

THE ORGANIZATION FOR THE DEVELOPMENT AND ADMINIS-  
TRATION OF THE EDUCATIONAL PROGRAM OF THE  
CHARLOTTE (N. C.) CITY SCHOOL SYSTEM

by

James Robert Lyles, Jr.

Date: April 30, 1952

Approved: A. M. Proctor, Chs.

*S. C. Bolmeier*

*W. H. Bartwright*

*John C. Gandy*

*Edgar T. Thompson*

A thesis

submitted in partial fulfillment of  
the requirements for the degree  
of Doctor of Education in  
the Graduate School of  
Arts and Sciences  
of  
Duke University

1952

T. R.  
Ed. D.  
19650

## ACKNOWLEDGMENT

I wish to express my deep appreciation to the members of the Department of Education who played such a large part in the selection and preparation of this study. In so doing, they have been of very great assistance in the successful delineation and application of valid plans and principles of procedure. As a result, a promising beginning has been made in a very challenging task.

Particularly do I wish to thank Professor A. M. Proctor of the Department of Education at Duke University for his very generous supervision of this study and for his wise counsel to me in many administrative details of my work. In giving of his time and efforts he has fully proved the great value of the supervision extended by Duke University during the year of apprenticeship required for the Doctor of Education degree.

J. R. L.

616653

## TABLE OF CONTENTS

Chapter		Page
I	INTRODUCTION . . . . .	2
	Present Administrative Or- ganization of the Charlotte City Schools . . . . .	3
	Relation of the Charlotte City Schools to the State Department of Public In- struction . . . . .	19
II	SOME PRINCIPLES FOR THE DEVELOP- MENT OF A GOOD EDUCATIONAL PROGRAM . . . . .	24
	The Role of the Central Staff . . . . .	54
	Summary . . . . .	63
III	THE PRESENT CURRICULUM . . . . .	67
	Accreditation . . . . .	68
	Organization . . . . .	70
	The State Program . . . . .	70
	Enrichment Programs . . . . .	72
	Junior High School Curriculums	73
	Senior High School Curriculums	74
	Charlotte College . . . . .	78
	Veterans' Training . . . . .	79
	Guidance Services . . . . .	79
	The Contribution of the Central Office Staff . . . . .	80
	Special Services in Instruc- tion . . . . .	82

	Supervision of Elementary Schools . . . . .	101
IV	THE APPLICATION OF SOME OF THE PRINCIPLES INVOLVED IN THE DE- VELOPMENT OF THE INSTRUCTIONAL PROGRAM . . . . .	103
	Workshops . . . . .	106
	Other Professional Meetings . .	121
	Instructional Bulletins . . . .	125
	Public Relations . . . . .	126
	Teacher Visitation . . . . .	129
	Professional Organizations . .	130
	Coordination of School Pro- grams . . . . .	130
	Courses of Study . . . . .	131
	Relationship to the Superin- tendent of Schools . . . . .	132
V	SUMMARY . . . . .	134
	APPENDICES	
	A. Socio-Economic Factors Influencing Curriculum Development. .	147
	B. Enrollment, Membership and Average Daily Attendance in the Charlotte City Schools for October, 1951 . . . . .	159
	C. Sample Principal's Report Form on Teacher Participation in the Program of In-Service Training . . . . .	162
	D. Schedule of Courses Offered by Grades . . . . .	164
	BIBLIOGRAPHY . . . . .	166



# LIST OF TABLES

Table		Page
I	WHITE SCHOOLS OF CHARLOTTE BY NAME, NUMBER OF TEACHERS, AND GRADES IN EACH . . . . .	4
II	NEGRO SCHOOLS OF CHARLOTTE BY NAME, NUMBER OF TEACHERS, AND GRADES IN EACH . . . . .	5
III	PUPIL MEMBERSHIP IN THE CHARLOTTE CITY SCHOOLS 1950-1951 . . . . .	12
IV	DISTRIBUTION OF TEACHERS OF THE CHARLOTTE CITY SCHOOLS ACCORDING TO TYPES OF CERTIFICATES AND EX- PERIENCE RATINGS . . . . .	14
V	CHARLOTTE CITY SCHOOLS, SALARY SCHEDULE FOR TEACHERS, 1951- 1952 . . . . .	17
VI	CHARLOTTE CITY SCHOOLS, CURRENT EXPENSE BUDGET, 1951-1952 . . . . .	20
VII	SOME LIBRARY ACTIVITIES, 1950- 1951 . . . . .	84
VIII	REQUESTS FOR AUDIO-VISUAL MATERIALS . . . . .	90
IX	TEACHER PARTICIPATION IN PRO- FESSIONAL ACTIVITIES . . . . .	143
X	PUPIL MEMBERSHIP, 1951-1952 . . . . .	149
XI	SECRETARY'S MONTHLY ATTENDANCE REPORT, OCTOBER 31, 1951 . . . . .	159
XII	COMPARISON OF ATTENDANCE REPORT FOR SECOND MONTH, 1951-1952, WITH SAME PERIOD, 1950-1951 . . . . .	161

## LIST OF CHART

Chart

Page

1

ADMINISTRATIVE ORGANIZATION OF  
THE CHARLOTTE CITY SCHOOLS. . .

11

THE ORGANIZATION FOR THE DEVELOPMENT AND ADMINIS-  
TRATION OF THE EDUCATIONAL PROGRAM OF THE  
CHARLOTTE (N. C.) CITY SCHOOL SYSTEM

## Chapter I

### INTRODUCTION

The instructional program as administered in the public schools of America requires professional understandings and skills for successful planning and execution.

The ideal of universal education for all children during prescribed periods of their life is accepted by law and custom. Universal education in practice means mass education in the sense that large numbers of people are involved.

Any successful operation that encompasses many people must result from careful planning on the part of many people. The educational operation is no exception to the rule.

This study is an account of some of the planning which went into the educational task of organizing and administering the instructional program in the Charlotte, North Carolina, city schools.

Two methods were utilized to gain the information which was considered necessary to intelligent procedure. A careful survey

of the field of educational literature was begun before actual operations were undertaken. This survey of literature was continued on a permanent basis in order to find out what the opinion of recognized authorities was within the past decade and is now.

A different type of investigation was made of the present structure of the Charlotte school<sup>System</sup> and of some of the influences which its community exerted upon it. This was done in order to discover what were the needs of this particular school system.

Then, the principles which were selected from the literature were set up as guides to be followed in the administration of the instructional program in question.

Finally, an attempt was made to appraise the degree of progress attained in administering the instructional program. This appraisal was based upon the facts revealed in a description of selected activities and plans which have been activated or formulated up to the present time.

In order to present the background and situation in which this study has been projected, a brief description of the organization and scope of the Charlotte city school system follows.

#### Present Administrative Organization of the Charlotte City Schools

There is in the Charlotte city school system a total of thirty-three schools, elementary and secondary included. Of these schools twenty-five are elementary schools. Eighteen are for white pupils and seven are for Negro pupils. There are two junior high schools for white pupils. There are three six-year

high schools for white pupils and two for Negro pupils. There is one three-year senior high school for white pupils.

Table I

WHITE SCHOOLS OF CHARLOTTE BY NAME, NUMBER OF TEACHERS, AND GRADES IN EACH<sup>1</sup>

Name of School	Number of Teachers	Grades (Inclusive)
1 Alexander Graham	31	7 - 9
2 Bethune	16	1 - 7
3 Central	53	10 - 12
4 Chantilly	16	1 - 6
5 Charlotte Technical	30	7 - 12
6 Dilworth	27	1 - 6
7 Eastover	18	1 - 6
8 Elizabeth	21	1 - 6
9 First Ward	21	1 - 6
10 Glenwood	14	1 - 6
11 H. P. Harding	44	7 - 12
12 Midwood	23	1 - 6
13 Myers Park	18	1 - 6
14 Myers Park High	41	7 - 12
15 North Charlotte Primary	4	1 - 4
16 Park Road	12	1 - 6
17 Parks Hutchinson	6	1 - 6
18 Piedmont Junior High	37	7 - 9
19 Plaza Road	19	1 - 6
20 Seversville	13	1 - 6
21 Villa Heights	26	1 - 6
22 Wesley Heights	7	1 - 6
23 Wilmore	17	1 - 6
24 Zeb Vance	7	1 - 6

1. Office Files, Charlotte City Board of Education.

Table II

NEGRO SCHOOLS OF CHARLOTTE BY NAME, NUMBER OF TEACHERS, AND GRADES IN EACH

Name of School	Number of Teachers	Grades (Inclusive)
1 Alexander Street	16	1 - 7
2 Biddleville	18	1 - 7
3 Billingsville	5	1 - 6
4 Fairview	31	1 - 6
5 Isabella Wyche	22	1 - 6
6 Morgan	12	1 - 7
7 Myers Street	29	1 - 6
8 Second Ward	40	7 - 12
9 West Charlotte	33	7 - 12

As would be expected, the older school buildings are located in the heart of the city, in areas which were once good residential districts, but which have now become increasingly congested light industrial areas. In many of these schools the attendance is being reduced because the neighborhood population is being squeezed out by the encroaching industrial plants. On the other hand the newer school buildings, those which have been erected during the current building program, are located on the outskirts of town. A conscious effort has been made, through a long range plan, to locate all new schools on the outer fringe of the areas to be served, thereby anticipating as the city grows outward that these schools will come to be located more in the center of their attendance areas than would be possible otherwise. This plan is part of a comprehensive program for the

Charlotte city schools. In 1949 the board of school commissioners engaged the firm of Engelhardt, Engelhardt, and Leggett of New York City as educational consultants. This firm undertook and completed a survey of the educational program and of the school building needs of the city of Charlotte and published the results in a report entitled "School Building Survey, Charlotte, N. C." This report comments on the growth of the city as follows:

Few would deny that Charlotte is growing. Implied in growth of the degree that Charlotte has been experiencing is severe dislocation of school facilities. In the main, Charlotte's schools are located now toward the center of the city. Growth is occurring generally on the fringes in all directions. This growth of the urban center of Mecklenburg County was officially recognized when the City again expanded its borders and is now in the process of absorbing a considerably augmented area into the City proper. It can be expected that the expansion of the City limits will continue from time to time in the future.

Growth of the kind that Charlotte has experienced in the last ten years is a dynamic thing. It is extremely unlikely that the momentum that has been apparent for many years will lag. In looking upon the school building needs and upon general City needs, the leaders in this community must try to envisage every major change in terms of the way it would fit into the requirements of a city of 300,000 people. No lesser approach will suffice. This potential will become a reality over the decades ahead as the City continues to expand its area and plans its development in an orderly far-seeing manner.<sup>2</sup>

In line with this development program, the newest high school in the city is located at the very outskirts of the city. This school, The Myers Park High School, is at present serving as a

---

2. Engelhardt, Engelhardt, and Leggett, Educational Consultants, Report of the School Building Survey of Charlotte, North Carolina, Part I, Summary and Recommendations, New York, 1950, pp. 4-5.



combination junior and senior high school until further building plans are completed which will enable the junior high school pupils to be removed somewhere else. Also, as is to be expected, the oldest high school in the city, Central High School, is located as closely as it could possibly be to the very heart of the city. It is only a few blocks away from the intersection of the two main thoroughfares of Charlotte, Tryon and Trade Streets.

Likewise the Negro elementary schools have been located close to the heart of the city, where one would naturally expect to find the bulk of the Negro population. The zones in which these schools are located are the zones that are in a stage of transition from residential to industrial areas. Thus the school sites present the problem of lack of space and of overcrowded and unsatisfactory conditions generally. The Negro school buildings are of uniform good quality throughout and are being maintained very carefully. There are two Negro junior-senior high schools in the city. The older one is located well within the heart of the city and is close to several of the elementary schools. The newer of the two, constructed in recent years, is located on the very outskirts of the city in the northwest section. This high school is close to only one of the Negro elementary schools, the most recently constructed Negro school.

In the white schools there is quite a marked contrast between the old buildings and the new ones. Two of the white elementary schools, the Chantilly School and the Park Road School, are constructed according to the most modern of designs and arranged in such a manner that the most modern programs of instruction can be carried out. On the other hand, one of the oldest

of the schools of the city, the First Ward Elementary School, is housed in a very old structure which has been supplemented by later additions. The oldest part to this school was constructed in 1900 and is a three-story structure. A two-story wing of classrooms was later added to this and is now being remodeled. Within the past year a cafeteria annex has been constructed and was occupied early in 1952.

These contrasts in building styles and ages, combined with the natural differences in types of supporting communities, obviously will mean that there will be varying programs of instruction being offered in the schools of the city. The distances that must be travelled in visiting the various schools is considerable. From a school on one side of the city to another across the city is about eight miles. Without ready contact between schools the administration of these schools toward a unified goal becomes more difficult.

Administration of the instructional program is further complicated by the fact that there is no central administration building. The offices of the superintendent of schools, the assistant superintendents of schools, and the staff workers in the business division are located on the third floor in the city hall. This is disadvantageous for several reasons, one of the most cogent of these being that parking facilities for cars are practically nonexistent in the vicinity of the city hall. The remainder of the members of the central office staff are located in various places in the city. These members of the central office staff, working under the general supervision of the as-

assistant superintendent in charge of instruction, have their offices in four widely separated schools of the city. The only quick contact between the city hall and these offices is by telephone, which isn't at all satisfactory for a great part of the time.

As has been intimated, the administrative organization pattern is one which is very generally followed, in that the seven members of the board of school commissioners are elected by popular vote for a term of six years. Their terms expire on a staggered basis. The terms of two members expire each biennium, except that every third biennium the terms of three members expire, so that there will always be a majority of old members returning to provide continuity of policy. Elected by, and directly responsible to this board of school commissioners, is the superintendent of schools. This superintendent of schools exercises overall supervision over the city school system and is chief executive officer of the board.

In the plan of organization, there are two assistant superintendents responsible to the superintendent. One is in charge of finance. This assistant superintendent has under his direction the general administrative office workers located in the city hall. He is responsible for the budget; for centralized direction of buying, maintenance, equipment, and expenditures generally. The superintendent of buildings, with his staff of storekeepers, janitors, maids, and secretaries, reports to this assistant superintendent in charge of finance. In some respects this assistant superintendent is directly responsible to the board of school commissioners also, thus lending a factor of dual

authority to the unit-type organization.

The other assistant superintendent, who is in charge of instruction, also reports directly to the superintendent of schools and has in his charge all matters pertaining to the instructional program in the city schools. Coming directly under his supervision are the members of the special staff consisting of:

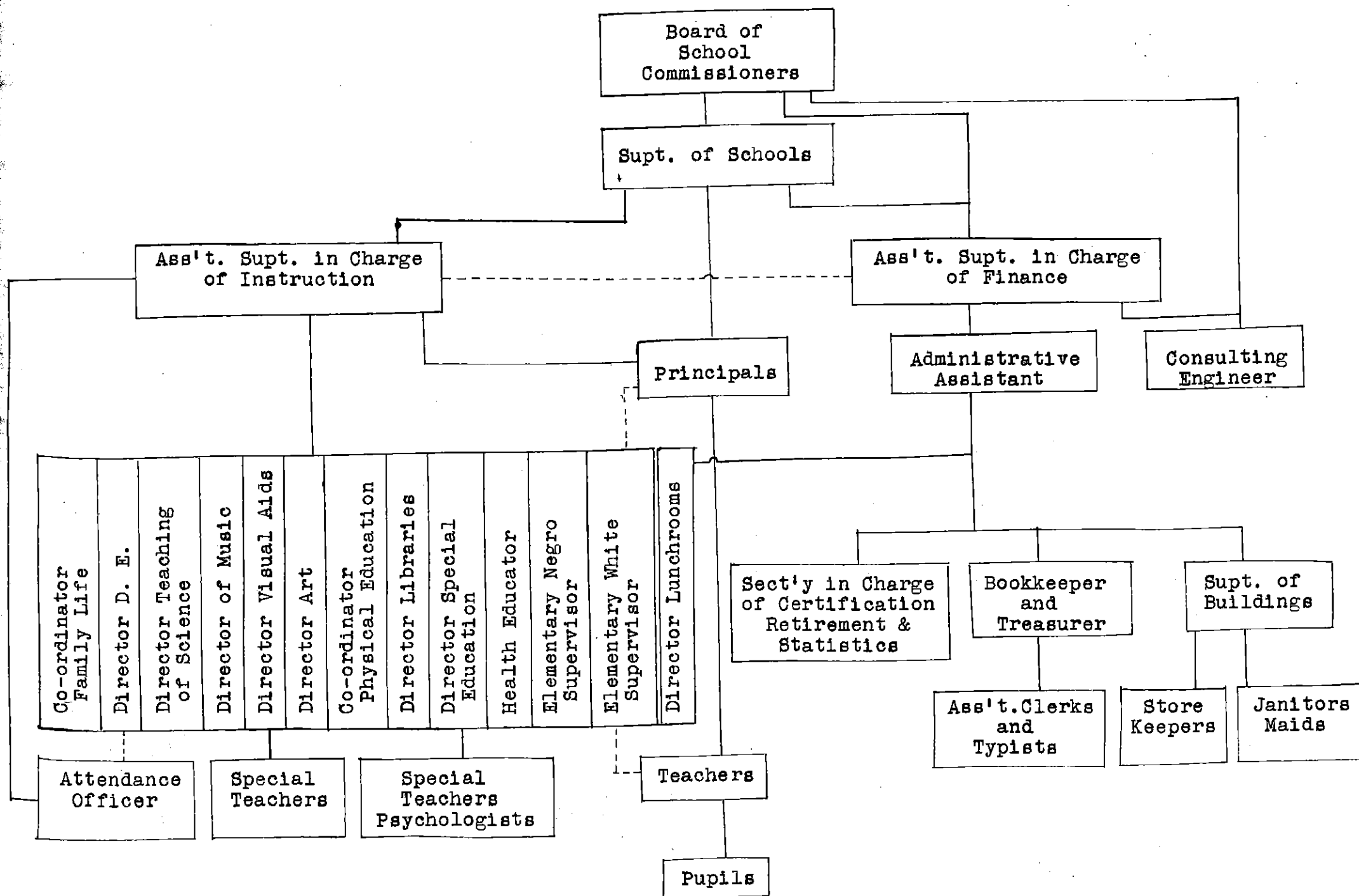
1. Family Life Co-ordinator
2. Director of Distributive Education
3. Director of School Libraries
4. Director of Teaching of Science
5. Director of Visual Aids
6. Supervisor of Trade and Industrial Education
7. Supervisor of Special Education
8. Health Educator
9. Elementary Supervisors (2)
10. Director of Art
11. Director of Music
12. Co-ordinator of Physical Education
13. Director of Lunchrooms

Various members of this special staff have individual staffs working under their direction. More is noted about this in a later chapter. These data are presented in Chart 1.

