and adding or subtracting "topics."

3. The detailed preparation of course of study materials by teachers, alone or in committee, has often been successfully undertaken. But such work is significant only if it simultaneously increases the insight of the staff into the basic educational philosophy. To print new educational objectives does not necessarily abolish the old ones.

4. The proper role of the well-prepared teacher of today in formulating educational policy, is not, however, limited to the fields of instruction and curriculum making. In many school systems definite
provisions have been developed for teachers to share fully and systematically in the study of all educational problems and in the development of comprehensive educational policies.

5. The current tendency to re-evaluate, in the light of realistic objectives, all the activities of the common schools is a wholesome one. It should be speeded up and greatly widened in its scope. While there is need to examine present prevailing practices and subject-matter to see how they may contribute to the objectives of education, this process must be safeguarded against complacent rationalization. There is even greater need to discover new curricular emphasis, new teaching materials, and new groupings, of subject matter which will contribute directly and powerfully to the attainment of the purposes proposed.

B. Subject Fields of Study

The arrangement of courses of study for the schools of the whole state is a very difficult problem. There are many possible approaches to the problem and many ways or schemes of arrangement. The arrangement chosen by the committee is by subjects. Each subject field was investigated from the first grade through the twelfth grade and
arranged by grade levels. Special attention was given to grade groupings as primary, intermediate, junior high school, and senior high school. Subject fields were not studied in isolation, but were considered in relation to each other so that correlations and integrations might be made where desirable.

For the purpose of this work, subject fields were divided into the following headings:

- Foreign Languages
- Language Arts
- Mathematics
- Music
- Physical Education and Health
- Physical Science
- Social Studies
- Vocational Education

The following tables give briefly a summary of the suggestions for a program of studies in the elementary and high schools.

In the Primary grades it is not expected that the subjects listed in the table will be taught as separate subjects. Better results can be attained by bringing about a correlation of several of the subjects. This may be done also in the high elementary grades.

In the elementary and junior high school grades, schedules should be so arranged that pupils may have an opportunity to study all fields of subject matter
presented except the ninth grade. For the ninth grade and the senior high school, the following key to the table explains the suggestions for elective and required subjects.

Key to table:

(1) Required of all pupils.

(2) Chemistry and physics may be alternated, 11th and 12th grades.

(3) Senior Science may be substituted for Chemistry or Physics.

(4) Health is to be a part of natural science courses in the seventh, eighth, and ninth grades.

(5) Approval of the State High School Supervisor required.

(6) Includes all forms of shop work (wood, metal, etc.)

(7) Either American History or Problems of Democracy should be required. These subjects may be alternated in the 11th and 12th grades.

(8) Commerce includes typing, shorthand, bookkeeping, printing, transcription, office practice, commercial law, office machines.
SOUTH CAROLINA STUDY CONFERENCE

Suggested Program of Studies for Elementary School

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<tr>
<th>Primary Grades</th>
<th>Intermediate Grades</th>
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<td>Language</td>
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<td>Health &amp; Play</td>
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<td>Music</td>
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### Suggested Program of Studies for the High School

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<th>Senior High School</th>
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<td>Practical Arts &amp; Homemaking</td>
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Physical Education and Health are discussed as a minor part of the entire curriculum. Because of its importance to the success of any school program, the author will discuss the program in a separate chapter.

Health is a factor which conditions our success in all undertakings, personal or social. For this reason schools properly place great emphasis on health as an outcome of education. The schools would save more than their own total cost if they could see to it that the oncoming generation of adults used its resources for health more wisely.

C. Pupil Activities

Sometimes the teachers and administrators begin to feel that class activities provide the only experience for which the school is responsible. This is a mistake and results in much of the class efforts being multiplied by the experiences that are in contradiction to the instruction of the classroom. The study hall, lunch room, library, physical surroundings, school government, and the many extra classroom activities sponsored by the school may influence pupils in the opposite direction from the instruction in health, social studies, and English.

Carr, G.W., Purposes of Education in American Democracy; Washington, D.C., 1938, p. 60.
There is need for careful analysis of these extra classroom experiences in each school. It is hoped that with the beginning of the twelve-year program we will consider a well-rounded program. This will require careful planning of extra-classroom experiences which will correlate with and extend classroom work.

D. Materials

The materials found in textbooks should be supplemented and enriched by materials that are available. A wise selection of supplementary materials will greatly increase interest and accelerate learning.