Each of the thirty-three schools in the city is under the direction of a principal. In every case except one the principal has no teaching duties. In the case in which the principal has teaching duties, the school is a primary school with only

Chart 1

## ADMINISTRATIVE ORGANIZATION OF THE CHARLOTTE CITY SCHOOLS



four grades. In the Charlotte city school system the principal has almost sole authority and responsibility for his or her own school. Each principal is directly responsible to the superintendent of schools in all matters; and, by delegation of authority, is responsible to each of the assistant superintendents in matters coming under their jurisdiction.

For the school year 1950-1951, the enrollment of pupils in the city schools was as follows:

Table III  
PUPIL MEMBERSHIP IN THE CHARLOTTE CITY  
SCHOOLS, 1950-1951<sup>3</sup>

A. Number of Pupils			
	White	Negro	Total
Elementary	11,840	5,363	17,203
High	<u>3,504</u>	<u>1,370</u>	<u>4,874</u>
Total	15,344	6,733	22,077
B. Transfers into System, White and Negro			
	From school to school within city	From outside city and county	From other states
Elementary	660	462	366
High	<u>24</u>	<u>48</u>	<u>47</u>
Total	684	510	413

During the school year 1950-1951 there was a total of 770 classroom teachers, supervisors, principals, and special teachers in the city system. This was an increase of about 40 over the previous year, and the school year 1951-1952 has seen a further increase in number of teachers to 822. These teachers were distributed throughout the schools of the city according to the state pupil-teacher ratio, except for the positions filled from local funds. Table IV contains detailed information concerning the certification, status, and experience ratings of these teachers. Also, one teacher holds a "B" certificate and twelve teachers have special certificates.

There are also twenty-nine white and twelve Negro principals, supervisors, and teachers of Health and Special Education who are not listed by type of certificate, and who are paid from state allotments.

Seventeen white supervisors and special teachers are paid from local funds. Three Negro special teachers receive all of their pay from local funds.

As to the position which these teachers occupy in the community, economically speaking, it is a little better perhaps than that of the average North Carolina classroom teacher so far as salary in number of dollars is concerned. The starting salary in Charlotte is two thousand and twenty-six dollars per year, with teachers with advanced training and additional years of teaching experience earning as much as four thousand three hundred and eighty-seven dollars a year for nine months employment. However, as may be seen from figures contained in Appendix A, page 154, the buying income per capita in Charlotte is

Table IV

DISTRIBUTION OF TEACHERS OF THE CHARLOTTE CITY SCHOOLS ACCORDING  
TO TYPES OF CERTIFICATES AND EXPERIENCE RATINGS\*

A. Number of Teachers Holding Graduate Certificates

Years of ex- perience rating	State Allotted and Paid					Supplementary City Paid					
	Elementary		High School		Total	Elementary		High School		Total	
	White	Negro	White	Negro		White	Negro	White	Negro		
13	20	50	30	10	110						
12	2	2	2	1	7						
11	2	3	2	1	8						
10	1	0	2	1	4						
9	2	2	0	2	6						
8	4	1	0	1	6						
7	0	0	2	1	3						
6	1	1	3	1	6						
5	0	2	1	0	3						
4	1	1	0	1	3	1					1
3	0	0	0	0	0						
2	0	0	0	0	0						
Total	33	62	42	19	156	1					1

(continued)



Table IV (continued)

## B. Number of Teachers Holding "A" Certificates

Years of ex- perience rating	State Allotted and Paid					Supplementary City Paid				
	Elementary		High School		Total	Elementary		High School		Total
	White	Negro	White	Negro		White	Negro	White	Negro	
12	215	44	48	6	313					
11	15	5	1	0	21					
10	14	3	0	1	18					
9	11	6	3	0	20					
8	9	1	0	0	10					
7	10	2	2	2	16	1				1
6	3	8	2	0	13	2		1		3
5	8	4	2	1	15	2		2		4
4	3	4	0	7	14	6	1	5		12
3	2	9	0	0	11	11	2	6		19
2	3	4	0	2	9	15	3	8	1	27
1	0	4	0	0	4	21	3	1	1	26
0	1	0	0	1	2	22	3	4	4	33
Total	294	94	58	20	466	80	12	27	6	125

\* Statistical Report, 1951-1952. (Note: This table does not include the superintendent and two assistant superintendents.)

quite a bit above the level of the buying income per capita for the state. Therefore, the salary schedule in Charlotte could not be said to be particularly more favorable to the teacher than in other places.

The teachers of the city schools of Charlotte occupy a very favorable situation in a social sense. There is enough prestige attached to the position to commend it to teachers. At the same time the size of the city lends a certain amount of anonymity which might also commend itself to some teachers. It might be said that there is a place for a study upon the graduate research level of the position which these teachers occupy in the eyes of the community.

The level of training of the teachers of Charlotte, as one would expect from the salaries paid and from the advantages which a great many people believe to accrue from living in a city the size of Charlotte, is perhaps higher than the average for teachers of North Carolina in general. Of the total of 822 teachers in the city in 1951-1952, 129 held graduate certificates.

Also included in the city school system are two junior colleges, one white and one Negro. The white college is located in one wing of the Central High School building and is called Charlotte College. This college was established in 1946, and was operated as an extension of the University of North Carolina until 1949. On January 21, 1952, there were 395 students, of which 170 were liberal-arts college students and the remainder were in the field of adult education. The faculty for this college is drawn from various teachers of the public school system and from staff members who devote their full time to college

Table V

CHARLOTTE CITY SCHOOLS, SALARY SCHEDULE  
FOR TEACHERS, 1951-1952

Certificate	State Annually	Local Annually*	Total Annually	State Monthly 9 mos.	Local Monthly 9 mos.*
(G-13)	3456.00	931.00	4387.00	384.00	103.44
G-12	3456.00	831.00	4287.00	384.00	92.33
11	3357.00	812.00	4169.00	373.00	90.22
10	3258.00	793.00	4051.00	362.00	88.11
9	3159.00	774.00	3933.00	351.00	86.00
8	3060.00	755.00	3815.00	340.00	83.88
7	2961.00	727.00	3688.00	329.00	80.77
6	2862.00	699.00	3561.00	318.00	77.66
5	2772.00	671.00	3443.00	308.00	74.55
4	2682.00	643.00	3325.00	298.00	71.44
3	2601.00	615.00	3216.00	289.00	68.33
2	2520.00	578.00	3098.00	280.00	64.22
(A-12)	3105.00	846.00	3951.00	345.00	94.00
A-11	3105.00	746.00	3851.00	345.00	82.88
10	3006.00	727.00	3733.00	334.00	80.77
9	2907.00	699.00	3606.00	323.00	77.66
8	2808.00	671.00	3479.00	312.00	74.55
7	2718.00	643.00	3361.00	302.00	71.44
6	2628.00	615.00	3243.00	292.00	68.33
5	2547.00	578.00	3125.00	283.00	64.22
4	2475.00	541.00	3016.00	275.00	60.11
3	2403.00	495.00	2898.00	267.00	55.00
2	2331.00	449.00	2780.00	259.00	49.88
1	2268.00	394.00	2662.00	252.00	43.77
0	2205.00	339.00	2544.00	245.00	37.66
B-6	2331.00	394.00	2725.00	259.00	43.77
5	2268.00	339.00	2607.00	252.00	37.66
4	2205.00	284.00	2489.00	245.00	31.55
3	2142.00	229.00	2371.00	238.00	25.44
2	2079.00	174.00	2253.00	231.00	19.33
1	2016.00	119.00	2135.00	224.00	13.22
0	1962.00	64.00	2026.00	218.00	7.11

\* Note: Local supplement is reserved for summer salaries.

teaching. The Negro college is called Carver College and is located in the Second Ward High School building. Established in 1949, it has not yet been accredited. The 128 students are all junior college students working in the field of liberal arts.

The Charlotte school district boundary lines are coterminous for all practical purposes with the city boundary lines. However, there is a very small amount of difference between the two. The city has been growing rapidly and the last extension of the city limits did not take in all of the settled suburban area, thus there exists in the city schools a situation which calls for a tuition rate to be charged to a great many pupils who come to the city schools, and who have done so for a number of years, yet who reside outside of the school district. Due to overcrowded conditions in the city schools there exists the question as to what is the proper thing to do about these students.

The Charlotte city school district is an independent fiscal district. The budget is made up by the assistant superintendent in charge of finance under the direction of the superintendent and the city board of school commissioners. This budget is then signed also by the chairman and secretary of the county board of commissioners for the purpose of certifying that the budget did not exceed anticipated revenue. Otherwise there is no restriction upon the city board of school commissioners within the tax rate authorized by the vote of the people. The amount of money from city tax funds which is allocated to schools and authorized by popular referendum is at the rate of fifty cents per one hundred dollars, based upon tax revenue collected from a total assessed valuation of \$227,470,655 of taxable property. The

budget for the current year, 1951-1952, is shown in Table VI.

All checks for salaries, services, and other outlay of funds are drawn in the office of the assistant superintendent in charge of finance and signed by the superintendent of schools and by the chairman of the board of school commissioners.

Relation of the Charlotte City Schools  
to the State Department of Public  
Instruction

The Charlotte city school system has the usual relationship to the state department of public instruction which is prescribed by law of North Carolina. That is, the city school authorities are responsible directly to the State Board of Education for certain reports and forms which are required by law and by State Board regulations. Also, the public school system of the city disburses for the state certain sums of money which have been allocated to the system. This it does by virtue of being one of the school districts of the state of North Carolina.

The Charlotte city schools also follow regulations which are prescribed by the State Department of Public Instruction as to courses offered and as to administrative organization of the schools. However, the city system exceeds in a great many respects the requirements as to instructional materials, as to buildings and equipment, and as to curriculum or course offerings. For instance, the city doubles the amount of money per pupil allocated for public school libraries by the state and adds this to the amount coming from the state. In the matter of

Table VI  
 CHARLOTTE CITY SCHOOLS, CURRENT EXPENSE BUDGET  
 1951-19524

Source of revenue	Amount	Per cent of total revenue
Mecklenburg County	\$ 325,008.52	8.33
City of Charlotte - 50 cents - 227M - 95 per cent	1,045,000.00	26.87
City of Charlotte - Prior Year Taxes	35,000.00	.90
Intangible Taxes	40,000.00	1.03
State and Federal	28,772.32	.74
Miscellaneous	30,263.69	.77
Operating Surplus (50-51)	<u>94,950.00</u>	2.47
Total Local Funds	1,598,994.53	
State of N. C. (Estimated)	<u>2,290,266.63</u>	58.89
Total Operating Revenue	<u>3,889,261.16</u>	100.00
Capital Outlay (Mecklenburg County)	<u>326,350.00</u>	
	<u>\$4,215,611.16</u>	

(continued)

Table VI (continued)

Items of expense	Paid from state funds	Local funds	Total	Per cent of total
General Control	\$ 14,834.00	\$ 54,249.00	\$ 69,083.00	1.77
Instructional Service	2,127,230.00 (Est.)	1,062,385.53	3,189,615.53	82.01
Operation of Plant	127,240.00	120,500.00	247,740.00	6.37
Maintenance of Plant	-	180,000.00	180,000.00	4.63
Fixed Charges	-	118,500.00	118,500.00	3.05
Auxiliary Agencies	20,962.63	23,360.00	44,322.63	1.14
Contingent Reserve	-	40,000.00	40,000.00	1.03
Total Operating Exp.	\$2,290,266.63	\$1,598,994.53	\$3,889,261.16	100.00
Capital Outlay	-	326,350.00	<u>326,350.00</u>	
			\$4,215,611.16	

4. Budget, 1951-1952, Charlotte city schools.

supplementary readers to be used in the elementary schools the city goes far beyond the state recommendations or requirements.

A factor of some importance to the instructional program of the city exists in the presence of local units of teacher organizations. Every teacher in the city system holds membership in one or more teacher organizations.

On January 31, 1952, there were 574 white teachers holding membership in the North Carolina Education Association. The local unit of this is known as the Charlotte Teachers' Association and meets four or five times a year. At the present time this organization is sponsoring a lay advisory group for the general support of public schools. The membership in the National Education Association is smaller than that in the state organization, but 501 of the white teachers belong to the National Education Association. Practically every one of the principals, special teachers, supervisors, and other administrative personnel is a member of various affiliated organizations.

The North Carolina Teachers' Association had a membership of 205 Negro teachers on February 7, 1952, and each of these members was also a member of the National Education Association. There is no active classroom teacher organization for Negro teachers at the present time.

There are two branches of the Association for Childhood Education, International, in Charlotte, with a total membership of 303. These branches meet regularly.

In addition to these, there is a strong organization of the Classroom Teachers' Association, a sectional organization of the



North Carolina Education Association. This has been in existence for about sixteen years.

Many teachers hold membership and office in as many as five or six professional organizations, and many of them participate in the national programs of these organizations.

The Charlotte Teachers' Association publishes a quarterly news bulletin for its members. The First Charlotte Branch of the Association for Childhood Education, International, also publishes a mimeographed news-letter, as does the Second Branch.

## Chapter II

### SOME PRINCIPLES FOR THE DEVELOPMENT OF A GOOD EDUCATIONAL PROGRAM

The purpose of all teaching is the creation of learning on the part of someone. There must be a teacher in order for any teaching to take place. In this study, the word "teacher" refers to a person who has the responsibility of directing the learning activities of students in the public schools. This direction must be purposeful and consciously planned. Never does the word teacher refer to an instrument or a mechanism for the furtherance of a learning situation. The teacher is conceived as being the key to the entire educational structure and everything else as being incidental to the work of the teacher in creative learning. This has been well said by Spears:

The school provides a learning situation for the child. In the situation are the child, the teacher, the local or community setting, and the social culture. Out of the unique interaction of these four come the curriculum; or it might be said that the curriculum reflects the interplay of these four. It looks like this; the child, the teacher, the local or community setting.

the child  
 the teacher  
 the local or community setting the curriculum  
 the social culture

The school does the planning of its program, classroom and extra-class, which reflects the local setting as well as the broader cultural setting of American democracy. But this program is conditioned by the particular teacher and the particular child at hand. Consequently the true curriculum comes out of these factors, rather than being one of them. It is an encompassing thing, with the teacher a significant part of it.

Somebody once said "I don't care to choose my subjects in school, I just want to choose my teachers." Although we wouldn't go quite that far, the influence of outstanding teachers upon their pupils can hardly be overstated.<sup>1</sup>

Certainly the teacher occupies the most strategic position in the whole educational structure. He, or she, comes into contact with pupils, other teachers, administrators, parents, janitors, and everyone who has any part in the teaching process.

The heart of the educational program is in the first of these relationships. The teacher-pupil understanding must be complete, the cooperation in striving for mutually understood and agreed upon goals must be the very essence of the classroom procedure. Democracy must be the foundation of all school relations. Perhaps the democratic process will be slower in achieving some goals, but will result in broader achievements and in the only true "education for democratic living." Therefore the teacher must be a leader who knows how to use the group techniques that are necessary in achieving this result.

---

1. Harold Spears, The Teacher and Curriculum Planning, Prentice-Hall, Inc., New York, 1951, pp. 14-15.

The second relationship, that of teacher-administration, can come only from real professional spirit on the part of all concerned. Administration exists for the sole purpose of facilitating the establishment of learning situations. This relationship, compounded of the proper atmosphere of understanding and willingness to learn, will produce the desired results. If the sole purpose of administration in the school is to facilitate the teaching process, then it logically follows that all administration should be done with this view only. All procedures should be set up for this alone, and anything which does not facilitate the teaching process should be eliminated from the program.

In order for desired results to take place, there must be complete understanding and a democratic relationship between administrators and teachers. The exchange of ideas should be mutual and must be based upon a thorough understanding on the part of all concerned of the situation as it pertains to the instructional process. This means that the views of the teacher must be actively sought and must be incorporated into the administrative procedures that are set up. On the other hand, it means that the teacher must have an understanding of the overall program of the school, and must consider the total program in planning his or her teaching procedures and approach to the total learning situation.

In the ideal learning situation the teacher and the parent work hand-in-hand in planning and in executing procedures in teaching. It is only as the parents are acquainted with the problems of the school and share in formulating the objectives

to be gained that the school can function effectively.

The relation of teachers to other teachers is always a vital part of the effective functioning of any school. Teachers working together may solve problems, may gain understandings of the issues involved, may come to a clearer recognition of the needs of the pupils they are guiding. The growth of teachers comes as they pursue new ideas together and arrive at group decisions in the light of intelligent purposes.

The basic method of democracy (cooperation) is the operation of group intelligence. This implies the use of intelligence in the sense that Dewey wrote, "intelligence is the desire to plan." It is the ability or disposition of a social group to come to agreement on common goals and direct concerted action to their attainment.

It is learned through living and situations which require intelligent behavior. The intelligent group, as does the intelligent individual, determines purposes and pursues them through thinking. Thought is directed to problems: What do we want? What would happen if we do this--or that? What shall we do? How shall we do it? How can we judge the worth of our goals, our endeavors? Thinking leads to action.<sup>2</sup>

Spears has this to say:

Curriculum changes may be conceived in the committee room, but the test comes when they first see the light of day in the classroom.<sup>3</sup>

Spears also goes on to state the very obvious truth that too often in planning an educational program a plan is conceived,

---

2. 1945 Yearbook, Department of Supervision and Curriculum Development of the National Education Association, "Group Planning and Education," Washington, 1945, pp. 3-4.

3. Spears, op. cit., p. 64.

and attempts made to execute it, on a high administrative level. This does not give due consideration to the fact that nearly all instruction that takes place is under the direction of the teacher. In view of this fact the following from the same reference is particularly pertinent:

Perhaps one caution to sound in this situation is that the program must be tied into the classroom as closely as possible from the start rather than coming after a long period of committee work is terminated. Throughout, too, the central committee can work closely with the classroom. The committee has at its disposal the questionnaire, which if planned properly can be used as a means of securing teacher judgement as well as teacher understanding on matters arising in committee meeting. It has at its disposal teachers' meetings, with the possibility of committee members going into the schools and classrooms during the course of the work, to exchange and test ideas of teaching principles.

However, plans generated in the committee room should be tried in the classroom during the progress of the study, rather than after the central planning has been completed. The test of any curriculum planning comes in the classroom, and not in the conference room.<sup>4</sup>

It seems clear that the teacher is the key to the learning situation, that any progress or any change that is to be made in an educational program must come about through the active participation of each teacher. Judged in this light, the program will succeed or fail to the extent that the teacher translates his or her philosophy into action in the classroom. This may be stated in another way:

Curriculum planning must consider the teacher as well as the classroom offering. . . .

To make the statement that curriculum planning must consider the teacher as well as the classroom offering is just

---

4. Ibid., pp. 64-67.

another way of emphasizing the point that the teacher is the heart of the curriculum. In most school systems this is recognized in such practices as these:

1. Teachers participate in curriculum change.
2. A maximum number of teachers participate in study programs.
3. New developments that are inaugurated are within the readiness-range of the teachers.
4. Instructional experimentation on the part of the individual teacher is encouraged and supervised by the administration.
5. Supervision of instruction has as its focal point the improvement of instruction in the classroom in question rather than the weaknesses of that teacher. The potentialities of the teacher will be realized more readily this way than through direct supervisory attack on her shortages.
6. Teachers are active in the selection of instructional materials.
7. Curriculum planning is not a "telling" program or a "handing down" program, with administration on the giving end and the teacher on the receiving end.<sup>5</sup>

Another way of putting it is to say that curriculum study really begins with the problems which have come to light within the classrooms of the teachers. These teachers, in discovering their problems and attempting to find a solution for them, have entered into a study and have changed their teaching practices. When the sum total of all these experiences is brought together, then what may be called curriculum study has been achieved. It would seem from one viewpoint that this is the kind of curriculum study that will really accomplish its purpose.

A fair statement would be that a curriculum program must arise from within rather than from without. Also, a curriculum program must come from the bottom rather than from the top. Furthermore, since the thesis of this study is that a curriculum,

---

5. Ibid., pp. 103-105.



or an educational program is based upon the classroom teacher and the efforts of this teacher attended by success or failure, then it would seem only reasonable to say that any program for reorganization or revision of the curriculum must start "from where the teachers are." This predicates a thorough acquaintance on the part of the school administration with the faculty of the system. It also presumes that teachers will be consulted and will have an active part in all phases of planning and administration.

It is absolutely clear that any philosophy of education, and the organization of an educational program to implement this philosophy, must have to support it with those teachers with the right qualities and the right training to effectively carry out this program. This view is expressed in a very apt manner by Dr. Benjamin Fine in the New York Times of issue December 2 in an interview with Dr. W. H. Kilpatrick on Dr. Kilpatrick's eightieth birthday:

Specifically these are the qualities of a good teacher as defined by Dr. Kilpatrick: 1. Strong moral commitment to the common good and to democracy as a means of bringing about a common good. The teacher should respect the personality and the individual differences of the pupil. 2. A sound educational background. The teacher should have the type of education that will permit him to understand the proper aims of teaching and the appropriate processes that build character. 3. The teacher must himself be a well-adjusted personality. Otherwise he will be unable to treat his pupils with emotional maturity or balance. 4. The teacher must be intelligent. He must be above the average in intellectual attainments so that he can lead those students who are themselves above the average. 5. He must have a wide range of knowledge. This will enable him to guide the young people who constantly raise questions along an almost infinite variety of lines. The good teacher must have skill and leadership in dealing with people. Some teachers cannot master leadership traits - they are so "awkward" that they are not fit to teach. Modern teaching is guiding and leading. 7. The teacher must take



pleasure in helping them to grow. No one is fit to teach who does not take positive delight in dealing with youth. "It takes common sense, and lots of it, to be a good teacher."<sup>6</sup>

Dr. Paul Witty made a study of what qualities students like to have in teachers. Fourteen thousand letters were submitted by pupils in grades 1-12 on a quiz kids radio contest.

. . . The analysis of the letters showed the following traits mentioned, in order of frequency:

1. Co-operative, democratic attitude.
  2. Kindliness and consideration for the individual.
  3. Patience.
  4. Wide interests.
  5. Pleasing personal appearance and manners.
  6. Fairness and impartiality.
  7. Sense of humor.
  8. Good disposition and consistent behavior.
  9. Interest in pupils' problems.
  10. Flexibility.
  11. Use of recognition and praise.
  12. Unusual proficiency in teaching a particular subject.
- (This was mentioned most frequently by high school pupils).<sup>7</sup>

Dr. Witty concludes with a statement as to the qualities of an effective teacher of gifted children.

Of course an effective teacher of gifted children will essentially have the same qualities as the effective teacher for any child.

The effective teacher of gifted children is first of all well qualified by personality. He is alert, friendly, understanding, constructive in his attitude toward every individual. His main concern is to help each child develop his potentialities. To do this he gains an understanding of child development and learns the counseling and group work techniques appropriate to the informal classroom. Recognizing the importance

---

6. Benjamin Fine, "Education in Review," The New York Times, Sunday, November 18, 1951, Section 4, p. 11.

7. Paul Witty, editor, The American Association for Gifted Children, The Gifted Child, D. C. Heath and Co., Boston, 1951, p. 107.

of parent-child relations and of neighborhood influences, he becomes acquainted with parents and community life.

The teacher evaluates his work by obtaining evidence of desirable changes in individual pupils - growth in health, social sensitivity and competence, emotional stability, and effective use of emotional energy as well as in intellectual achievement. Such evidence is best obtained from case studies of the pupils with reference to provisions made for their growth and development.

Institutions for the education of teachers are responsible for selecting and sending out young teachers who have these desirable qualifications and abilities. For teachers-in-service, higher institutions offer summer and extension courses as well as integrated programs of intensive graduate study. For both undergraduates and graduates the college or university provides opportunities to observe and to participate in a laboratory type of experience. City and state systems provide helpful supervision and other forms of in-service education for all teachers who want to help gifted children live more abundantly and serve society more effectively.<sup>8</sup>

The last quarter of a century has seen a great change in the conception of curriculum improvement and in the method used in the re-organization of programs. A few years ago many city systems held the view that the most efficient way to begin an attack on an educational problem was to assemble a small group of qualified people and to arrive at a solution by the agreement of this group. The solution, or this procedure, was then written up and transmitted to all the schools in the city unit with instructions as to the execution of the details therein.

As time went on, however, it was seen that such a procedure fell far short of measuring up to expectations. As might have been expected, the various schools acted upon these directions, or did not act, to the degree that these schools felt the need of doing so. Not only this, but within each school, teachers

---

8. Ibid., pp. 129-130.

acted upon those procedures, or did not act, as the individuals felt the need of doing so.

It was during this same period of time that so many courses of study were worked out carefully by groups of teachers working as committees, were written up in booklet form, and were transmitted down from the administrative offices to all the teachers of the city. These courses of study contained detailed procedures for the instruction of any particular subject at any level in the city schools. Courses were very carefully placed on certain grade levels. Time was very carefully allotted to certain phases of each course of instruction. A great deal of pride was taken in the number of courses of study which had been prepared for the benefit of the teachers of the school system.

However, such procedure resulted in the same lack of response, or the same lack of uniformity of response, as did the curriculum-aims-and-objectives of the educational program of the system. As time went on it was felt by the thoughtful educator that several results were coming from this philosophy. Some of these were:

1. The teacher followed the procedures very carefully, not varying significantly in any way from the course of study as prescribed. In so doing, this teacher had little regard, or no regard, for individual differences which he or she found among the pupils. In other words, it resulted in subject-teaching instead of the teaching of children.

2. The teacher did not follow this course of study, but instead went his or her own way and taught as he or she found necessary in each situation. Needless to say, this resulted in

very superfluous sets of instructions by the central office. If the instructions were not followed, then it was quite obvious that not only were they not necessary, but that this lack of use resulted from a basic fault in the administrative structure.

Caswell relates this progress in thinking as follows:

In the beginning of the curriculum movement it was assumed that the change from an old to a new curriculum could be achieved at a given time throughout a school system. It was customary to speak of two stages in a curriculum program - production, which referred to preparation of new courses of study, and installation, which referred to putting them into use. The greater amount of attention was given to the production step. After the new courses were finished it was the usual procedure to have them approved by the board of education and to set a date for their use. It was expected that all schools and all teachers would initiate the new curriculum at the same time. This approach to curriculum development may be characterized as change on a "uniform front."

As experience in curriculum programs increased, the concept of change on a "uniform front" was one of the points at which radical modification occurred. As the experience concept of the curriculum became influential in planning and evaluating curriculum programs, it was seen that change in practice could not be achieved all at once or by different teachers at the same rate. The point was frequently made that a curriculum must be grown rather than installed.

Thus there developed the conception of change on a "broken front." This recognized that modifications in practice have small beginnings, with a few teachers taking the lead in the difficult process of testing new ideas. As new practices are demonstrated to be feasible, more teachers take over their use. Thus, change in the actual curriculum is represented by a jagged line of emerging practice in response to new ideas and needs. Curriculum improvement is fostered by encouraging and aiding teachers to develop innovating practices and then by facilitating the spread of those found desirable. This conception of change on a "broken front" has gradually supplanted the "uniform front" approach of earlier programs, and at the present time it is a common feature of outstanding curriculum programs. As should be evident, it is a shift in conception which influences greatly the way a curriculum program is conducted.<sup>9</sup>

---

9. H. L. Caswell and associates, Curriculum Improvement in Public School Systems, Bureau of Publications, Teachers College, Columbia University, New York, 1950, pp. 51-52.

The American plan of education is essentially one of locally-planned, locally-directed group action. Almost every community in the United States has a school, whether it be an elementary school or whether it be a secondary school or both. Perhaps this is the result both of chance and design, in that the schools arose from both desire on the part of each community to have a school which it could call its own, and also as a result of early growth of public school systems from local beginnings. These local beginnings came about mostly as a result of the difficulty of transportation between widely scattered communities. In the early days of America when life was new and life was raw to the extent of being a frontier life, one finds that certain localities in the United States desired to furnish education for their children, while others did not show nearly so great an interest in an education for their children. As a result of this, communities came to have a fierce pride in their schools; they came to think of these schools as being local products entirely. They came to resent any inference that anyone else could or would dictate policies and things to be taught in their schools.

On the other hand, the schools came to be rooted into the communities inasmuch as they reflected the fierce desire on the part of the American people of early days to retain the freedom which they had found in the new land. Anything that smacked of centralization was looked upon with the deepest of suspicion. Anything that did not seem to these early Americans to be completely controlled by themselves was viewed as a great danger to individual liberty. Not only did they deem "outside" control

to be a danger to political and social freedom, but it seemed to constitute a grave danger to religious freedom. As a consequence the early schools were developed locally and became the tools of the leaders of the communities. Teachers were employed who could and would teach what the community asked for and believed that it should get. The classic illustration of this is the old schoolmaster who was asked whether he taught that the world was round or flat, and upon being asked, answered very quickly that he could teach it either way. The fierce desire on the part of the great majority of American people to retain control of their schools and to prescribe what their children would study in these schools led to a system of community schools all over this nation. This is given emphasis by the fact that there is no national system of education in these United States even today. At a time when nearly every other nation of the world has now, or in the past has tried, a national educational program, this country still has never moved very far in this direction. The closest approach to such is found in the service academies of the country, West Point, Annapolis, and the Coast Guard Academy. Any attempt to prescribe what is to be taught from a place far removed from the schools is met with the fiercest of opposition. Even those states which have made advances toward a statewide system of education so far as administration and management, and to a limited extent, curriculum, and supervision of teaching is concerned, have done so only through many long and tedious efforts. No local control has been relinquished without the greatest of reluctance. The history of the struggle for federal aid-to-education in these United States

serves as a prime example of this attitude on the part of the American public. Federal aid-to-education has been advocated by professional educators, by many statesmen, and by many people in all walks of life as being the only way in which equal opportunities can be gained for all of the children of the United States. At times the debate has waxed hot, and at times it has seemed that victory was near in the effort to obtain federal aid for the public schools of America. But always through sets of circumstances, either circumstances arising from the fierce desire of people to retain their own schools and a deep distrust of federal control over the schools, or from selfish motives, or various causes, these efforts have always fallen short of realization to this date.

One of the truisms of the educational profession is that if one tries to take the school away from the people, by this meaning going either too fast for public opinion or too slow, then the public will very quickly take back the schools. This is one of the clearest of indications that what exists in the United States today is a system of community schools. These community schools may not be based upon the most valid of principles. They may not really have their roots within the community. They may not actually use the community as a resource and may not teach for the community welfare. Yet, notwithstanding all of this, whenever any given community desires to do so, it can assume absolute control of its schools, and as a matter of record it usually does so.

This has been stated very concisely in Caswell and Campbell,  
Readings in Curriculum Development:



Being a form of social action, education always has a geographical and cultural location; it is therefore, specific, local, and dynamic, not general, universal, and unchanging; it is a function of a particular society at a particular time and place in history; it is rooted in some actual culture and expresses the philosophy and recognized needs of that culture.<sup>10</sup>

If schools are to express the philosophy and recognized needs of a particular culture, then it must follow that the school administrators must know what these needs and these philosophies are. In order to know these things, an acute awareness of the community must exist on the part of the school executives and teachers. This awareness must reach into the realm of research and study on the part of the school personnel in order to discover what things make the community, what things the community stands for, how the community exists, and what the community is feeling. In order to do this, it seems true that organized community studies must be made. These community studies (or surveys) must be made in accordance with well established principles of sociological research. That is, they must be made by the people who are interested in the results, they must arise from a definite desire for facts and from a desire to produce some results in the form of action.

The survey as a means of analysis, and as a means of tying the community to its school in a common effort, came into being as an important force about the time of the first World War. According to Dr. Walter D. Cocking, the school survey was actually launched in 1910, when Boise, Idaho, requested C. N. Kendall,

---

10. H. L. Caswell and D. S. Campbell, Readings in Curriculum Development, American Book Co., New York, 1937, p. 46.



commissioner of education for New Jersey, to make a study of the schools of that city. Since then it has progressed to the point that Dr. Cocking says, "It almost seems that American education has adopted the slogan, 'when in doubt, survey.'"<sup>11</sup>

In John B. Whitelaw's The School and its Community it is stated that there are six specific objectives which are the goals for action in creating a dynamic school-community relationship. These goals are:

1. Publicity.
2. Strong school-home relation.
3. Use of the school as a community center.
4. Utilizing community resources to enrich the curriculum.
5. A definite program to promote inter-cultural understanding.
6. A procedure to evaluate periodically the extent to which the school is meeting the educational needs of its youngsters in its community.

There were five steps listed in obtaining these objectives. Step one was stated to be the clarification of philosophy. Step two was describing the community, step three, surveying the school, step four, making case studies of individual pupils, and step five, planning the program.<sup>12</sup>

---

11. Walter D. Cocking, "The School Survey and its Social Implications," Educational Research Bulletin, vol. XXX, no. 7, Oct. 9, 1951, College of Education, The Ohio State University, pp. 169-196.

12. John B. Whitelaw, The School and its Community, A Guide for the Development of Dynamic School-Community Relations, The Johns Hopkins Press, Baltimore, 1951, pp. 1-57.

According to the view of sociology, the survey is a social force; it is a stock taking on the community level. From the standpoint of the schools and other social institutions, the great value of this lies in the survey as "a democratic way of putting fact-finding before the people."<sup>13</sup>

Dr. Thompson further says that the survey does three things:

1. It serves as a means of local participation in community affairs.
2. It is a means of social education.
3. It is a means of social control.

Furthermore, he says that the survey has the limitations of reform, is likely to be superficial in that it deals with social and not with sociological problems. However, it may lay the groundwork for research on the questions raised by the surveys.

If the schools can obtain the three things mentioned by Dr. Thompson as gains from surveys, they will have come a long way toward accomplishing their purposes. Then, too, the survey will bring out the community point of view, and will deal with the community as a whole, with the schools being a part of the whole. This is desirable since the school as an institution is one of the basic forces in molding the community culture pattern. It both reflects and molds the mores and customs of the locality.

In addition, the survey will form the basis for the accumulation of a large stockpile of material for instruction, and will open up avenues of human resources to the schools and the in-

---

13. Class lecture of Dr. Edgar T. Thompson, Professor of Sociology, Duke University, Durham, North Carolina.

structional programs.

The second part to this sequence of the community-school relationship will be a thorough study or review of the school itself and its objectives. The school personnel must set up a philosophy which suits each school and which will lead to a series of educational aims and objectives toward which all of the instruction of the school is directed. As has been said:

If an observer looks at the curriculum of the school in any society, he will find, either stated or implied, a set of educational objectives, a body of subject matter, a list of exercises or activities to be performed, and a way of determining whether or not the objectives have been reached by the students. He will also find some kind of control which the teacher is required to exercise over the learners. Now these things comprising the curriculum are always, in every society, derived from the culture. The objectives stressed will be those that reflect the controlling ideas and sentiments contained in the universals - and especially in the core of the universals. The subject matter will tend to be that which is believed to embrace the most significant ideas and most generally used knowledges and skills. The way in which the learners are controlled will reflect the prevailing methods of social control of the society at large. As the instrument of society for the education of the young, the curriculum will necessarily reflect the ideals, knowledges, and skills that are believed to be significant, or that are related to the common activities of the members of society. It is therefore interwoven with the whole social fabric that sustains it.