E. Structure and Scope of Public Education

The following discussion of the formation of curricular activities is based upon findings of the N.E.A. Educational Policies Commission in its 1938 publications. Probably the greatest limitation of the structure of education as now developed lies in the failure to adapt the curriculum of the schools to the greatly varied abilities, interests, and vocational outlooks of the students in attendance. There is need for the development of more adequate adjustment, not only in terms of curriculums but also in the regime of the school, for those who are mentally or physically handicapped and for those who are socially maladjusted.
Critics of the secondary school have properly called attention to the fact that in many instances a uniform curriculum, suited only to the needs of the students of superior intelligence, has been imposed upon all the pupils. Hundreds of thousands of boys and girls in American High Schools are still asked to undertake work in mathematics, in foreign languages, and even in highly differentiated sciences, in which they have little interest and in which there is little expectation that they can find utility or satisfaction. For many of these boys and girls the educational experiences provided are of no practical significance or value.

On the other hand, the criticism is made that able young people go through secondary school without ever discovering and developing the talents which they possess. Many young people spend their time and energy in the social life of the school and the community, in popular amusements and in activities of little value in individual growth and development or social contribution, rather than in intellectual pursuits.

A new type of secondary school curriculum is being developed

One of the most important experiments now being conducted in American education seeks to develop a new type of secondary school curriculum. In some schools the
traditional school subjects are being reorganized in terms of the interests and needs of boys and girls in modern society. Even where a complete reorganization has not been effected, larger areas of knowledge have been organized under such classifications as the social studies, languages and literature, the natural sciences and mathematics, the fine and industrial arts, and health and physical education. A result of these experiments may be greater continuity in the program of education from the elementary through the secondary school period. The emphasis will be placed upon meaningful experience rather than upon the accumulation of knowledge. The structure of the school system may not be greatly changed, but its social significance will be greatly augmented.

Occupational survey and vocational programs.

A further criticism of secondary education in the United States is directed to the relationship existing between school life and the work life which follows school attendance. Relatively little provision has been made for the preparation of young people for the occupations which they will certainly enter. There are no adequate measures of the number of opportunities to be expected in each of the many vocations. It has apparently been assumed that any boy or girl by virtue of
some sort of education, can engage in any occupation. A limited program of vocational education has been developed during the past twenty years, but these opportunities have been available to only a small minority of the total secondary population.

The wise solution of the problems of secondary education will require much knowledge that is not now available and in many cases revision of the policies which now prevail in the organization of these schools. A program of general education for all citizens must be defined and developed experimentally. This will undoubtedly involve changes in the secondary school curriculum in practically all aspects. There must be conducted on a nation-wide scale a continuing study of occupations and of the needs for recruits in each of the many vocations.

Curriculum making is conditioned by current experimentation in the integration of units and teaching fields.8

Curriculum makers are formulating their program in terms of functional materials rather than merely divisions of subject-matter. The activity of the pupil is receiving greater emphasis, and the time-worn phrase, "learn to

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do by doing," is recognized as a basic principle of the construction of the unit of work. The immediate effect of this general acceptance of the concept has been the breaking down of old subject-matter fields and organization of new integrated units of work.

There have been related effects of this movement in that old subject-matter-fields may be retained and the units of work organized so as to integrate with the needs, abilities, and activities of the pupils and the needs and conditions of society. A unit organized as a functional unit would have a different subject-matter unit. It will not be stated as a division of subject-matter, but as an aspect of the function of society or the individuals who make up society.

Curriculum making must be translated into better teaching.

Curriculum making and course of study construction are for the sole purpose of improving teaching and facilitating learning. Unless these goals are achieved, the time and effort as well as the money invested in the program have been wasted. It is unnecessary to mention the fact that many well bound and beautifully printed courses of study have served only as an addition to the professional row of books which are on the teacher's desk.
In order that the course of study may be an instrument for the improvement of teaching, it must have the sympathetic understanding of the faculty and be the result of their intelligent cooperation. It must represent growth on the part of the faculty and contribute to further growth and professional development. It is imperative that the course of study be stimulating to the teachers, supervisors, and students in postulating objectives, suggesting interesting and valuable experiences and materials, presenting highly desirable methods, and prescribing an adequate and reliable checking and testing program. The course of study will be functional if it is organized according to these general standards and the supervision in the system is of the cooperative type.

Curriculum making must be based on individual differences of children.

In the last quarter of the nineteenth century, the organization of pupils into groups for instruction purpose became the custom, and the individual was submerged in the class. The recognition of the pupil as the object or unit of instruction has stimulated the development of several types of individual instruction in the past century. It is not essential here to discuss these various types, but to emphasize that every unit in the educational ladder,
from the kindergarten to the university, is facing the problem of organizing learning activities so that the greatest good for the greatest number can be realized.

As soon as one realizes that the intellectual possibilities of pupils at all of these levels vary from borderline to genius, it becomes imperative that the organization of learning activities should be developed so that each individual can progress at his optimum rate of speed toward objectives which have been formulated in terms of his abilities and aptitudes.

Educators cannot countenance the development of a course of study in a particular subject for a school system. The course of study must be functional in terms of the pupils. This type of organization demands that learning experiences be developed so that the course of study will contain:

1. Functional centers of interest for each group of pupils or each individual pupil.

2. Learning experiences developed at several different levels.

3. Classroom procedures, adapted to the pupils of the particular classification.
F. Comparative Summary

Curriculum making must find guiding principles which will lead it with all the certainty that is possible, in right directions. It is helpful to begin with the assumption, to be accepted literally, that education is to prepare men and women for the activities of every kind which make up well-rounded adult life; that it has no other purpose; that everything should be done with a view to this purpose; and that nothing should be included which does not serve this purpose.

Because of the social changes, education must shift its ground in fundamental ways. It must perform functions which it has not hitherto attempted; and discontinue labors no longer serviceable. It is easy to make changes. There are many who delight in any kind of change and feel that they are making progress when they are making changes. But merely shifting position is not necessarily progress. There are more ways of going wrong than of going right. The status quo is usually better than change in wrong directions.

The State of South Carolina has presented, as a result of studies of state bulletins and other information, the trends which exist in the curricula of other
states and has suggested how these trends may be used for improvement of instruction in long-time planning for the Twelve-Year Program of Education for South Carolina. Whether or not the suggested program becomes a workable entity depends upon the ability of the people of the State to activate or translate the suggested principles into action in light of democratic ideals and desires of free men. The program as suggested will not take place until the total population to be affected by this change accepts the challenge it offers - the challenge to become responsible, alert, and civic-minded citizens of our society.

The program committee makes a strong plea for a sound foundation of the curriculum which will consist of experiences to enable pupils to acquire a general education or the basic tools of learning. It further urges a broadening of subject fields to offer greater possibilities for pupil adjustment.

Pupil planning is urged in all cases in order to get as close to the personal problems and needs of the students as is possible.

Re-evaluation and reconstruction of the school program must be done in light of realistic objectives.

The physical education and health program as suggested by the program committee is weak and inadequate.
It does not reflect good judgment on the part of the committee representatives. Because of its importance it has been mentioned in this chapter only as a subject field for study and discussion. Chapter V of this thesis will be devoted to the program of physical education and health.
CHAPTER V

HEALTH AND PHYSICAL EDUCATION

The conference report on Health and Physical Education is given below. The subject was mentioned as one area of the curriculum to be improved.

Because of the importance of Health and Physical Education to the total school program and because of its broad implications, the author of this thesis has elected to discuss the subject separately, thereby emphasizing its place of importance in the curriculum.

A. Elementary School

Health in the elementary grades should be brought in or developed from the materials used in instruction. Play periods other than lunch time should be provided. Play should be an outgrowth of the total program where groups are experiencing living together in harmony.

Games appropriate for each age group can be supervised by the grade teacher. At least one period per week should be free play.
Health instruction is to be a part of the natural science course in the intermediate grades through the eighth grade. This subject is required for all students.

B. High School

The following paragraphs are taken directly from the report:

The physical training program classes should meet from three to five times per week in junior high school. The work should be concentrated around games of low organization type, a type of game whereby cooperation and initiative are developed. Some mass exercise should be given so that the group will learn to work together as a unit. Many individual sports should be offered so that the students of varying capacities may choose one or more that they enjoy.

The health program takes a definite shape in the senior high school. First aid, personal health, safety and driver education should be taught periodically or at least once during the students high school career.

Physical education in the high school should be broadened to include both intramural and interscholastic sports. Posture training should be emphasized and
corrective calisthenics offered. Mass exercise is recommended as a small part of the regular program. Some type of contact games or sports should be required. The highly organized sports should be developed along age or weight classifications.

The interscholastic program should be made to conform to the requirements of either local or national athletic organization, and be sponsored directly by the school.

Individual sports should be offered to meet the needs of the various students according to their capacities. This is an excellent chance to give a student an opportunity to get an interest in a sport which he can carry all through life.

It is recommended that physical training meet three times or more in the high school, or that physical training meet three times and health meet twice per week in the high school.

Some games suggested for the high school grades are touch football, basketball, softball, tumbling, wrestling, boxing, track and field, tug-of-war, soccer, and speedball. These are team sports. The individual sports may include swimming, tennis, golf, ping-pong, horseshoes, badminton, rope climbing, and gymnastics.
C. Weaknesses in the Suggested Program

Weaknesses are apparent in the suggested program of health and physical education for the high schools of South Carolina. The seriousness of such weaknesses is emphasized by the fact that the report represents group opinion which was formulated only after a study conference.

1. The use of the term "training" is not acceptable in the area of health and physical education. Physical education is an educational process in which all elements of thinking come into play. Learning about the functions of the body and how to care for and prevent injuries are in the field of education.