From the structure of the culture it is possible to gain a clearer notion of the distinction between the curriculum of common education and that of special education. According to this view, common education in any society will be based upon the universal elements of the culture and such aspects of the specialities as are of general concern. Special education will be based largely upon the dominant specialities of the culture. It will be designed to train the individual for a particular social or vocational position.<sup>14</sup>

---

<sup>14</sup>. B. O. Smith, W. D. Stanley, and J. H. Shores, Fundamentals of Curriculum Development, World Book Co., Yonkers-on-Hudson, New York, 1950, p. 10.

Shores goes on to say that educational objectives, stemming as they do from the culture of which the educational system is a part, should reflect a uniform agreement among the persons of that culture as to what those objectives are. However, this is not so, since American society is very highly diversified and, therefore, very few significant aspects of the American culture are accepted by all the people. This means that any set of objectives which are set forth for education will be contradicted by some people. Not only this, but no two sets of objectives seem to agree in their entirety. Therefore, any attempt to work indiscriminately toward the attainment of any particular set of educational objectives would lead only to confusion and to inept teaching. Shores further states:

In order to choose among objectives, the curriculum worker requires criteria that are understood and used alike by everyone involved in curriculum building. If they are to be considered valid, these criteria will embrace the conditions that objectives must satisfy. Such criteria have seldom been formulated, although every choice of objectives assumes some set of norms respecting the worth of educational goals. If proposed educational objectives are to be considered sound, they must:

1. be conceived in terms of the demands of the social circumstances;
2. lead toward the fulfillment of basic human needs;
3. be consistent with democratic ideals;
4. be either consistent or non-contradictory in their relationship with one another;
5. be capable of reduction to behavioristic terms.<sup>15</sup>

Authors in the educational field during the past ten years or so have the common characteristic of stating that formulation of objectives, planning of policy, and determination of the needs

---

15. Ibid., p. 253.

and aims of education must be accomplished through democratic and cooperative efforts on the part of teachers, pupils, and lay-participants. This is quite a change from the belief held a few years ago, a belief which held that professional educators were the proper persons to formulate objectives for education, and that lay-advisors and pupils were not to be considered in the process. It was a concept of the experts setting up the program and the teacher carrying it out.

Present day opinions are illustrated in the following excerpts among many others:

If social consensus is basic of fruitful learning in the classrooms or community, and if it is an essential axiological corollary of democratic government, then it is also a principle that should operate in controlling the schools. This means simply that every policy and plan is determined by the public process of gathering, communicating, agreeing about and, through group processes, acting on whatever evidence is relevant to attaining the maximum values of all those concerned with education. Hence, in place of the kind of line-staff pyramiding of authority from the top down that has usually prevailed, future school organization functions in precisely the opposite way. Policies and plans spring chiefly from the rank-and-file of students, teachers, parents, citizens; and the carrying out of policy rests with the administrative and academic staff, which is therefore at all times responsible to that rank-and-file.

This principle may be particularized by considering the place of school boards and the role of school personnel in controlling education.<sup>16</sup>

Dr. Brameld goes on to state that actually the school board represents the people; that, therefore, the primary need is for

---

16. Theodore Brameld, Patterns of Educational Philosophy, World Book Co., Yonkers-on-Hudson, New York, 1950, pp. 634-635.

every school board to become a genuine cross-section of the community. He further states that this can mean in a typical community that the working people would have a majority representation on the board, since the majority of the community are such. Dr. Brameld makes a second point that participation should be widened in the policy formation process. School boards should call in groups of citizens to act as advisors to the board, and also the boards should get out into the community and visit the schools and neighborhoods for discussions with the people. Within the school, he states that there should be a council of citizens to discuss with the administrative and teaching staff the specific plans which are required by the board's general policy. Dr. Brameld would have a series of councils operating within a school system, these councils meshing into rather loose, but powerful, unities in the formulation of educational objectives.<sup>17</sup>

The 1945 Yearbook of the Department of Supervision and Curriculum Development of the National Education Association states it this way:

In a cooperative group, leaders are pushed into their more responsible positions thru the efforts of the group to achieve concerted action. In a group presuming to be democratic, or to train for living in a democracy, the conception of discipline (control) becomes one of leadership (the release and coordination of human potentialities). Accepted leadership is essential to the effective exercise of group intelligence. It derives its position and influence from the respect of the group for its peculiar competences rather than from ordained status.

The primary tasks of leadership are the attainment of consensus as to goals, the active appraisal of resources for obtaining goals, wise planning of procedures, appropriate designation and acceptance of responsibilities by parts of the group

---

17. Ibid., passim, especially chapter 21.



for operation and completion of plans. The leader sees that all concerned parties are heard, that strong enthusiasms and marked dissents are justly weighed, that the mild desires of a majority shall not outrage the strong concerns of the few. A genuinely democratic group seldom votes; voting tends to emphasize disagreements. It reaches agreement thru discussion and consensus, resolving conflicting interests as much as possible and acting in accord with agreements.<sup>18</sup>

In the early part of the twentieth century a great deal of time was spent in research in the field of education in efforts to formulate the so-called "aims and objectives" of education. Among the early specialists who made a great contribution to the establishment of educational philosophy and specific aims as well as general educational objectives was Franklin Bobbitt, Professor of Educational Administration at the University of Chicago. Among other activities he conducted a series of "panellitic surveys."<sup>19</sup> Then W. W. Charters, Professor of Education, Carnegie Institute of Technology, added to the activity-analysis theory as a basis for curriculum materials.<sup>20</sup> Charters believed that satisfaction was the primary aim of all activity and that one could state objectively his ideals in the form of satisfactory activity types. Finally Harap formulated a list of curriculum materials which he compiled earlier and incorporated into the

---

18. "Group Planning in Education," 1945 Yearbook, Department of Supervision and Curriculum Development of the NEA, Washington, D. C., 1945, pp. 4-5.

19. Franklin Bobbitt, How to Make a Curriculum, Houghton Mifflin Co., 1924, Boston, 292 pp.

20. W. W. Charters, Curriculum Construction, The Macmillan Co., New York, 1924, 352 pp.

curriculum activities or teaching units. He (Harap) analyzed the steps necessary in making or revising a course of study and set up a study of curricular materials and of actual problems for his students. This study was organized by meetings, each meeting for the purpose of considering a specific phase of the process of revising the curriculum. An important part of this study was for the purpose of making the students familiar with curriculum materials.<sup>21</sup>

While these curriculum workers were searching for activities which should be incorporated in the curriculum, various national committees were working toward the same goal. In 1920 the Commission on the Reorganization of Secondary Education was established and functioned through ten working committees, each one working on a separate problem. This method came to be known as the "survey method." Following the establishment of this commission many other surveys were done in various parts of the nation. According to Dr. J. Minor Gwynn, there are five stages of growth in the development of the curriculum of the modern school, of which the first stage is the "aims-and-objectives" stage. This stage is followed by survey movements, development of unit technique, system-wide curriculum revision, and the core-curriculum technique of integrated materials.<sup>22</sup>

---

21. Henry Harap, The Technique of Curriculum Making, The Macmillan Co., New York, 1928, passim.

22. J. Minor Gwynn, Curriculum Principles and Social Trends, Revised Edition, The Macmillan Co., New York, 1951, passim, especially chapter 6.



Caswell and Campbell state that in the past most curriculum planning was done by the mechanistic method, that is by arriving at a statement of general aims by the process of deduction and then applying these aims inductively to various grade levels through a number of steps.<sup>23</sup> This method resulted in long lists of aims, or a long series of specific aims, for each grade level, and the achievement of these aims was supposed to lead to the achievement of the general aims when the pattern was finished.<sup>24</sup>

There is also this:

Modern programs of course construction, in striking contrast, include the cooperative efforts of many persons and continue over the years. . . . Courses of study are good to the degree in which they meet the following criteria for methods of construction:

1. The course should grow out of the aims and needs of the learners and of the community in which they live, with due regard for the nature of the great society beyond the local community.
2. The course content should be derived from the instructional activities within the system, from casual or experimental try-out, from the continuous in-service study by the staff.
3. The instructional activities from which the course grows will themselves be the product of cooperative group effort by personnel as wide as the community itself, and as wide as the scholarship which is relevant to the problem. Professional leaders of all types, specialists in various fields, teachers, pupils, parents, interested lay groups, community organizations, and agencies will participate.
4. The course materials should be edited and written by individuals and committees specially selected because of their abilities in these specialized tasks. Preferably these individuals will be found within the total group which develops

---

23. H. L. Caswell and D. S. Campbell, Readings in Curriculum Development, American Book Co., New York, 1937, pp. 244-245.

24. Harold Albery, Reorganizing the Curriculum, The Macmillan Co., New York, 1950, pp. 215-216.

the instructional program from which materials are drawn.

5. The machinery for course production should be developed on the spot by the personnel concerned, and to fit needs as they arise.<sup>25</sup>

The point has been well made that a vast amount of time can be spent by committees or by school staffs in discussing philosophy, and in seeking to arrive at sets of aims and objectives. The danger always exists that any group will become lost in the philosophical implications of education and impaled upon the sharp points of their differences. However, with the proper leadership and organization, this can be avoided, and the aims-and-objectives stage in curriculum planning will occupy its rightful place as a necessary preliminary step to setting up any educational program. This leadership must, it seems, be founded upon a concept on the part of everyone concerned of democratic cooperation and group action. Not only should it be group action, but it should be a continuous process, an on-going process, rather than something static which, once formulated, is written down and allowed to become a concrete, unchanging statement of philosophy.

The thought that lay participation in the public schools of the United States is not new is expressed in the doctoral dissertation published by the California Association of School Administrators. This dissertation says:

---

25. A. S. Barr, W. H. Burton and L. J. Brueckner, Supervision, Democratic Leadership in the Improvement of Learning, Second Edition, Appleton-Century-Crofts, Inc., New York, 1947, pp. 429-430.

The concept of lay participation in public schools in this country is not new. From pioneer days when the laymen literally selected the sites, built their own schools with their own hands, selected the teacher and actively participated in the management, there have been various degrees of lay participation in public school administration. There have been developments that tended to separate the schools and community and other movements attempting to counteract the separation.<sup>26</sup>

This dissertation says further that the Parent-Teacher Association is a form of lay participation. Other forms are:

1. Home room.
2. Parent Councils.
3. Mother-Father clubs.
4. Neighborhood groups.
5. School Improvement Leagues.
6. Lay-Public Relations Committees.

Then it goes on to state that, as the public school system and public economy and governmental structure become more complicated, the governing bodies become farther removed from the people. This means that there is less communication passing between local boards of education and the laymen of the community. Not only is this true, but very true is the fact that education has become a highly specialized profession. This means that local boards of education are not informed daily now as they once were as to the routine and administrative details of school administration. Therefore, this much seems to be true:

---

26. J. H. Hull, Summary of Doctoral Dissertation, University of Southern California, School of Education, Second printing, California Public School Administration Service, p. 23.

The foregoing main points lead to the basic reason for the current interest in increased lay participation and particularly interest in lay-advisory committees. That reason is a felt need upon the part of school people, the citizens and members of the board of education for better understanding of the common problems of all public education. The lag between knowledge and practice, the lag between professional understanding, of public acceptance of new methods together with unrest, huge enrollments of shifting populations during and following the last war, has served to quicken and magnify and intensify the problems of boards of education. Hence the interest in this matter of lay-educational advisory committees to boards of education.<sup>27</sup>

This study draws twelve general conclusions as to the formation and use of lay-advisory committees in the United States. Particularly pertinent to the purpose of this study are the following observations:

1. Lay advisory committees usually include from 80 per cent to 100 per cent lay membership.
2. They include some professional leadership.
3. They always have short and long range objectives or long range objectives.

Also, these committees seem to be governed by democratic procedures according to the tradition of the early American town meeting. The superintendents, boards of education, and community citizens like them and support them. Apparently the educational programs and experiences provided for the children are improved greatly by the efforts of these advisory committees. Lay-advisory committees use the community organizations which are already in

---

27. Ibid., p. 3.

existence, and by using them they strengthen these institutions and reinforce the community. Advisory committees serve as a two-way communication between boards of education and the people. It thus follows that the board must want and ask for advice from these committees. Otherwise they could not function.

Characteristics of lay-advisory committees are well stated and laid down by Muriel Brown in a little booklet entitled Partners in Education, A Guide to Better Home-School Relationships. Miss Brown states that social research for the past twenty years or so has discovered that human relationships are most successful when the following qualities are present:

1. Faith in the power of cooperation.
2. A desire to cooperate.
3. A deliberate commitment to cooperative action by the people concerned.
4. When cooperation is democratic.
5. When policies for this cooperative action are developed and effected on the highest levels.<sup>28</sup>

Even more fundamental to the purposes of the educational structure is the utilization in the teaching process of the rich resources of any community. These resources remain undiscovered until the teachers and administrators of a school system become aware of the possibilities within them. Then the problem of

---

28. Muriel W. Brown, "Partners in Education, A Guide to Better Home-School Relationships," Bulletin, Association for Childhood Education, International, 1215 15th St., N. W., Washington, D. C., 1950, pp. 33-34.

arousing interest and of arranging for the use of these resources must be faced. This has been stated as follows:

The human, natural, and social resources of the local community should be discovered and used to develop better teachers. Particular effort should be made to utilize the human resources of the school system. Members of the board of education may be invited by the superintendent to work with teachers as they develop a basic point-of-view concerning the function of the school in the community. Parents, pupils, and nonteaching personnel of the school system may contribute to the program as groups consider pupil and community needs. . . .

Lay groups in the community should accept responsibilities in the program of teacher growth. Public libraries, museums, churches, homes, hospitals, welfare and health agencies, theatres, business concerns and industries, and groups interested in recreational facilities should all contribute to the teacher's growth. Organizations such as the local unit of the National Congress of Parents and Teachers, civic clubs, fraternal orders, youth and farm organizations, and study clubs should work with teachers on particular problems related to learning conditions for children.

Individuals within the community also should be called upon for special contributions. Members of other professions, businessmen, civil servants, skilled laborers, salesmen, representatives of organized labor, and homemakers should be able to make important contributions. Lay members of the community should be urged to accept responsibilities, as a part of the in-service education program, for activities such as: sharing information about individual children and knowledge of home conditions; sharing knowledge about recent developments in a field of study related to child development, such as psychiatry or medicine; participating as effective group members in discussions regarding school policies; serving as substitute teachers for an occasional half-day so that classroom teachers may interview other parents or meet with other teachers to plan better learning experiences for children; conveying to the school board support of study activities which are designed to improve teaching; insisting that teachers are permitted to live normal lives in the community without undue criticism for commonly accepted behavior; improving out-of-school learning opportunities for children and coordinating such activities with the school program.

Natural resources of the community should also be used in a program of in-service education. Geographical and cultural centers of interest should be visited by teachers.<sup>29</sup>

---

29. A Publication of the Southern Association's Cooperative Study in Elementary Education, Education of Elementary School Personnel, Commission on Curricular Problems and Research, Southern Association of Colleges and Secondary Schools, Atlanta, Ga., 1951, pp. 46-49.



The effectiveness of lay participation in public school education is summed up very concisely in the Twenty-Eighth Yearbook of the American Association of School Administrators.

In assuming his unique responsibilities for planning and coordinating the school and public relations program the administrator has an unparalleled opportunity for democratic leadership. He is dealing with the most democratic of all institutions in its conception and purpose. It belongs to the people and its doors are open to all children and youth irrespective of race, creed, or color.

In accordance with the inspired ideals of the institution he represents, the school administrator should promote the fullest measure of democracy in all activities and relationships of the schools. The teachers with whom he works will be effective ambassadors of the schools only to the extent that they are given widespread opportunity for respected and responsible participation in the formulation and administration of educational policies and plans. The students are either potential assets or potential liabilities insofar as the public relations program is concerned, often depending upon the presence or absence of democracy in the planning and management of school affairs.

Important as it is for the administrator to exercise democratic leadership within his school system, it is equally important that he exercise it in all relations between school and community. He will be ever mindful of the fact that the schools belong to the people and that it is they who must ultimately decide the kind of schools they want to support. This does not mean that the administrator will play a passive or submissive role in community affairs. On the contrary it means that he will play an aggressive role. He will be aggressive in providing abundant evidence concerning the needs, conditions, and achievements of the schools. He will be aggressive in providing opportunities for all the people of the community to study cooperatively and to decide what needs to be done to improve educational services. The administrator will be both aggressive and creative. He will encourage the organization and operation of parent-teacher associations. He will be instrumental in the formation of educational advisory councils designed to insure balanced community representation in the study and solution of educational problems. He will look with favor upon the organization of community councils through which education will be recognized as the concern, not of the schools alone, but of the entire community. The administrator will not only preach democracy, he will practice it.

These are critical times. Events are in the making that may well determine the course of civilization for many generations. The problems that people now face have implications of worldwide scope and significance. In the final analysis they are problems that can be solved only through the improvement of human relations, and human relations can be improved only as people have the opportunity to work together in person-to-

person and face-to-face associations. These cooperative efforts and solutions cannot be achieved in remote national or world capitols by statesmen and diplomats. They can be achieved only at the crossroads of the nation in every city, village, and hamlet. The school public relations program democratically conceived and administered can do more than achieve needed improvements in public education. It can strengthen the democratic community which represents our greatest hope for a better tomorrow and a better world.<sup>30</sup>

### The Role of the Central Staff

The literature on school administration has a general consensus that the individual schools in a city unit should be the units of operation and planning for the reasons which have been mentioned previously. However, there still exists a clear need for a unified program on a city-wide basis. There are certain common objectives and certain conditions which exist in common to all the school units of a system. Some way must be provided to tie the individual schools effectively into a team which is working for the realization of these goals.