2. Games of the low organization type are not appropriate to the needs of high school students, certainly not to the extent where they are considered the focal point of emphasis. Cooperation and initiative are more readily developed in team and group games and contests. The programs of modern education offer the active sports and competitive recreational games. It is in these types of activities that real learning takes place.

3. Mass exercise does not offer an opportunity to accomplish the desired end as stated in the conference
report, "the group will learn to work together as a unit." Working together as a unit, all performing the same operations at the same time and on a given command, constitutes mass exercise. That is entirely different from working together as a unit in the sense that a football team, comprising eleven men performing eleven different functions, works for the same end. In this sense the working together requires recognition of and respect for others, cooperative thinking, and the desire to achieve a common purpose. Mass exercises are undemocratic in that they do not allow for individual thinking nor for individual differences.

4. A sound corrective program is composed of therapeutic exercises carefully prescribed and arranged for each individual student only after a medical examination has been given. At no time are calisthenics per se offered as a part of the program. Each individual in the corrective program works independently and at his own rate of speed. He has a full knowledge of his disability and knows what the program has to offer him. There is no counting or calling of positions; there are no signals for starting and stopping. All exercises are completely individual.
5. As desirable as highly organized sports and active games are, they should not be required. They may be offered, rather, as an outlet for individuals who, because of their particular make-up, can benefit best from this type of activity. Likewise, this suggested phase of the program contradicts the statement that "the work should be concentrated around games of low organization types."

D. What the Schools Can Do

The program of health and physical education functions in accordance with certain principles, some of which are discussed here. These principles have their foundation in the facts of science.

Health education

School health education can best be developed under the influence of good examples of practices of health protection set by the schools and by the teachers themselves. School health education should: ¹

(1) Provide for healthful living, including attention to the arrangement of the school

day and social and emotional tone of the classroom as well as to school sanitation and safety.

(2) Have a planned program for the care of accidents and sudden sickness occurring at school.

(3) Have definite functioning policies and procedures to assist the community program for the prevention and control of communicable disease.

(4) Provide a coordinate plan of health instruction giving opportunities for experience through which pupils will develop skill in living healthfully and will accumulate and use scientific knowledge relating to the acquisition and improvement of health, and the cause, spread, and known methods of prevention of certain diseases.

(5) Encourage periodic health examinations, developing a plan whereby such examinations will be obtained and a cumulative record of the findings and recommendations will be kept.
(6) Give special attention to those in need of medical or dental care through a follow-up program which, where necessary, will guide pupils and parents to sources of medical, dental, and other special treatment.

(7) Provide special education programs for handicapped pupils, either by adapting the regular class to individual pupil's needs or by providing special classes or special schools.

(8) Provide supervision and in-service training for teachers and place specific responsibility in the hands of some person especially qualified in education and in school health work for coordinating all school health activities and relating these to the community health program.

**Physical education.**

Physical education is a method of offering an opportunity during school life for psychomotor or big muscle activity, with growth and development as one outcome. This is a distinct contribution to a school health program.

Physical education is presented here with reference to its relation to health education, hence no attempt is
made to formulate a complete program.

The amount of time devoted to physical education during each school day is sufficient to satisfy the growth needs of a child. The physical education activities of the school must be supplemented by long periods of natural play outside school during the hours of sunshine. Studies and authoritative opinion indicate that four hours of big muscle activity is the minimum amount of time required by children of lower elementary school age.

One of the functions of the school physical education program is to provide activities which are natural, spontaneous, and joyous in a suitable environment and with adequate supervision. These activities should carry over to and form an important part of the child's out-of-school play. This is especially true from the eighth grade on through adolescence when the stimulus of team games are needed.

It is impossible to separate from one another, the growth and development of muscles, the vital organs, and the nervous system; nor can we isolate this physical growth from the child's mental and social development. There is a distinct hygienic value in short daily periods of recreative exercise, and if rightly conducted, such periods play their part in the scheme of daily healthful
living during school hours. But they can and should be worth far more than this in their contribution to the general educational objectives. Children should learn skills to which they will naturally turn when left to their own devices; skills which will be of such vital interest to them that they will form the basis for their leisure-time activities. In addition, they should gain a wholesome desire for active recreation.

In order to develop a maximum physical efficiency for a maximum number of pupils, sports should be carried on with equal benefit to children as other parts of the school program. This means that all should have equal opportunity for participation and that sports should be modified when necessary to suit different needs. If it is considered desirable to provide opportunities for socially acceptable behavior which arises when groups from different schools meet on the play field, then every child should have his chance. If this can be accomplished only through the sacrifice of the technics of the very skilled group, then this sacrifice should be made. With care and intelligence and without loss of school spirit the goal of an interschool program can be participation for the many rather than championships for the few.

A physical education program should be based upon the individual differences of children as revealed by all
the various types of examinations and tests recorded within the schools. This means a careful classification of pupils according to their growth and development status. Such a classification would eliminate the all too common practice in junior and senior high schools of grouping students together who have the same vacant period. Nothing could be less scientific than this procedure. The approved method is to write physical education on the student's program first. Flexibility of program and a school policy which insures the greatest good for the greatest number are essential to successful achievement in physical education. The broad contribution which may be made by physical education to the development of the child's personality as an integrated whole is suggested by Williams\(^2\) in the following criteria for evaluating physical education activities:

(1) The practice must provide physiological results, scientifically determined, indicative of wholesome, functional activity of organic systems, and sufficient for the needs of the growing organism.

\(^2\) Williams, J.F., Principles of Physical Education. p. 412.
(2) The practice must have meaning and significance for the individual and should provide a carry-over interest.

(3) The practice must provide opportunity for the individual to satisfy those socially desirable urges and impulses of nature through engagement in motor activities appropriate to age, sex, condition, and stage of development.

(4) The practice must offer opportunity to the individual under wise leadership, to meet educative situations as one of the social group.

An adequate education.

An adequate education will include worthwhile experiences in health, physical education, and recreation. Not only the concept of unity of the organism but also the clear recognition of the interrelation between organism and environment require that this education, if it is to be adequate, must concern itself with facilities, program, and leadership. This may be accomplished through the development of:

(1) A comprehensive child health promotion program including an adequate health examination, control of communicable disease, and healthful school living in the
entire curricular and extra curricular life of the school, directed toward the educational goal of developing capacity for self-direction in health matters.

(2) Health instruction based upon scientific materials progressively arranged throughout the grades and upper schools, and directed toward personal accomplishment and social ideals. Safety should be included in this instruction.

(3) A physical education program for all pupils every day, using activities that are educationally sound as well as developmentally desirable, progressively graded, and adapted to meet individual and group needs.

(4) Opportunities for the development of skills and interests in recreational hobbies that may range the entire curriculum, but centering most often in music; literature and drama; fine, practical, and industrial arts; physical education; and various club activities of the school.

(5) Adequate indoor and outdoor facilities and sufficient time in the curriculum for all parts of the program, properly prepared personnel, and organization of pupils to permit the development of good instructional programs.
(6) Procedures for the scientific classification, grading, and promotion of pupils in harmony with the best practice in general education.

(7) The organization and administration of health, physical education, and recreation in the schools as a single, executive department, utilizing community and school effort and resources in the establishment of common purposes and policies as to finance, use of facilities, and cooperative working relationships among the personnel involved, all directed toward and thoroughly integrated with the general purpose of education.

(8) The accrediting of health, physical education and recreation activities in all schools and colleges for graduation and acceptance from high school for college entrance.

(9) Extension of desirable and practical measures for the promotion of health, physical education and recreation among boys and girls in schools, to all members of the community, as the broader implications of education are accepted, and as the ideas of play and recreation as aspects of the finest living gain recognition.

(10) Professionally educated and properly accredited administrators, supervisors, teachers and specialists for
all aspects of the health, physical education and recreation programs. Personnel should be recognized as including school physicians, dentists, nurses, nutritionists, mental hygienists, and other special health workers, physical educators including athletic coaches, and recreation workers and teachers.3

E. The Aim of Education and of Physical Education4

The aim of education and of physical education that is accepted by a person or a group largely determines the kind of curriculum that will be proposed. If, for example, one believes the aim of education is to prepare children to do better the specific activities in which adults participate he will construct a different curriculum from that of one who believes the aim of education is to help pupils solve the problems of everyday life, or to grow and develop through experience.

A large number of the statements of the aim of education and of physical education have been made by different writers. Many of these statements are involved in technical and ambiguous language which makes it difficult

to understand just what they really mean. In order to function as guides in the educational process aims must be stated so simply and clearly that they cannot be misunderstood or misinterpreted. The following statements are intended to meet this requirement:

The aim of education is to help boys and girls do more successfully the things which are useful to them in living.\(^5\)

The aim of physical education is to provide facilities, leadership, and opportunities for participation in physical activities that will help boys and girls do more successfully the things which are useful to them in living.\(^5\)

In this connection the word "useful" must be interpreted broadly. There is sometimes a tendency to think of an activity as being of value only if it contributes to vocational efficiency. An activity is really of use to a person in living if it helps him to have better recreational interests, to get broader and better satisfactions out of his social relationships, to enrich his home life, or to live better and more fully in any way. The acceptance of these aims of education

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5 Sharman, op. cit., p. 141.
6 Ibid.
and of physical education indicates that the curriculum should contain only subject matter and activities that have utilitarian value either immediately or in the future; it implies that the curriculum content occurs commonly in the lives of many people; and that the content will help improve the quality of living of the pupils.