Most city organizations have a group of specialists working under the direction of the central office. This group is usually known as the central office staff. Where the central office staff exists, there evidently must be a concrete plan of operation within the system so that there is no confusion as to the function of this staff in its relations with the principals and teachers of the individual schools.

---

30. "Public Relations for America's Schools," Twenty-Eighth Yearbook, American Association of School Administrators, Washington, D. C., 1950, pp. 55-56.



Reference may be made to Caswell for some basic principles for the operation of a central office staff. Dr. Caswell states that the central office staff must provide leadership in a continuing analysis of the curriculum program and in formulating plans as various needs arise and are recognized. He bases this statement upon the fact that varying parts of any city have varying needs; situations in the individual communities are of different types. Therefore, someone must assume the responsibility for maintaining a community-wide system of education. This group must be alive to broad educational needs. It must lead the workers of the city system in formulating city-wide plans.

In order to do this Dr. Caswell states that the "central office staff should foster a sense of group purpose among instructional workers in a school system."<sup>31</sup> A very important part of the purpose of a central staff is to provide a team spirit among the entire faculty of the city. This team spirit will take form in group purpose. In turn the existence of a recognized group purpose accompanied by a striving for the attainment of the purpose will build morale.

Even more important, it is said that a sound educational program must be more than a collection of individual activities of persons in the school system. All of these activities must be interrelated and complementary. Therefore, a central staff should always be organized to foster group purposes and to make a major contribution toward attaining these purposes.

---

31. Caswell, op. cit., pp. 72-76.

Again, it is said "The central office staff should provide for the coordination of the activities of various instructional workers so that a unified curriculum is developed." In order for the work of a central staff to be helpful to a classroom teacher, and in order that the teacher not be filled with a sense of frustration and confusion arising from so many individuals working at cross-purposes, the central staff must have a clear understanding of these group purposes and of the major goals to be achieved. The team work among the central office staff must be perfected to the degree that the classroom teacher will feel pleased at the advent of any member of the staff. The classroom teacher should feel that his or her work is being furthered, not impeded, by these individuals.

Since, as has been said before, the classroom teacher is the final key in developing a good educational program, then the central office staff must have as a major purpose that of organization and execution of policies so that teachers may be benefitted.

Furthermore, Dr. Caswell says "The central office staff should provide resource specialists needed upon occasion, but not continuously, in the individual school." These words supply the key to a desirable conception of the role of the central office staff. In the first place the members of this staff are resource specialists. As resource specialists they have abilities, knowledge, and materials upon which the classroom teacher can draw in the furtherance of his or her instructional work. In the second place the members of the central office staff are consultants. As consultants these members will go into the schools whenever

called upon by the individual teachers to aid in the solution of problems, to be of assistance in specialized activities, activities of which the classroom teacher is still the basic director.

Again, "The central office staff should stimulate creative leadership among the entire force." Any central office staff, by virtue of the small ratio of its membership to the total membership of the teaching faculty, obviously will be unable to achieve any broad goals and objectives purely on their own initiative. Therefore, the problem resolves itself once more into one of leadership on the part of the central staff. The central staff members must have the faculty of inspiring in the classroom teachers enthusiasm and the desire to work in accordance with the desired goals. The extent that this leadership functions and is effective is the extent to which one may say the central staff is effective.

And last, Dr. Caswell says that, "The central staff responsible for curriculum improvements should arrange working relations with personnel responsible for other phases of school operation so that a good curriculum is facilitated."<sup>32</sup>

By this Dr. Caswell means that the members of the central staff have a responsibility in influencing teachers in the correct use of materials, in the correct way of utilizing school buildings, in making organizations more flexible and more conducive to proper learning situations. In short, it should be the responsibility of this staff to work with all phases of the

---

32. Ibid., pp. 72-76.

school system so that all branches are united in the effort to reach a common goal.

There is no set formula for the composition of a central office staff for the reason that, as the situation varies, so will vary the requirements for consultants. In one situation there may be called into being a large staff composed of many people working from a central office. In another situation there may be a small staff. The common element in all is that these staff personnel work from the central office, and work as consultants. Their titles may be many and varied. In the large systems one may see deputy superintendents, associate superintendents, assistant superintendents, directors, supervisors, and special teachers. These titles vary according to the degree of the responsibility which has been allocated to each person. However, again the common element is the fact that all are consultants or supervisors. Whenever the term supervisor is used in this study, it has the meaning "consultant." The supervisor is a consultant. the 1946 Yearbook of the Association for Supervision and Curriculum Development of the National Education Association says:

But, whatever his title, this leader has chosen to be a supervisor because he loves children and believes in people, and above all else because he has an abiding faith in the destiny of the democratic way of life. He is a man of vision because he is a citizen of a land of inveterate dreamers, and he sees before him a world in which the American Dream can be realized for all people and for all times. But, he is also a realist, and he knows that the American Dream of a united people enjoying peace and plenty may not be realized without hard work and unrelenting faith. He works with teachers to develop the basic understanding that schools are established to meet the needs of the culture of which they are a part and that they must meet these needs

or lose their significance. The supervisor advances beyond the methods of yesterday to help schools function in the world of today.<sup>33</sup>

This yearbook says that the ideal supervisor is a versatile person who has many qualities, of which the most important is a sincere belief in the importance of his educational function; that he is a pioneer thinker and a philosopher and a dreamer and a man of action working in the classrooms to make his dreams come true. He is a friend to each individual, with the insight needed to draw forth the best from each individual. He is a student of the social sciences with a broad understanding of the things that make civilization. He is a dynamic person with the qualities that influence other people. He recognizes creative ability in others because he is creative. He knows what responsibility means. This is an important quality for the supervisor because the nature of his work is such that his schedule is flexible. He must be depended upon to arrive at a given time. At the time when a classroom teacher needs him he must be there. He must realize where his responsibility lies and this realization must give him a sense of humility which will further increase the respect and trust of all teachers in him and his work. The supervisor himself is an adaptable person. He can change his plans and understand that by changing them he may arrive just the same. Finally, the supervisor is a man of a keen sense of humor and a

---

33. "Leadership Through Supervision," 1946 Yearbook, Association for Supervision and Curriculum Development, National Education Association, Washington, D. C., 1946, p. 20.

social being who participates in many affairs. This participation comes from sincerity in his dealings with his fellowmen.

The supervisory staff should fit in to the general scheme of organization smoothly enough so that the classroom teacher feels free to call upon the members of the staff whenever he or she feels a need to do so. If all teachers and staff members have been made an important part of the functioning of the system from the beginning, if they have shared in the formation of aims and objectives and have had an important voice in determining procedures and methods, and have shared in the evaluation of outcomes, then a spirit of team work should make each one feel that the cooperative effort of all is necessary for successful functioning of the educational program. James E. Spitznas, Director of Instruction, State Department of Education of the State of Maryland, has stated it thus:

The general supervisors, including the supervisors of guidance and the guidance counselors, are liaison personnel to bring special services and resources into functional relationship with the classroom teacher. They are specialists of a kind by virtue of their greater experience and their greater adeptness in the areas of the general education program. They can broaden the teacher's awareness of the learning possibilities in the ongoing enterprise; they can build further the competencies of the teacher; and they can tap for her special resources that are ordinarily beyond her reach.

The special supervisors, such as the supervisor of music and of agriculture, and the special community agents, such as the county agent and the home demonstration agent, are more intensely specialized in a particular subject of the curriculum or in a particular aspect of a subject. These kinds of specialists can deepen the awareness of the teacher of the opportunities for teaching skills related to the fine and practical arts and, within their limited areas, they can go beyond the service of the general supervisor in increasing the "know-how" of the teacher. And they can work with pupils directly not as "prima donnas" but as members of the team within the context of the common enterprise. The skills of the subject specialist are finer, sharper, and, within a rather limited aspect of the program, fuller than are those of the teacher and the general supervisor. But it



should never be forgotten that the values of paramount importance are those which derive from the action of the group as an organic whole and that it is the responsibility of the teacher and the general supervisor to keep all data, all activities, and all skills in their proper places and to see that they are used at the proper time in functional relationship to the mediate and immediate purposes of the total enterprise. The services of these specialists should, therefore, be responsive to the needs of the pupil as these needs emerge from the project and as they are voiced by the teacher and general supervisor. Long ago, Dr. Thomas H. Briggs set forth the principle that special supervisors should make their contributions through the principal and the general supervisor. When they work directly with pupils, it is as an extension of the competence of the teacher who continues to occupy the place of leadership in the class. The significance and validity of this conviction become more evident as the common school develops.<sup>34</sup>

All of this organization will be of little avail except as there is support, both human, financial and materialistic, to the efforts of teachers and staff members. One of the most important and indispensable forms of support is a real supply of professional literature and curriculum material. This resource material must be available to all persons who are interested. Secondly there must be a real effort made through effective leadership to encourage all teachers to draw upon resource materials. Perhaps the most common method of providing for these materials is through what is known variously as "professional library," "curriculum library," "curriculum laboratory," or "materials bureau."

Whatever may be the title, there must be competent supervision. Qualified people are necessary to administer these facilities, just as qualified people are necessary to administer

---

34. James E. Spitznas, "No More Compartments," The Bulletin of the National Association of Secondary School Principals, vol. 35, October 1951, pp. 36-37.

regular libraries. There seems to be no particular set of qualifications for these persons in terms of training. Rather personal qualities and knowledges seem to be the important considerations.

In addition to competent personnel, the responsible administrator must see that sufficient financial support is given so that an adequate source of materials may be maintained at all times. These materials will be used in many ways, both by individuals in individual projects and studies, and by groups and committees of the schools' teachers and lay participants who are moving forward on some phase of the educational program. These committees should constantly be working toward the solution of some problem. Specific problems should always be the basis for formation of committees, and when the problems have satisfactorily been solved the committees should cease to function. Work among groups and committees should follow the recognized procedures for workshops in which all activities are based upon the problems and needs of participants. Each participant in these workshops or committees does something about his own project and also participates in solving the group problem. Everything which is done must be done through democratic procedure. And lastly, all work that has been done must be evaluated by the members of the group.<sup>35</sup>

---

35. Caswell, op. cit., pp. 78-96.



### Summary

In summation of these principles as they have been gathered from a careful study of the literature in the field of educational administration and the curriculum, the following principles for guidance are presented.

First, and foremost, is the belief that all educational programs must have to support them and to guide them definite sets of aims and objectives which have been drawn from an educational philosophy which is shared by all members of the educational system. This educational philosophy and these aims and objectives are not stagnant, however; they are dynamic and everchanging. Constant study and constant revision is made through cooperative thinking in the light of everchanging circumstances. These circumstances arise from the local situation which is envisioned here as the basis for the educational structure. As the culture of the community changes, so change the educational objectives. As economic factors change, so change economic objectives.

Second, the program of a school system is conceived as being the sum total of all the experiences arising from the work of the individual teachers, supervisors and directors, and other educational leaders. The classroom teacher is the basic and the determining factor in any educational program. As the classroom teachers do, so is the curriculum. Therefore all change in a curriculum will be affected through the work of classroom teachers.

Third, it is further believed that the basic unit of organization through which the most effective work can be done is the individual school. Each school faculty working as a unit in the light of community conditions which are peculiar to that school can most successfully recognize needs and contrive methods to reach goals. This concept of the school as a unit of organization or as the base of operations provides an opportunity for experimentation in methods of teaching which would not be possible otherwise. Successful practices which have originated in one school may be studied by other schools of the system, accepted and modified in the light of varying circumstances, or rejected as not suitable to others. It is this individual initiative and experimentation, however, which will bring advance upon a broad front, not a continuous advance on a uniform front, but an advance by salients, so to speak. Worthwhile practices and progress in any direction may be easily recognized and adopted as needed.

Fourth, in addition to the local faculties of the schools, there must be an efficient city organization, a competent and adequate staff. This staff will have its base in the central office. It will have a unified philosophy, it will have a cohesive element of fellowship, it will have a direct working relationship with the schools. This working relationship of the staff and its consultants to the teachers and principals of the schools will be characterized by the consultant technique. These consultants will be specialists who will be called by the teachers when needed, and also will be available at stated intervals for work with the teachers. Members of the staff will constantly

recognize the fact that their efforts to improve the growth and development of children will succeed to the extent that they stimulate and aid the classroom teachers in working with children.

Fifth, not the least important is the fact that this staff will serve as a coordinating force in achieving a common sense of direction for all of the schools of the city. Working as a unit with the teachers of the city, the staff has a challenging opportunity to direct instruction toward common goals.

Sixth, as to the methods to be used in furthering teacher growth and thereby aiding curriculum development, the group conference, the workshop, the committee system will be used as indicated by circumstances. It is contemplated that at all times there will be various committees selected from the schools working toward matters of concern to all the schools of the city. There will be local committees of teachers working within the schools. There will be workshops in progress, study groups underway under the auspices and direction of members of the central staff. Individual faculties will have their professional meetings at scheduled intervals. Divisional or departmental meetings on a city-wide basis will be attempted.

Seventh, the professional library or the curriculum laboratory will be used as an integral part of the in-service training of the staff. This resource material is conceived of as being absolutely vital to the correct growth of teachers in their professional fields.

Eighth, in all of these endeavors the principle of democratic selection, democratic procedures, and the democratic response to needs and interests expressed by all the members of the school

staff will be the guiding aim of all who are working with the curriculum.

Ninth, flexibility must be obtained in order satisfactorily to achieve results which are wanted. These results are teacher growth and, through this teacher growth, the advance of instruction toward the ultimate aims of the desired educational program.

### Chapter III

#### THE PRESENT CURRICULUM

It is not the purpose of this chapter to give a complete detailed account or analysis of the program of instruction in the Charlotte city schools. It is felt that such an account properly belongs in a separate study. This chapter does undertake to give a general outline of the curriculum as it exists in the city schools.

As a further source of information there are included in the appendices some of the daily class schedules or course offering schedules of selected schools. An examination of these might reveal additional facts.

At the present time, the school year 1951-1952, there are thirty-three individual schools in the Charlotte city school system. Three new schools are under construction and will be completed as quickly as working conditions and materials allocated will permit.

It is believed that the schools of Charlotte are of better than average quality. The instruction given in these schools,

coupled with facilities which are supplied by a tax structure which is more favorable than the average, is believed to result in schools of a superior quality. In support of this view, Engelhardt, Engelhardt, and Leggett say in their school survey that the schools of Charlotte are attracting many new residents to the city because of the quality of the schools. They state that this superior quality of the schools is the result of careful planning on the part of many people in the past, and that continued foresight and wise planning for the future will keep the schools at the high level that they now enjoy.

Charlotte has a remarkably fine school program for its boys and girls. Its present offerings compare favorably with other cities of its class and, in fact, are superior in many respects.

The school population figures show a remarkably good holding power in the upper years of the school system. . . .

There can be little doubt that the schools have drawn many people to this community. Business enterprises of all types have long learned to look closely at the quality of the schools of communities before deciding upon location of new plants.<sup>1</sup>

#### Accreditation

The State Department of Public Instruction of North Carolina issues the ratings of "Accredited" and "Non-accredited" to the elementary schools of the state, basing this rating upon the Principal's Annual Elementary School Report which is received from each school.

Twelve of the elementary schools for white children in the city of Charlotte are listed as "accredited." Six are not. Five

---

1. Engelhardt, Engelhardt, and Leggett, op. cit., pp. 10-11.

of these six fail to attain accredited rating because they each have one or more teachers with high school certificates. One of these five schools is disqualified additionally because it operates on a double-session basis. The sixth school is disqualified because of generally inadequate plant facilities.

One of the seven Negro elementary schools is rated as "accredited." The remaining six are non-accredited because of inadequate facilities in two cases and because of double sessions in the other four instances.

It seems significant that the Negro teachers' certificates are standard in every case.

The white high schools are accredited by the state and regional accrediting agencies, with the exception of the Myers Park High School which has not been in operation long enough to qualify.

One Negro high school is accredited by the state and regional agencies and one is not. Lack of accreditation of this school is due to an excessive number of pupils assigned to some of its teachers.

The junior high schools are participating in a state-wide movement to establish standards of accreditation for such schools in the State of North Carolina. In the meantime, appropriate curriculum programs are being offered in these schools.

The Charlotte College is accredited by the appropriate agencies. Carver College is not accredited, having operated for two years only.



## Organization

The 6-3-3 plan of organization has been adopted for the schools of Charlotte as a matter of policy. However, at the present time one white elementary school and three Negro elementary schools house the first seven grades. Three of the four white high schools include grades seven through twelve, the fourth one containing grades ten through twelve. The two Negro high schools both have grades seven through twelve.

Attainment of a uniform plan of six elementary grades for all elementary schools, followed by junior high schools for the next three grades and by senior high schools for the last three grades, is contemplated in the long-range building plans which have been adopted by the Board of School Commissioners.

## The State Program

All of the schools of Charlotte follow the pattern laid down by the State Department of Public Instruction as to the courses of study to be offered at the various levels of the school system. In addition to the minimum program established by the State Board of Education, an enriched curriculum is effected through special teachers of physical education, health, music, art, science, and vocational education.

In the first grade, following the outline suggested by the State Department of Public Instruction in its Handbook for Elementary and Secondary Schools, the schools of Charlotte offer



instruction in reading, numbers, drawing, music, health, and physical education. Through the grades this instruction broadens in the usual manner. This pattern is followed throughout the grades. Instruction in reading continues throughout each of the first six grades. Number work becomes arithmetic and continues through the sixth grade. In addition to reading in the third grade English I is added, in the fourth grade, English II, in the fifth grade, English III, and in the sixth grade, English IV. Formal spelling is begun in the second grade and carried on through the sixth grade. In addition to these courses, geography is introduced in the fourth grade, and history is begun in the fifth grade. All of these activities which have been mentioned - reading, arithmetic, spelling, drawing, music - and in addition physical education and health instruction, are primarily the responsibility of the classroom teacher. However, the classroom teacher's efforts are supplemented, and the teacher is aided by various members of the central office staff who work with the teachers and with the students in conjunction with the teacher. This follows the general theory which was mentioned earlier, that the members of the central office staff are primarily consultants.