F. Summary

It is becoming more evident that health and physical education underly the success of any school program. In most cases it will be difficult to establish a procedure whereby health and physical education have precedence over any other subject on the student's schedule. However, the teachers of health and physical education must never cease in their efforts to impress upon the school administrators the importance of their program. The program of health and physical education is the only one to reach all students in the school at some time during the day. This fact alone emphasizes its importance. A great all-around program under good supervision can put health and physical education in its rightful place in the curriculum.

The modern program of health and physical education is recognized as a phase of the total educational function, and as such has the same general aim. Consequently, the descriptive phase of the work requires the use of correct terminology and a careful analysis of all activities.
included in the course of study. The use of the terms "physical training," "mass exercise," "corrective calisthenics," and "required sports" are to be avoided. They do not exist per se in the program of today. Instead we include "physical education," "corrective exercises," "remedial gymnastics," and recreational sports offered, not required.

The health program must provide for healthful living at school and at home. Physical examinations are a major part of the total program, in that they serve as a basis for a good follow-up program.

Time should be provided to allow for full use of facilities and equipment available to the pupils. The activities taught in school should carry over into the child's out-of-school play.
The following discussion of problems has been taken directly from the conference report:

An attempt has been made to provide a suitable outline for the twelve-year program. Some of the problems which were presented could not, because of lack of time, be given proper consideration. However these problems are of such importance that they deserve an early study. Therefore, they are presented as future problems. No attempt has been made here to present solutions to any of the problems listed.

A Pupil Accounting

1. A wide variation of record systems for pupils in the schools of South Carolina calls for a study of this problem. There is an obvious need for uniformity, accuracy, and promptness.

2. Much can be said about a program of guidance, but it will perhaps be sufficient to say that the proper adjustment of students so that they will be satisfied in
their work calls for a deep consideration of the matter.

B. Teaching Personnel

1. In-service training should help teachers grow, to develop enriched personalities, and to become more proficient in the art of teaching.

2. Qualifications for school administrative officers and teachers is a problem confronting South Carolina.

3. A third problem of the teaching personnel is that of a teaching program to match the Twelve-Year Program.

C. Curriculum

1. In our system of education we have a complex set-up. The problems facing schools is the adoption of a program of studies flexible enough to meet the needs of all schools, the small, the large, the poor, the wealthy, the Negro, the white.

2. In order to give incoming school populations the kind of materials needed, the curriculum should be kept up-to-date.

3. The new emphasis that is being placed upon health and recreation presents a problem to the schools of South Carolina.
4. Many textbooks now in use in South Carolina are antiquated editions.

5. Present conditions have brought about a cry for a shorter schoolday, especially in the high schools and rural elementary schools, because of the shortage of labor. On the other hand, the school has had thrust upon it the care of children before school, at noon, after school, and evening.

6. Rigid and uniform standards for grade placement should give way to a more flexible system in which pupils are grouped according to their all around needs.

7. In order to realize to the maximum degree the full benefits of the curriculum the school plant should be planned in keeping with the type of educational program the community demands. It should make ample provision for the adult as well as for the children.

8. Most public school libraries of South Carolina are inadequate for the needs of a worthwhile and enriched school program. Negro schools have such meager equipment that the differences become most noticeable. Such wide variations between high schools and elementary schools, urban and rural and white and Negro, make imperative a study and recommendations which will remove these inequalities.
D. Transportation and Economy

1. In south Carolina at the present time the transportation of school children is a vital problem. Inadequate, unsafe, and inefficient transportation facilities in some localities handicap the program and are interfering with educational opportunities of many children.

2. There are 1,750 school districts in the 46 counties of South Carolina, many of which are overlapping.

3. Every tax dollar allocated for school purposes, ought to be well spent. The purchase of school equipment through a central state agency as is practiced in many other states is a matter for South Carolina to consider.

E. School Financial Support

1. Considerable thought is given to the support of public education in South Carolina. This support falls in three categories - local, state and national. A thorough study is needed before any fair allocation as to the sources of school support can be made.

2. A brief study of the inequalities existing among the counties of South Carolina at the present time presents a real problem. The average per pupil
cost for public education in South Carolina in the school year 1942-1943 was $49.00; but there is a range between the low of $19.00 in McCormick County to the high of $143.00 in Allendale County. There is a wider differences in expenditures between the white and Negro schools which also deserves serious consideration.

3. The need for federal aid in South Carolina is urgent. There is a larger percentage of the population in South Carolina of school age than in any other state; but, on the other hand her income, wealth, and taxpaying ability are within third place from the bottom in the list of the states.

F. Conflicting Laws and Practices.

1. One brief statement about illegality in education is that padding the roll is said to be a frequent practice. A recent revocation of a teacher's certificate because of this infraction is a case in point.

2. Authority for administering the schools has been brought in question in view of the fact that there is over-lapping authority as between the State Board of Education and trustees.
The foregoing problems have been set forth with a view to stimulate sufficient interest in a thorough study in order that reasonable and satisfactory results may be ultimately reached.