More is stated in detail about the introduction at all levels of physical education, music, art, and health education in paragraphs detailing the activities of the members of the central staff.

One very recent addition to the elementary curriculum is industrial arts instruction for elementary pupils. During the current school year, 1951-1952, a special teacher of industrial arts for elementary schools has been added in both the white and Negro

schools. Each one of these special teachers is working in every one of the elementary schools under his or her jurisdiction.

### Enrichment Programs

Each one of the elementary schools in the city system is able to offer to its children the advantages of more varied instruction than might be contained in the courses of study which are traditionally accepted as subjects for study. An important element in the elementary schools is instruction in science. This instruction is given by the regular teachers of the elementary schools who have at their disposal for instruction and consultation a Director of the Teaching of Science. This instruction is integrated with the teaching of the skill subjects as much as possible by the efforts of the administration and interested teachers.

Along the same line, various schools have begun to use the out-of-doors as classrooms. They are encouraged in this by special instruction which is offered to all teachers by means of workshops on resource-use and individual conferences with the Director of the Teaching of Science and with the representatives of the State Department of Public Instruction. Nature trails have been set up in some of the elementary schools. These trails are selected, and paths are marked through woods adjacent to schools. Groups of students go over these trails with teachers who have been instructed as to what trees, plants, rocks, and other natural phenomena may be found. This beginning in a new method of instruction offers several promising possibilities.

In the Engelhardt survey it was specifically recommended that the city schools make a study of out-of-door facilities in order to discover what possibilities might exist in this educational method for the schools in this growing city. It was stated in this survey that Charlotte was either now in the stage, or rapidly approaching the stage, where its children would be almost completely divorced from rural conditions or a knowledge of nature gained from personal experience.

### Junior High School Curriculums

The junior high schools of the city, both those which operate independently of senior high schools and those which are operated in combination with senior high schools, offer very largely the traditional curriculum content at this level. There are one or two minor deviations from the pattern in practices which are mentioned later.

The school day is organized according to the traditional pattern of departmentalized instruction whereby a certain amount of time is allotted to the study of each subject. In these subject-matter periods the courses are as follows: Seventh grade - English, arithmetic, social studies, science, physical education, music, arts and crafts. Eighth grade - English, mathematics, social studies, science and health, activities, home economics, industrial arts, music, art, physical education. The ninth grade usually offers English, with this subject divided into the usual literature and grammar sections: social studies, mathe-

matics, science, possibly Latin, typing, home economics, industrial arts and shop, music, art, and physical education.

A few courses in spelling and remedial reading are offered in the junior high schools. In one of the junior high schools there is a "core class" which is organized on the seventh grade level. However, this "core class" has been almost a combined long period for English and social studies, a beginning toward an integrated period. Some interest has been expressed by the principals and faculty members of the junior high schools in creating an exploratory type of curriculum on the junior high school level. Also, quite a bit of interest has been expressed in the core curriculum and its possibilities for Charlotte.

### Senior High School Curriculums

Each one of the high schools of the city offers a fairly broad range of courses of study. Of course, as one might expect, requirements and offerings vary slightly from school to school. However, in each one of the senior high schools, four units in English are required of all students for graduation. Also, some mathematics, history, and science are required in each school. The offerings in the elective subjects vary also from school to school. However, in each one of these schools some home economics and shop work and some business education - such as typing, shorthand and secretarial office practice - is offered.

The vocational courses at the high school level include distributive education, diversified occupations, general shop, machine shop, wood working, metal working, home economics, with em-

phasis in home economics on food and clothing. Also found in the vocational field is mechanical drawing. In the field of commercial arts, there are offered a few courses in commercial design and ceramics.

The usual work in music, including band and the boy's glee clubs, girl's glee clubs, and mixed glee clubs are offered in each of the schools. The art work which is offered is described in more detail under a separate heading.

Physical education and an interscholastic athletic program are offered in each of the high schools. Each of the high schools has someone who is designated as instructor of physical education. This person has coaching duties in addition to instructional duties in physical education.

Almost all of the classes are conducted along the traditional pattern of fifty minute periods. However, in the Myers Park High School the school day has been divided into three periods, with each of these periods running one hundred and seven minutes in the clear. Each student alternates his courses of study by weeks. That is, during one week a student will have one set of subjects on Monday, Wednesday, and Friday. He will have another set of subjects on Tuesday and Thursday. The next week the subjects and the days are reversed. Not all these courses which are listed here are offered in all high schools. There is a possibility of effecting the transfer of students between schools for the purpose of obtaining certain courses not offered in all schools. This transfer is not provided for through routine administration procedure, but must be authorized by special action of the central

office.

Interscholastic and Intramural Athletics Program. Interscholastic competition is largely confined to the senior high schools, but exists to a lesser extent in the junior high schools. The principals of the various schools are free to enter their schools in the contests of their choosing. However, it is the general consensus of opinion, albeit an unexpressed opinion, that contests should be limited to those approved by the National Association of Secondary School Principals.

Each senior high school fields varsity teams in various types of athletics. At the present time, each one has a football team which competes among teams of its class. Also, each senior high school produces a varsity team for boys in basketball, and all have varsity teams in either baseball, track, and tennis, or in all of the three. Among the girls, athletic competition is restricted to the intramural type. This intramural program for girls provides an opportunity for large numbers of girls to participate actively in basketball, tennis, and softball. Girls' teams may be selected for competition with other schools of the city.

Each of the junior high schools of the city produces a varsity football team and a varsity basketball team for boys. These junior teams play both within the city and without the city.

Although in some quarters of the city there is a certain amount of sentiment for the consolidation of the senior high

school varsity teams in order to produce more powerful teams to compete with other cities, so far there has been no great danger of this coming to pass.

Academic Success of Graduates in College. No study of the success of the graduates of the Charlotte high schools in the colleges is available. Such a study would provide valuable data for use in curriculum revision.

Success of Graduates who do not Attend College. To the knowledge of the author, there has been no study which would throw any considerable amount of light upon the success of those graduates of the high schools of the city of Charlotte who do not enter a college. Therefore, any statement to that effect would be a surmise and would serve no useful purpose. It does, however, accentuate the point that here is a realm which should be studied in planning further in the field of the curriculum.

Vocational Training. The Engelhardt report does state the following:

An expanded program in the apprentice, part-time work and education, trade and vocational fields with emphasis on upgrading and on-the-job training should be encouraged in the schools. Much of this work properly belongs on the 13<sup>th</sup> and 14<sup>th</sup> year level and the bulk of the school work is carried on in the evenings.<sup>2</sup>

---

2. Engelhardt, Engelhardt, and Leggett, op. cit., p. 13.

### Charlotte College

Charlotte College is a member of the North Carolina College Conference, the Southern Association of Junior Colleges, and the American Association of Junior Colleges. As was stated earlier, students may complete the first two years of liberal arts college work at Charlotte College and may transfer the earned credits to recognized senior colleges. The college is accredited by the State Department of Public Instruction. It has been in operation since 1946 as Charlotte College. In these years of operation it has offered courses in terminal education as well as two years of work towards a liberal arts degree. The terminal education courses include business education courses, commerce, woodworking, public speaking, ceramics, and English for foreigners. The business courses include accounting, home making, courses in secretarial science, and technical training.

Students who complete any of the courses are awarded a diploma with the designation of Associate in Arts.

It is a recommendation of the Engelhardt survey that Charlotte College and its counterpart for Negroes, Carver College, should offer a wider variety of vocational training and adult education courses. At the present time Carver College does not offer vocational training and is not accredited as a junior college.

It is felt that the surface has barely been scratched in the field of technical training in the city of Charlotte. In fact, in certain quarters there is considerable sentiment for the es-



tablishment of a four-year technical college in Charlotte.

### Veterans' Training

No discussion of the educational program of the schools would be complete without some mention being made of the veterans' training being given at Second Ward High School in connection with the G. I. Bill of Rights. The courses offered here represent the usual assortment of vocational and trade courses which are generally found in veterans' schools of this type. The school is under the general supervision of a Director who is a full-time employee of the city Board of Education. Exercising general supervision over this Director is the Supervisor of Trades and Industry for the city schools.

### Guidance Services

There is no sharply defined program of guidance from a city-wide standpoint. Since there is no city-wide department of guidance, each school has pursued the course of its own choosing in this particular matter. This has resulted in a diversified degree of guidance efforts and a still greater differential in results obtained by the various schools. Measured by common indices, some schools obviously are trying to provide a fairly complete program of guidance for all students, while other schools seem to be neglecting this area of instruction.

### The Contribution of the Central Office Staff

The contribution which the members of the central office staff are making to the programs of the various schools may be judged in the light of the brief description of their activities of the current school year. These activities supplement and enrich the basic program which the classroom teachers are able to give in each school.

At the present time the coordination of the efforts of the central staff is something short of ideal. This is primarily due to the fact that the administration has been understaffed. This lack of adequate personnel has come about largely through the rapid growth of the city, of the school enrollment, and through the consequent increase in teacher personnel.<sup>3</sup>

No unified philosophy has been worked out and put into written form by the central office staff. This means that quite a bit of the effort of this staff has gone for naught since this effort has not been coordinated and has not fitted as closely as might be desired into a general pattern. This condition also has contributed to a feeling of frustration on the part of teachers in the classroom, who felt that they were being pulled in several directions. Consequently, instead of feeling that they were being aided, they felt that they were being impeded in their work.

---

3. Engelhardt, Engelhardt, Leggett, op. cit., passim.

Study groups and meetings for the purpose of working out a common philosophy and a unified approach by the central office staff have been underway this school year. A further description of this effort is contained in a following chapter.

In the same way it is felt that the same lack of common, unified philosophy exists among the classroom teachers. It is felt that some of the teachers do not take advantage of all the resources or teaching aids which are available from staff members and community resources. These same teachers seem to be the ones who feel that a certain amount and type of "subject matter" must be presented in a specified time and in a specified way. This appears through personal observation to be due also to a lack of knowledge of child development and growth on the part of the teacher. Therefore, it is believed that more effort should be made for proper teacher in-service training to the end that a better understanding and spirit of cooperation might exist between the classroom teacher and the various specialists employed by the city system. An understanding of the proper relationship between these groups might go far in improving instruction.

It is also felt that more widespread participation in all study groups and policy and planning committees on the part of all teachers of the system is necessary for further enrichment of the educational program.

### Special Services in Instruction

No account of the instructional program would be complete without a description of some of the services which are being offered by the members of the central office staff. These services enrich and broaden the educational program in its entirety. Supplementing the regular work of the classroom teacher, these services add many areas to the instructional offering. Some of the activities illustrative of the work of the members of the central office staff are detailed briefly in this chapter.

Librarian. The Director of Libraries in her report for the school year 1950-1951 states this:

We strive for: improving our work with teachers and students; improving the book selection by weeding, by adding new books, by professional binding, and by buying all easy books pre-bound; improving the physical set-up in some of the schools.<sup>4</sup>

This report describes some of the activities carried on in the school libraries during the year, 1950-1951. During this particular time student assistants were trained in each one of the elementary schools, in addition to the continuation of the student assistant-training program already in progress in each of the junior high schools and senior high schools. The use of student assistants was felt to be beneficial by parents, teachers, and the students themselves.

---

<sup>4</sup>. Annual Report of Director of Libraries for School Year 1950-1951, Office files.

The school year, 1950-1951, saw a beginning made in the building up of a collection of "easy" books in all the elementary schools. Prior to this time these books had been bought in trade editions and had been kept in the classrooms, which meant that, in many cases, elementary school libraries started this period with a very small collection of books for primary grades. But during the school year in question a total of 14,116 books were bought at the cost of \$20,386.16. The average cost per book for books bought during this school year was: Elementary, \$1.43; and the average cost of books for high schools, \$1.91.

All library supplies which are to be used in processing library books are ordered through the Director of Libraries. Also, any supplies which are needed to operate the library are purchased in the same manner. In this way it is felt that some economies are effected which would not be possible otherwise, since books bought in this manner are purchased on quantity discount.

Policies concerning the operation of the libraries in the individual schools are made by departmental action of the librarians and approved by the Assistant Superintendent in charge of instruction. For instance, magazines are purchased according to a policy of the librarians which follows the theory that the school located in the lower economic type of community should have a wider variety of magazines for children in the school library than otherwise. The use of these magazines in the homes of the pupils is encouraged.

Table VII<sup>5</sup>  
SOME LIBRARY ACTIVITIES,  
1950-1951

---

A.		Binding of books	at cost of	\$3,579.40
		Circulation of books		466,615
		Average book circulation per pupil (exclusive of classroom libraries)		21 1/2
B.		Activity	No. of schools	
	1.	Install vertical files	5 elementary	
	2.	Provide new encyclopedias	11 elementary	
	3.	Install card catalogues	5 elementary	
	4.	Install new circulation desks	5 elementary	
	5.	Install complete new furniture	2 elementary	
	6.	Painting of libraries	All libraries	
	7.	Miscellaneous repair and renovation of libraries	4 elementary	

---

The librarians met for departmental meetings twelve times during the school year, 1950-1951. These meetings were professional meetings to consider various areas of study. One meeting was held to study the use of audio-visual aids. At another meeting the director of music and the director of special education participated in a discussion concerning the relation of the work of their departments to that of the libraries of the schools. One meeting was in the form of a workshop on methods of library instruction. During this workshop demonstration classes were con-

---

5. Ibid.

ducted and filmstrips were shown.

In her plan for the current year, 1951-1952, the Director of Libraries contemplates having a meeting of librarians at least once a month. These meetings are to be as follows: four meetings for routine business matters, two meetings for the examination of new books, three meetings in the form of workshops. Each of these workshops will run for at least one full day.

The allotment for purchase of books for the current school year is \$23,000, which is \$2,000 more than the amount allotted last year. For the replacement of books and magazines, professional binding, and the purchase of supplies there is an allotment of \$9,970 from the state and \$4,000 from the city, making a total of \$13,970 for these activities.

Each school in the city system has a library stocked with books, magazines, and other supplies necessary for accreditation by the state agency. Each high school and junior high school in the system has a certified librarian in charge of the library on a full-time basis. The elementary schools do not have full-time librarians. In every case the elementary school librarian shares her time between more than one school. Each librarian observes a regular schedule in allotting her time to her assigned schools. During the times in which a librarian is not on duty, the various elementary classes come to the library under the supervision of their respective classroom teachers. It might be added that the classroom teacher accompanies the class to the library at all times, even when the librarian is present. The days on which the librarian is not present are mainly devoted to browsing under the direction of the classroom teacher. However,

the use of trained student assistants makes it possible for book loans to be made at all times.

The librarians are encouraged to feel that they are a part of the faculty of each school at which they are stationed. However, each librarian works as a definite member of the staff of the Director of Libraries, and as such is directly responsible to this director in all matters concerning the organization and direction of the library.

Health Educator. One person is employed as Health Educator in the Charlotte city schools. This Health Educator works according to the philosophy of health education as stated by her:

The philosophy of health education is stated simply in the World Health Organization definition of health to be a state of complete physical, mental, and social well being, not merely the absence of disease or infirmity. The goal then of a health education program is to strive for the fulfillment of health in this broad meaning for every child. Actually the goals of education and health are synonymous.<sup>6</sup>

Some of the activities carried on by this health educator are:

1. Issuing a monthly news letter to all teachers.
2. The supplying of teaching aids, such as reference materials, films, posters, and pamphlets.
3. The use of consultation techniques with individual teachers and teacher-groups where an interest has been expressed in the role of health education in building a curriculum.

---

6. Report of Health Educator to Assistant Superintendent in Charge of Instruction, 1951-1952.



4. Aid to teachers in the discovery of community-resource people and agency service, and in interpreting to the teachers how each may be used.
5. The coordination of school and health activities.
6. Demonstration classes to show teachers how to use new units in health education.
7. Cooperation with voluntary agencies.
8. Liaison work between the Parent Teacher Association units and the school health program.
9. Organization of, and work with, various community groups in bringing the school and the community closer together.

One of the important activities of the Health Educator in the Charlotte city system is the publication of bulletins for teachers outlining various activities which classroom teachers might use in their regular work in order to teach the health concepts and hygiene concepts which are desirable. In addition to these bulletins the health educators of the city schools and Mecklenburg County schools publish additional instructional aids.

Art Director. Art instruction in the elementary schools is carried on by the classroom teachers who have the advice and instruction of the Director of Art and her assistant, who are available at all times. The Director of Art, who is a member of the central office staff, feels that art is essential in the life of every child. All children need creative experiences, and that art is one of the best ways for them to exercise and develop their native creative powers is a fundamental belief of the art department. This department does not believe that the schools

should make artists out of all boys and girls; to the contrary, the department's statement of aims emphasizes that very few students will ever follow art as a profession. However, the department feels very strongly that art is an important part of the growth and development of young people into healthy and happy individuals. Appreciation of the aesthetic, and the stabilizing influence upon the emotions of a child through expression of inner feelings and reactions, makes of this activity an important means of development. Furthermore, the art department operates upon the premise that art is "fun" and should be relaxing. Pure enjoyment of art is one of the main objectives of this department. Techniques and art principles are not taught as an important part of this course. The art department believes very firmly that its work should be done through the classroom teacher, and, in order to better accomplish this, various workshops for teachers are given at regular intervals to acquaint the teachers with the art program.<sup>7</sup>

Some of the activities that are carried on in the elementary grades in art work are: painting of all kinds; the making of murals; the use of chalk, crayons, and papier maché; clay work, including modeling, pottery, stenciling on paper and textiles; silk screen painting on the same materials; linoleum block printing; paper sculpture; work with puppets and marionettes; plaster carving; design; and the making of posters of all types.

---

7. Report of Supervisor of Art to the Assistant Superintendent in Charge of Instruction, 1951-1952.

In the junior high schools and the high schools, art work is under the direction of a regularly scheduled teacher of art in each one of these schools. This teacher of art devotes full time to her work in this field. Outstanding results may be seen in the corridors of the schools, in the classrooms, and in various exhibits such as the children's exhibit in the Mint Museum and other places in the city.

Visual Aids Director. The Director of Visual Aids of the Charlotte city schools and of the Mecklenburg County schools maintains a library of audio-visual materials. In this library is a stock of motion picture films, film strips, slides, disk recordings, tape recordings, charts, visual aids, projectors, and cameras for the making of pictures of school life. This library is located in the new wing of the Elizabeth School, which is centrally located among the schools of the city and, therefore, is fairly accessible to all teachers of both races.

The Director of Visual Aids prepares and distributes to all schools lists of all materials which are available to them. He classifies these lists before sending them out. Teachers are encouraged to visit this library and make their own selections whenever possible. Otherwise, requests for materials are sent in by the various principals to the visual aids library, and the requested materials and equipment are sent out by truck to the schools requesting them.

Table VIII<sup>8</sup>REQUESTS FOR AUDIO-VISUAL MATERIALS BY  
THE CITY SCHOOLS

---

Period beginning October 1, 1951, and  
ending February 22, 1952

---

Films	3,331
Film strips	1,736
Slides	373
Transcribed material	831

In addition, there were 1,626 calls  
for 516 film titles which could  
not be filled due to lack of suf-  
ficient prints

---

Testing and Guidance. The city schools of Charlotte do not have a city-wide department of testing and guidance. Each high school has some member of the staff designated as counselor or guidance director. These persons may have had no particular training in this field, although it is true that some of them have.

The Negro elementary schools and high schools have at their disposal a visiting counselor who visits each school at least twice a month and spends the remainder of her time in making visits to the homes of the pupils and in carrying out her office work. This visiting counselor works very closely with the city

---

8. Report of Director of Visual Aids to the Assistant Super-  
intendent in Charge of Instruction, 1951-1952.

agencies which can offer help in the fields of child welfare and family living. This counselor is responsible to the Director of Special Education.

Trade and Industrial Arts. The department of trade and industrial arts of the city schools of Charlotte operates on the assumption that industrial arts is:

That phase of general education which deals with industry -- its organization, materials, occupations, processes, and products -- and with the problems resulting from industrial and technological nature of society.

Following this definition a set of cardinal principles has been formulated by the members of this department. They are as follows:

1. Industrial arts is designed for both boys and girls.
2. Industrial arts should concern itself with all the industrial areas.
3. Industrial arts provides exploratory experiences.
4. Democracy should be the theme in all industrial arts programs.<sup>9</sup>

The purpose of this department is to provide training which will develop skills, abilities, understandings, attitudes, working habits, appreciations, and to impart the knowledge and information needed by workers to enter and make progress in em-

---

9. Report of Supervisor of Trade and Industrial Arts to the Assistant Superintendent in Charge of Instruction, 1951-1952.

ployment on a useful and productive basis.

The program of vocational education is conceived to be an integral part of the total educational program. It is so stated as, "the development of good citizens is an important goal." Not only does the vocational education department propose to train persons who are preparing for future employment, but it has as an aim some supplementary or extended training for those who are already employed. This means that in working for achievement of this dual aim, the trade and industrial arts department must have a broad outlook as to its program.

In an effort to extend the broadening aspects of this training throughout the school system, instruction in some of the industrial arts has been added to the curriculum of elementary schools during this current year. One special teacher for the white elementary schools and one special teacher for the Negro elementary schools have been added to the staff, and at the present time are dividing their time among all the schools under their supervision. Their work is mainly done with the teachers, but in addition they give direct instruction to the pupils in grades one through six. In the case of five schools which have seven grades this instruction is extended through the seventh grade.

The city school administration has purchased and provided sets of hand tools which were considered basic to the requirements of an instructional program of this type. These tools are at the disposal of these special teachers for placement on a temporary basis wherever the need is evident.

In this program for the elementary grades no effort whatsoever is made to train students in vocational fields. It is felt that the training given should be that which all persons would like to have, whatever their occupation might be. It is also felt that this activity provides a healthy and very desirable outlet for the energies and abilities of elementary school children. There seems to be some amount of therapeutic value attached to activities of this type. In any event, it adds an additional area to a broadening program of education.

Each junior high school and senior high school in the city (with one exception) has one or more shops with the proper teachers assigned to that school. In the case of the newest high school, Myers Park High School, the shops have not been constructed, therefore there is no shop work at the present time. The shop program includes woodworking, printing, metal-working, auto repairing, machine tools, shoe repair, and tailoring. The vocational nature of this work is evident in the senior high school, with the main attempt in the junior high schools being to provide work of an exploratory nature.

Music Director. The music program in the city schools is administered by the Director of Music. This director is assisted by a special teacher of vocal music who coordinates the work of the other special vocal music teachers. In addition to these persons there are the special instrumental teachers. In no case is any teacher assigned to one school only, but visits at least two schools in carrying out her work. Every elementary school has the privilege of having a special music teacher visit

that school whenever needed and upon schedule. The main work of these teachers is done with the classroom teacher who in turn uses the knowledge gained thereby in instructing her pupils.

Each high school has a band and, in addition to this, a chorus or glee club. Instrumental teaching is by members of the department of music. Elementary pupils receive the benefit of instrumental teaching as well as classroom vocal music instruction. The teaching of instruments is accomplished in small groups primarily.

It should not be inferred from the above that the main stress is laid by the music department upon the teaching of skill in the playing of musical instruments or in the attainment of excellence in vocal music. Such is not the case. The director and his staff are in the process of arriving at a common philosophy which aims at providing a broad background of knowledge of good music, at providing opportunities and encouragement for everyone to participate in musical experiences, at imparting some of the basic skills in, and appreciations of, all types of music. It is felt that, properly, intensive drill in the technical skills of music should be deferred until the late stages of elementary school.

The use of song flutes and other rhythmic devices is a part of the instructional program.

The position of Director of Music is a very recent one in the Charlotte city schools. Perhaps as a result of this, there seems to be a lack of uniformity in the goals of the individual members of the music staff. In an effort to remedy this, and in an effort to substitute a workable and forceful philosophy



of the teaching of music in the total educational program, the music staff is holding weekly workshop-type staff meetings at which efforts are being made to arrive at a common philosophy.

Science Teaching. The Director of the Teaching of Science in the city schools expresses the following aims for students:

1. To learn how to appreciate and understand man's place in nature and his relationship to all plant and animal groups.
2. To learn how to make wise use of natural resources and to take note of conserving these for future generations.
3. To form opinions and base judgments on facts and observations instead of on prejudices and "hear-say."
4. To develop critical judgment and to learn how to use the scientific method in seeking answers to everyday problems.<sup>10</sup>

In pursuit of these aims the Director of the Teaching of Science uses conferences, workshops, direct aid and encouragement in the classroom, and the suggestion of the proper reference materials for use by the teacher. He also sets up loan collections of rocks, minerals, insects, and other phenomena of the plant and animal world. Students are being recruited from the various schools for the purpose of aiding in the formation of rock and mineral clubs throughout the city. The showing of

---

10. Report of Director of Teaching of Science to the Assistant Superintendent in Charge of Instruction, 1951-1952.

films, slides, and other visual materials is an important part of this work.

As an addition, nature trails have been set up in some elementary schools of the city. Plans have been initiated for the establishment of some form of out-of-doors education, such as student camping.

Director of Health and Physical Education. The department of health and physical education is set up to provide for students the proper physical activity to accomplish the following purposes:

1. Physical development.
2. Socio-emotional development.
3. Personality development and mental health.

In pursuit of these objectives, vigorous games to develop muscular strength, game-situations to provide training in leadership and in followership, sharing of duties such as care of equipment, and recreational activities are stressed.

Each high school and junior high school has some member of the staff who has a part of his designated duties the responsibility for a physical education program. No person is employed by the city Board of School Commissions for work of this type in the elementary schools. This is a result of the feeling that this function properly belongs to the classroom teacher. However, certain Parent Teacher Associations have been responsible for employing and paying persons to work with selected elementary schools in this area of instruction.

Director of Distributive Education. The Director of Distributive Education is in charge of the over-all program of this field in the high schools of the city. In addition to this director, each high school except Myers Park High School has a teacher of distributive education who arranges the classes and the employment of the pupils in her particular school. The supervision of the work activities of the pupils enrolled in these classes is a function of this teacher.

Coordinator of Family Living. There is a Coordinator of Family Living who was employed for the first time during the current school year, 1951-1952. This Coordinator is responsible for working with the city agencies which deal primarily with family living. He also teaches a class in this area at the Myers Park High School. His main function is to coordinate the activities of the agencies of the city which have as a primary purpose the improvement of family living with regard to students' welfare and to instruct students in this area. This director functions as a member of the central office staff and reports to the Assistant Superintendent in Charge of Instruction.

Director of Special Education. The field of special education is a rapidly developing phase of the total educational program in the city of Charlotte. The Director of Special Education has set up classes for the mentally retarded, classes for those with deficient sight and hearing, special classes in speech correction, and a class for orthopedic cases. This last mentioned class is housed in a specially built and equipped class-

room in the new wing of the Elizabeth School. In addition to these special classes, there is a visiting teacher who goes to the hospitals of the city to give instruction to those school children who are patients therein.

The special education program is based upon the philosophy that help should be given to any child who might benefit by that help, and, furthermore, that this help should be given in such a way that this child might maintain as much contact with other children of his age group as possible. Nevertheless, it has been found necessary to set up special classrooms for those pupils who have been found to be in need of such instruction. Even so, as soon as deemed possible, every pupil is returned to his regular classroom; and all pupils return to their regular classrooms for certain activities where such is found to be at all possible.

Of course the number of children who may be admitted to these classes is sharply limited due to the lack of trained teachers and classroom space. Therefore only those pupils are accepted who hold some promise of benefitting thereby. The selection of children for these special classes is accomplished by a combination of several factors. First of all is teacher observation. On the basis of this observation the teacher may ask that testing be done to determine the validity of her observations. This testing may first be in the form of group testing, then of individual testing. If these tests seem to further indicate the need for placement in a special class, then there is a consultation between teacher, parent, psychologist, and members of the staff who come in contact with the child in question. On the

other hand, only those pupils are admitted who are definitely below ordinary in achievement capabilities for regular classroom work. At the present time these special classes may admit only students from the primary grade levels. Plans are under way at the present time to admit students from the upper elementary grade levels and to form classes for these students. It is projected that at sometime in the future this work may extend into the junior high school level.

Much work has been done to convince the parents of those retarded and otherwise deficient pupils that these special classes fit the needs of these children better than the ordinary classroom. In furtherance of this effort, the Council for Parents of Exceptional Children has functioned very effectively. This council meets regularly, discusses topics concerning the exceptional children, and provides a basis for a common understanding of the problems involved. Furthermore, the Director of Special Education spends a great deal of time in personal conferences and interviews with these parents. It is felt that a high degree of confidence has been built up between the parents, the pupils, and the teachers; and furthermore, that the parents have come to have a rather wholesome attitude toward their children.

At the present time there are ten classes for the mentally retarded, one sight-saving class, and one orthopedics class in the city schools. Also, two special speech teachers for white pupils and one speech therapist in the Negro schools visit several schools. Children from schools which do not have a classroom of this type are transported to a school which does. The

main emphasis in the instruction of the severely mentally retarded child is upon the social skills, the art of living together. It is felt that more advanced technical or academic training may be beyond the reach of many of these children; therefore, whatever aid may be given to them in simplifying group living, learning social cooperation and skills, and obtaining a limited vocational training is felt to be the main consideration of this program. For those children who are capable of progressing academically with special instruction, additional training is given.

At the present time the city schools do not have an organized program of instruction for the gifted child. An attempt is made to care for the gifted child's needs by better grouping within the classroom and through more individual instruction. In order to accomplish this a great deal of stress is placed upon this technique in the in-service training of the teachers. Central High School does group classes according to ability to learn.

Lunchroom Services. The lunch room program in the Charlotte city schools is administered by a Director of Lunch Rooms who is assisted by two area supervisors, who in turn supervise the activities of the individual school lunch room managers. Thirty-two of the thirty-three schools in the city system serve lunch. Thirty of these thirty-three schools have cafeterias. It is felt very strongly by all concerned that the lunch room is an integral part of the educational program and should be coordinated with the other activities of the school day. It is felt that here is an opportunity to teach healthful living and some of the social

learnings which will be necessary for effective participation in a democratic society.

### Supervision of Elementary Schools

No account of the educational program as it exists would be complete without a description of the activities of the Supervisor of Elementary Schools. There is a place in the table of organization of the system for one elementary supervisor for the white schools and one for the Negro schools. However, the white supervisor's position is vacant at the present time, it being intended to fill this position for the school year, 1952-1953.

The Supervisor of Elementary Schools for the Negroes works closely with the teachers and principals in each one of the elementary schools. The purpose of this position is conceived to be that of improvement of instruction and, as a subsequent goal, the coordination of the educational program in the elementary schools. In order to accomplish these purposes this supervisor of elementary schools conducts workshops; conferences; many individual interviews with teachers, principals, and other administrative personnel. Every teacher in the Negro elementary schools is observed at least once in her teaching activities by this supervisor, who then, in conferences with this teacher, discusses the methods of teaching which were observed.

The Supervisor of Elementary Schools for the Negro schools works very closely with the Assistant Superintendent in Charge of Instruction. From this supervisor the assistant superintendent gains much assistance in the in-service program and depends upon

this supervisor to administer policies which have been initiated for the city and which should be executed in the various schools.

The interpretation of teaching materials and the furnishing of many of these materials is conceived to be an important function of the supervisor of elementary education. In this respect there is at the disposal of the elementary teachers of these schools a great quantity of materials which has been gathered by this supervisor. A further activity of the supervisor is research in the field of professional literature and in the field of human relations to the end that further knowledge might be assembled and placed at the disposal of all teachers.

In conclusion, it may be stated that the work of the members of the central staff has been characterized by activities of an individualistic nature. This was largely due to the fact that the administrative personnel of the central office has been very greatly understaffed. This in turn was probably due to the very rapid growth of the city system and the natural reluctance of public organizations to add new personnel at a rate rapid enough to keep pace with this growth. In consequence, it has seemed at times that the work has not been sufficiently coordinated to be of very great effect upon the classroom teaching of the city. In fact, some teachers have stated that the members of the central office staff have impeded rather than helped their instructional efforts because everyone seemed to be working at cross-purposes.



## Chapter IV

### THE APPLICATION OF SOME OF THE PRINCIPLES INVOLVED IN THE DEVELOPMENT OF THE IN- STRUCTIONAL PROGRAM

The purpose of this chapter is to narrate some of the things which have been done to advance the instructional program of the Charlotte city schools. These actions were based upon the principles formulated in Chapter II. This account of things which have been done relative to the instructional program in the Charlotte city schools is not intended to be a comprehensive account of all activities, but rather is intended to show to what extent the principles which were formulated previously have been or are being put into effect.

The post of Assistant Superintendent in Charge of Instruction for the Charlotte city schools was established for the first time during the school year, 1951-1952. The principal duty of this office is to effect the improvement of instruction in the city schools.

Teacher growth obtained by a proper in-service training program was selected as the chief method of improving instruction.

It was felt that Charlotte enjoyed some advantages in the competition for the services of teachers with excellent pre-service training. Also, it was realized that little control could be exercised over the factor of pre-service training. Therefore, the greatest possibilities for a planned process of improvement seemed to lie in a program of in-service training.

In pursuit of this goal, the Assistant Superintendent in Charge of Instruction has a wide latitude for his plans. This latitude makes it possible to move cautiously and to plan fully for a long-range program instead of being rushed into hasty action.

In the first place, since the position has been only recently established and since the Assistant Superintendent is a newcomer to the city and to the school system, no direct action was contemplated in the beginning until an opportunity had been provided for a thorough study of the situation from several standpoints. This study included a complete personal survey of all schools and school facilities in the city, all of the physical characteristics of the city which could be assimilated in a comparatively short period of time, and a working knowledge of the socioeconomic status of Charlotte. This period of study included a consideration of professional literature concerning school administration and the curriculum, and the principles gained therefrom. These principles underwent some reconsideration and modification in light of some special conditions which showed themselves to be pertinent to the operation of this particular school system. No major action was instituted by this office for several weeks after the task was begun.

The first step undertaken was to become acquainted with the situations existing in the schools of the city and to become acquainted with as many of the teachers and other personnel of the schools as possible. This step was thought to be the initial one toward planning for the realization of the educational goal. In order to do this, the Assistant Superintendent visited every classroom in the city system. These visits were not made upon any set schedule, nor were they confined to any particular length of time. Every classroom was visited more than once while classes were in progress, and many were visited as many as ten or twelve times. The number of visits and the duration of stay at each visit was determined by needs as they arose.

In order to establish the proper personal and professional relationship with the officers and teachers of the school system, every opportunity has been utilized for personal conferences, private talks, and formal appearances. These personal contacts with the working members of the school system have been pursued most diligently under the theory that such relationship is absolutely necessary to any firm program of advancement.<sup>1</sup>

It was realized at the outset that conditions would arise which would demand decisions and actions to be taken by this office before a proper amount of time had elapsed for the relationship which had been desired to come into being. It also was

---

1. George Sharp, Curriculum Development as Re-Education of the Teacher, Bureau of Publications, Teachers College, Columbia University, New York, 1951, pp. 111-121.

realized that the postponement of plans for certain activities and schedules which would be in operation at the first of the school year would be difficult. However, it was decided that a delay in bringing about proper actions was preferable to too hasty action of an improper sort.

In line with this policy, the first decision reached was to the effect that what was in existence would be retained until it had been clearly demonstrated that it should be removed or replaced with something better. It was also decided that this change would come as a result of careful thought by many people in all cases where such was at all feasible. In the cases in which delay seemed to be unwise and in which something must be done at once, it was decided to institute action on a temporary basis and to attempt later to bring some sort of well-considered plan into being.