A thoroughgoing investigation of school practices in South Carolina should point the way for a progressive school program for the State.

G. Consideration of Problems.

1. The problem of pupil accounting suggests that the lack of accuracy and uniformity is a result of poor administrative functioning. Since each school has its own methods, no central office has taken the responsibility for collecting and evaluating records.

2. Guidance has been treated as something foreign to education, when in fact it is of paramount importance. Most people drift into some occupational field with the result that there is much wasteful occupational shifting and many a square peg in a round hole. The future success, happiness, and efficiency of the individual often depend on making a proper adjustment not later than the attainment of adulthood. The guidance of the school with respect to such vocational adjustment will help the student to survey the needs and opportunities for employment and to appraise his own potentialities and opportunities.
It will point out to him the educational program which best meets his needs, and help him to make wisely the choices he will have occasion to exercise during his secondary school career, during his induction into his vocation, and during his progress in the vocation. A statement of the importance of vocational guidance need not imply that the school personnel is omniscient or gifted with prophecy. Existing methods for appraising individual vocational aptitudes and predicting occupational trends leave much to be desired and call for further development through research and experimentation.

Without vocational guidance, vocational education may be extremely wasteful. Such guidance, of course, is to be regarded merely as one important part of a larger and continuing process of education involving adjustment of the individual from childhood to old age in all the areas of human activity. For youths in secondary schools as well as those of later adolescent years who are not in school, the major problems of guidance are concerned with entrance into occupational life, adjustment to the withdrawal of parental support and parental control, establishment of new family relationships, progress toward economic independence and the commencement of the duties and privileges of adult citizens.
3. The problem of teaching personnel has been discussed in an earlier chapter. The major need in this instance is for a more comprehensive teacher training program in the schools and colleges of the State.

4. The whole problem of the curriculum is that it has failed to serve effectively. Being dual in aspect, it has had a split function with different purposes in view. This fact has contributed to a lack of understanding on the part of teachers and pupils. The materials included in the curriculum have been useless in many instances. A clear view and evaluation of textbooks has not been made because the curriculum has not changed with the needs of the pupils. The new emphasis on health will require a new outlook on school life by all. School plants must be planned in keeping with health principles. Facilities must be available for all pupils at all times. The dual system of education should not be allowed to degrade the total program. A functioning program can be formulated; a revised curriculum is the starting point.

5. The 1,750 school districts are so located that often four and five high schools are operating within a radius of two miles. County lines should be surveyed to allow for consolidation of schools.
6. School finances cause many headaches for administrators. The remedy of the chronic condition of insufficient financial support is important. The services of qualified workers costs money; a sufficient number of workers to do an acceptable job costs still more money; providing these workers with suitable equipment and housing them under favorable conditions for work make further inescapable financial demands.

There are aspects of school work which contribute meagerly to the attainment of the objectives of education as proposed. Funds should be so allocated that preference is given to those services of the schools which make the largest contribution to the educational objectives for the largest number of pupils over the longest period of time. Activities which do not contribute to the objectives should not be financed at all.

Glaring defects in the tax systems of the localities, states, and nation continue to be ignored for selfish protection or partisan expediency. A modern, equitable, and efficient tax system for providing school revenues is essential. The taxable wealth and income of the nation is distributed unevenly over its area. Some jurisdictions have relatively many children and relatively limited tax-paying ability and vice versa. Measures for equalizing the burden of school support within and between states are essential.
7. Authority for administering schools offers a serious problem. The majority of the chief state school officers are still elected upon political ballot, many others hold office on conditions which involve partisan political considerations. The county school superintendency in most states remains definitely a political office with minimum attention to professional qualifications. When school administrators are chosen on such a basis they are definitely identified with partisan politics and are often bound by party pledges. The immediate removal of all forms of political pressure and interference in the administration of schools would help greatly in the attainment of educational objectives.

No school board is bound to obey a legislative act that is judged by proper legal authority to violate the constitution under which it operates.¹ When a duty is legally and properly imposed upon educational authorities, they are compelled to adjust the discharge of that duty to all the responsibilities entrusted to them by law. Any other conception would make the whole curriculum a sport of passing legislative majorities. To confer upon a legislator or an executive in charge of other matters the power

to prescribe minute rules for education is to declare school boards, superintendents, and teachers unworthy of their office and to shake the confidence of pupils in the integrity of instruction.

H. Summary.

The problems confronting the program committee are varied and complex. They require serious thinking and constant study. Most of the problems center around a lack of uniformity of purpose and a poorly administered program. Pupil accounting and curriculum problems are purely administrative. The central office should be able to control these very easily. As for teaching personnel, school finance, and administrative authority, these matters can be handled through proper legal channels. The universities can provide for the pre-service and in-service training of the teaching personnel; finance is controlled by public tax levy. Education must not become the victim of partisan politics through misrepresentation.
CHAPTER VII

CONCLUSIONS

A. The State of South Carolina has undertaken an ambitious project in attempting to change from the eleven-year school program to the twelve-year school program. The new program offers many ways by which the State can solve its more urgent problems. However, administrative changes alone will not meet the needs of the individuals who are exposed to the program. Conditions in South Carolina are deep-rooted in nature and a definite cure must be affected before any educational changes can be made effectively. The basic problems are stated consistently throughout the entire suggested program, and each time the statements are made they are offered as something "due to factors peculiar to South Carolina."

First, schools must help promote a better understanding between the whites and the Negroes. Logically the statement is true, for no better place to start such a program of mutual tolerance and understanding can be found. Yet no provisions are made for inter-
school relationships; on no occasion do the students or faculty meet together. Ideas and policies are never exchanged or examined for the good of all school personnel. A change is being made, but as yet, the change does not constitute progress.

Secondly, it is estimated that the increase in enrollment in 1948-1949 will be approximately 18,500 white pupils. This strongly suggests two conclusions; either the increased enrollment is to be restricted to the white schools, or that at some future date the problem of increased enrollment in the Negro schools will take care of itself. Either view is entirely false and proves conclusively that the study has covered only a very small part of the total problem.

Thirdly, approximately 700 additional teachers will be needed in 1948-1949. This figure is estimated in view of the expected increased enrollment in white schools. There again it must be assumed that all plans are being made for the white pupils only. However, the Twelve-Year School Program in South Carolina covers all the schools, both white and Negro. Financial considerations are being requested to promote a program which covers the entire state. Salary adjustments, repair of capital equipment, and transportation costs are only a few of the items to be considered. However the total expenditure is to be
used to promote a program which in reality will be only partially accomplished.

Fourthly, Negro schools have such meager equipment that it is imperative to make a study and to make recommendations which will relieve the problem. The sincerity of this statement can not be accepted in view of what has gone on before. With all preparations being made to meet an increased enrollment of white pupils, it exhibits lack of foresight to neglect mention of Negro pupils. If the study were truly representative, no concessions need be made.

The study has many good points and others that are not so good. In the first place, the fact that an attempt is being made to improve the program is a step in the right direction. It shows that serious thinking is being done and that society is not static or unconscious of the needs of the pupils.

The growing cognizance of health as a basis of all understanding is a sign of progressive thinking. It follows closely the pattern of organization in all the newer curriculum constructions.

Though the 6-6 and the 6-3-3 plans of organization do not conform to those recommended by the N.E.A., it is quite possible that the distribution of pupils over the state will make them more feasible. Consolidation is
what is wanted. Whatever plan serves the pupils best should be adopted.

That pupils should have a part in conceiving, planning, and evaluating the curriculum is accepted as a good policy. It must be admitted that the chances for success in any program are in direct proportion to the interest of those who are expected to make it function. The possibilities are greatly enhanced if the pupils have a hand in formulating the program, even to the extent of merely agreeing to or disapproving of some set formulae previously decided upon by administrators.

Corrective physical exercises as a part of the physical education program are recommended by the N.E.A. and by other professional groups. Organized education must meet the needs of everyone falling within its sphere. Physical education has the same general purpose and is likewise obligated to carry out all purposes of the school program that reside in its particular field. A program to meet the needs of the physically disabled is as necessary as one for the physically well.

Guidance is the key to successful living. The making of correct choices in school can lead to a happy and successful adult life. The guidance program can not be left to chance or to future consideration. It is basic to proper individual development.
B. In view of this analysis and with a desire to see a strong program developed, the following recommendations are made:

1. That the study conference reconvene at an early date and make a new and more comprehensive study of the total situation as it now stands, and make definite provisions for meeting the total problem of reorganization. Since racial problems are basic, they ought to be discussed by a representative group and not side-tracked.

2. That the conference recommend that the immediate addition of a graduate school be made to the Negro State College; that this graduate school be fully financed and equipped to prepare teachers with pre-service training and in-service professional growth.

3. That the curriculum in the Negro schools be such that it will prepare students to live a full life in the society of their own choosing.

4. That the committee recognize the problems of recreation and proper use of leisure time, and offer definite suggestions as to school and community responsibility in directing this program.
5. That the health of the individual be the determining factor in all school undertakings, whether it be the school plant, the equipment, transportation, industrial arts, or physical education.

6. That the problems peculiar to South Carolina are peculiar to other southern and northern states. However, meeting these problems calls for an open investigation of all situations by progressive thinkers who desire a change that makes for progress. All results must be evaluated in view of established principles and practices in education. This having been done, needed progress will take place.
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