### Workshops

One of the first things which arose for consideration, and which seemed to be too urgent to be delayed further, was the matter of an organized schedule of professional meetings. Some of these meetings had been planned prior to the advent of this office into the system and consequently it seemed advisable to initiate some of these meetings at once. In view of this fact, certain workshops were begun within the first week of the functioning of the office of Assistant Superintendent in the city system. One of these was a workshop for teachers of science, both elementary and secondary. This workshop had been scheduled

several months previously by the Director of the Teaching of Science in the city schools. The dates and other details of this workshop had been settled, and material had been gathered for the workshop. Attending this workshop were fifty teachers from the city system who attended on a voluntary basis during the period, August 24 through August 27. The sessions of this workshop were utilized for a study of the out-of-doors phenomena of the various school grounds of the city and of the various localities accessible to the schools. Visits were made during this workshop period by all participants to local spots which might be suitable for instructional purposes, and the final session was developed as a trip to the mountains of nearby Western North Carolina.

Another workshop which had been planned previously was a workshop on guidance developed by the Supervisory of Elementary Education for the Negro schools. This workshop began on August 27 and extended through August 28. In attendance were 92 of the elementary and secondary teachers of the Negro schools of the city upon a voluntary basis. This workshop was developed through the media of panel discussions on which the Assistant Superintendent in Charge of Instruction served as a member. Other members of the panel were the Visiting Counselor, Health Educator, a physician from the mental hygiene clinic of the city, and personnel of the city health department.

Other workshops, which had been planned previously by certain departments, were held for new teachers in the system and for special teachers of the departments concerned. For instance, the Director of Art conducted a series of workshop sessions during

the first six weeks of the school year, at the rate of one session each week. All new teachers of the system were invited to these workshops. During these sessions the new teachers became familiar with the philosophy of art as taught in the city school system and became practiced in the teaching of certain phases of the art program.

In like manner, the department of music held sessions for the new teachers during the first two months. Attendance by the new teachers at the music workshops was not required.

Another workshop which had been planned previously was one concerning the use of group dynamics. This was planned and conducted by the National Conference of Christians and Jews for the benefit of interested parents, members of service clubs, teachers, and other key personnel of service groups. At this workshop the Assistant Superintendent in Charge of Instruction served as an active participant and as an advisor.

One of the principles formulated from the literature stated that the program must be executed by teachers who are alert and who remain in constant communication with other teachers who have the same problems, or different problems, and different ideas as to dealing with these problems.

A further principle enunciated was that this communication could be attained very efficiently by the use of workshops as one of the devices for the attainment of professional growth. Therefore, additional workshops were scheduled during the school year. In the month of September, the specialist in resource-use education for the North Carolina Department of Public Instruction spent some time in Charlotte serving as an advisor in

planning for a city-wide workshop on economic education. Since it was planned to secure as wide participation by the teachers as possible, no limit was placed upon attendance at the initial planning sessions, nor was any basis of representation set forth. As a consequence, large numbers of teachers of both races in the city schools attended these sessions. This large representation proved to be unwieldy and to be unsatisfactory to some of the teachers who were participating. In view of this, the plans were changed after some progress had been made by planning committees in formulating problems of study in the area of economic education, particularly as applied to the city of Charlotte. The decision was reached to organize into two working groups and to place the responsibility for the workshop upon the social studies organizations in the junior and senior high schools. At the present time both the social studies group in the white schools and the social studies group in the Negro schools are conducting separate studies in this field. No proper evaluation of these workshops is available at the present time. However, both are in progress and bear some promise of producing effective solutions of problems which closely affect school and community life in the city.

Each member of the central office staff is conducting at regular intervals conferences and workshops with the members of the respective departmental staffs in attendance. As an example, the music department is engaged in a consideration as to what should be taught in the public schools in the field of music. The goals which should be striven for, and the methods for attaining these goals, are beginning to emerge from as many different con-



ceptions of the role of music in public education as there are members of the department of music.

A workshop on the use of the out-of-doors in the instructional program was brought to a fitting climax by a week-end camping experience shared by the teacher-participants of the workshop. As a result of this experience, two teachers have volunteered to serve as pioneers in this movement by taking their classes for a week-end camping trip at a spot near to the city later in the spring. It is further planned to study carefully the results of these experimental camping trips with students, and to present an evaluation of these experiences to the city Board of School Commissioners. It is hoped that further participation can be secured through funds furnished by the school board.

Another workshop of some note was begun in January, 1952, as a Conference on the Teaching of Reading. This workshop was conceived and planned as a series of at least three, and possibly more than three, conference sessions of two days each. Each school chose one teacher to attend each session of two days, no teacher attending more than once. In this way several teachers from each school were to have the opportunity of attendance upon these conferences. In addition to the teachers, one representative from the Parent Teacher Association unit of each school was invited to be present at each conference. Ten of these members of Parent Teacher Association units did avail themselves of the opportunity and attended the first session which was held in January. The second session is scheduled for the very near future.



These conferences have taken the form of consideration of the purposes, techniques, materials, and other devices used in the teaching of reading to all students at all grade levels. Also, the philosophy underlying the process of learning to read and ways of adapting the teaching process to the needs of individual students were considered. Preliminary evaluation of the first conference of the series is provided by the informal comments of teachers and parents who attended. All comments were uniformly favorable. In fact, many more than can be accommodated have expressed a desire for an opportunity to participate in these conferences. Many parents have requested a conference of like nature for parents alone. It is believed that this particular workshop, conducted by the city schools with the aid of two reading specialists from the staff of the University of North Carolina, is to prove to be very beneficial to the instructional program.

Further use of the workshop technique in the professional inservice training of the teachers of the Charlotte city system is contemplated. In fact, every effort will be made to substitute this type of meeting for the more formal meetings which have been prevalent among teachers. The meetings which are referred to were the formal type, at which a certain amount of routine business was transacted and for which speakers were engaged to deliver an address. Each faculty has been encouraged to make use of the workshop device in its professional staff meetings.

### Committees

Early in the process of formulating plans for the administration of the curriculum in the Charlotte city schools the decision was made that effective work could be done through properly organized committees. In accordance with one of the principles enumerated in Chapter II, the activity of these committees was to come as the outgrowth of real problems faced by the school system and recognized by the teachers as needs to be met.

It soon became evident that the Charlotte city schools lacked a city-wide, overall program of standardized testing. When this need was brought to the attention of all of the teachers, expressions of a desire for a study in this area were forthcoming from many of the classroom teachers and administrative personnel. As soon as these requests were recognized as evidence of a general awareness of the situation, steps were taken to form a Committee for the Study of Testing.

The Committee for the Study of Testing was organized on the basis of equitable teacher representation, democratically achieved. The office of the Assistant Superintendent determined the number of members of the committee and stated that one teacher for every ten teachers on that faculty was to be selected from each school. Any school which had less than ten teachers would have one teacher representative on the committee. The teachers themselves voted for the persons of their choice to be the representatives for that group. As a result of this method of selection, a group of seventy teachers was chosen initially to compose this committee.

Voluntary service by the teachers selected was stressed as being very important to the success of the study. In addition to these initial selections, various other teachers were chosen later, and replacements were made for certain of the original group.

This committee, during its initial meeting, elected permanent officers, and divided itself into working groups according to school areas. In general, each high school with all of its "feeder" schools formed a working group. This resulted in the formation of six functional groups, all of whom were to work toward the same goal.

The purpose of this committee was conceived to be that of making a thorough and comprehensive study of standardized testing as it applied to the public school program of the city at all levels. This study was for the purpose of finding what should be the purposes of testing in individual schools and throughout the city. After these purposes had been determined, the various kinds and types of tests were to be studied and reviewed in the light of their peculiar fitness for the fulfillment of these purposes. When the tests had been studied, and types of tests had been chosen as desirable at each level, a study was to be made of the uses to which these tests should be put by teachers and other instructional personnel of the city schools. After all of this had been determined by a group process, both for individual schools and for the city system as a whole, recommendations were to be made to the principals in meetings called for the purpose of determining the testing program for the following year.

The work of this committee began during the first school month and is now in progress. The deadline for the submission

of the overall recommendations of this Committee for the Study of Testing is scheduled for the month of April of the current school year. Therefore, any evaluation of the work of this committee must of necessity be somewhat premature and incomplete. However, it has been evident that a considerable amount of interest in the matter of testing has been aroused among the teachers of the city schools; and, furthermore, it is evident that a certain amount of study and research has gone into this committee's work. This study has used, among other methods, experimental testing groups and the administration of certain tests to these groups. Additional evaluation must await the final report of this committee.

In like manner a Committee for the Study of Reporting to Parents was formed and began its work at the same time as did the Committee for the Study of Testing. The manner of selection of members was exactly the same as it was for the committee on testing. This committee also divided itself into working groups, although in a slightly different manner. It was felt by the members of the committee that the secondary schools presented a special situation in the matter of reporting to parents, a situation which would justify the formation of a working group composed entirely of secondary school people. Otherwise, the formation of the groups was essentially the same as for the committee on testing.

The purpose of the Committee on Reporting was to submit the present system of reporting to parents to a very thorough and critical examination in the light of all the information which could be obtained from professional literature on the subject

and in the light of the experience which could be offered by the many other school systems which had conducted similar studies.

The ultimate purpose of this committee was to submit recommendations as to a system of reporting to parents on a city-wide scale, if such should be found suitable, to the meeting of principals for consideration and possible adoption during the next school year. The deadline for this report was set for the month of April also.

This committee, too, has drawn into its study many teachers other than those who are members of the committee itself. It has caused much group discussion and study among the individual school faculties of the city. Thus, it is seen that the committee has proved of some value of an immediate nature. That is, as a result of creating interest and stimulating study on the part of teachers, it has already proved its worth; but as to the achievement of its ultimate purpose, the result is still uncertain.

In the early fall a committee was formed to make a survey of the existing readers (basic and supplementary) in the primary and upper elementary grades of the elementary schools. When this survey was completed, the next step was to be a comprehensive survey, insofar as was possible, of available reading material for all grade levels. At this stage the committee was to submit a list of supplementary readers recommended for use in the elementary grades of the city schools. This study was set up to continue during most of the current school year. The recommendations were to be made early enough so that the complete list of supplementary readers to be drawn from would be available to all

teachers in time to plan their work for the next scholastic year.

This committee is composed of two sections, one section devoting itself to the primary grades and the other to the upper elementary grades. These two groups are to combine the results of their work into one list of recommended readers for all elementary grades.

The members of this committee were not chosen by election but were selected on an arbitrary basis by the Assistant Superintendent in Charge of Instruction. This arbitrary procedure was necessitated by the urgency of the situation, leaving insufficient time for election of personnel. In selecting these members the Assistant Superintendent did request the advice of various persons and in the process did consider the advice given.

This committee at the present time is continuing its work and its report is due sometime before the end of the current school year. Therefore, adequate evaluation is impossible at this time.

A committee for the study of camping as a means of out-of-doors education was in existence prior to the current school year. It resumed its deliberations early in the current school year and is functioning at the present time. This phase of the instructional program is still in a very tentative stage, not having obtained the approval of the Board of School Commissioners, nor having progressed to the point of providing actual camping experiences for students. The most that has been achieved in a concrete way is the completion of a pilot camping experience for interested teachers during the past fall. This week-end experience proved very favorable to the prospects for further ex-

perimentation and further advancement of the idea. The committee plans to conduct a camp for two groups of school children during the spring weather of the current school year. If this experience proves satisfactory, then the endorsement of the Board of School Commissioners will be sought for making this an official part of the instructional program.

One of the major areas of the instructional program in which a deficiency has been noted is in the field of publications of a professional nature. The in-service training program and the personal and professional growth of teachers is felt by the administration to be advanced by publications of the proper nature. Nothing of this type has existed in the city school system on a city-wide basis.

Therefore, a committee composed of elected representatives from every school unit in the city has been formed. This committee is composed of one teacher from each school, selected by the other teachers in that school. The purpose is to begin the publication of a local "Know-How" magazine. This magazine is to be published as part of a national effort sponsored by the Associated Public School Systems. This "Know-How" magazine will endeavor to report briefly and factually instances of good teaching in the city school system. The initial issue of "Know-How" is scheduled to appear in February, 1952.

In addition to this committee, a committee for the publication of a handbook for teachers is being formed. Its purpose is to gather the necessary data, to assemble these data, and to present this material to the printer in time to be completed for distribution in handbook form to all teachers of the city school

system at the beginning of the next school year.

Also, this committee is being considered as a possible nucleus for a general publications body, which will have as its duty the publication of the proper professional materials and handbooks for all of the departments of the school system.

One of the chief aims of the division of instruction is the creation of proper instructional materials, the collection of proper instructional materials, and the distribution of these materials in the most satisfactory manner to the maximum number of teachers in the public schools of the city. In order to do this most effectively, one of the primary objectives of this office is the establishment of a professional library or a materials' bureau for the use of the teachers of the city. Therefore, a committee for planning such a center was formed in the early months of this school year. Plans have proceeded at a regular rate although the library has not yet been realized, due to difficulties in securing adequate space and a well qualified person for director. However, competent authorities in this area have been consulted and trips have been made to places which have noteworthy curriculum centers in operation, in order to gain the experience and knowledge felt to be necessary for the successful establishment of this type of unit. This library director will be employed, if available, at a date which will permit operation of the library to begin for the school year, 1952-1953.

The following qualities are desired in the person who is to be chosen for the position of library director:



1. Professional knowledge.
2. Professional enthusiasm.
3. Personal and professional leadership.
4. Social skills necessary for establishing the library as a "popular" center for teachers.
5. Organizational skills needed in gathering and filing materials and in effecting the proper circulation of these materials.

The beginning of operations awaits the employment of the proper person as director.

Preliminary investigation leading to the formation of a central curriculum council has been initiated. This investigation has proceeded very cautiously in order to establish, insofar as is possible, the need for such a council and the proper procedure for establishing it. This planning has now advanced to the stage where the council is conceived of as being one established to give advice to the Board of School Commissioners when called upon to do so, to work primarily with the Superintendent of Schools and the Assistant Superintendent in Charge of Instruction in matters pertaining to the curriculum. This council is thought of as being composed of teachers, principals, students, parents, and lay representatives.

All meetings and work of this council are to be for the purpose of considering problems of a specific nature. In the absence of such problems, no meetings would be held. These problems are thought to extend throughout the entire area of the curriculum. Such problems as a possible re-education of the

people in the matter of traffic safety might well be considered by this group. This group would function and assume responsibility in planning the curriculum to the extent that it showed what it was capable of doing. Professional responsibility would not be abrogated, but would be reinforced, by these efforts.

The large number of meetings of various committees and workshops which have been held, or are contemplated, have necessitated the formation of a committee on scheduling. This committee has been formed from the ranks of the principals of the schools of the city. It is felt that these principals can speak for their teachers in formulating and putting into effect a master schedule of meetings so that confusion and conflicts can be avoided.

In the process of doing this, this committee has evolved a master schedule which places certain types of committee meetings-- Parent Teacher Association meetings, individual faculty meetings, grade-level and departmental meetings, and other professional meetings -- at specified times during each school month. Each school and each department attempts to regulate its activities according to this schedule.

This schedule was made, too, in order to encourage the participation of the maximum number of teachers in the work of all groups. The meetings were so arranged that the same persons could not be depended upon to serve on as many committees as formerly. Also, each principal has undertaken to inculcate in the teachers of his or her faculty a sense of responsibility toward committee work and a desire to serve on at least one working group.

It is not contemplated that any additional committees will be formed until a definite need for such has arisen and has manifested itself within the school system. At that time steps will be taken toward forming the proper working groups to meet these needs.

### Other Professional Meetings

Each school unit holds regular faculty meetings to consider professional matters. These meetings are scheduled at regular intervals, or are called at irregular intervals, by the principals of the schools involved. Faculty meetings range in type from the brief business meetings, which may take place almost daily, to the study-type professional meetings, which may be held once a week or once a month.

No city-wide faculty meeting has been held up to the present time. The need for having such has been discussed and may eventuate in a city-wide faculty meeting in the spring.

Grade-level meetings have been held once each month throughout the system. These grade-level meetings have been scheduled as a result of numerous requests from the teachers for these meetings. The purpose is to provide an opportunity for the sharing of experiences by teachers of the same grade-level and to provide an opportunity for some constructive work in areas of interest to these teachers. Every effort is being made to prevent these meetings from creating a division of thought between the various levels of instruction in the city, thus disrupting the unity of the instructional program.

High school departmental meetings are held at least once a month. These meetings are conducted by the duly elected officers of the various departments such as: Social Studies, Mathematics, English, Science, and Language Arts. At the present time the social studies groups are engaged in meetings of a workshop nature in the field of economic education. The English teachers have sponsored the administration of standardized tests in language abilities and in reading.

The principals of the thirty-three schools meet with the superintendent and the assistant superintendents when called. So far there is no regular schedule for these meetings, and no meeting is called unless there is something of a specific nature to be considered by the group. These meetings are usually held in the city hall during the school hours. It is at these meetings that recommendations from various committees are to be considered. Thus, the Committee on Reporting and the Committee on Testing, as well as the Committee on Supplementary Readers, will submit their recommendations to this body of principals, which in turn will respond favorably or unfavorably to the recommendations. If the principals are in favor of the recommendations, they will undoubtedly put them into effect. If the principals are not in favor of the recommendations, then it is probable that a committee from the principals' group will be requested to confer with the committee which submitted the recommendations. The Assistant Superintendent in Charge of Instruction will serve as chairman. This free-conference type of committee will be charged with the responsibility of working out an acceptable compromise.

It may be stated here that this principals' group forms a very influential body of opinion in the educational program. Since each principal has practically unlimited authority in his or her school, decisions which are reached by these principals go far toward determining what is to be done. Therefore, any program must be based upon the best of personal relations between staff members, teachers, and principals in order to have any chance of success.

In addition to the meetings described above, the Assistant Superintendent holds regular meetings of the central office staff. These meetings usually take place in the forenoon at least once each month, and more often than this if necessary.

The central office staff, as has been indicated previously, began the current school year with a feeling of disunity of purpose among themselves, and with a feeling that each member was unfamiliar with what the others were trying to do. Consequently, the early part of the year was spent in exploring the functions which a staff of this kind might be expected to perform, and thereby a desire was created among the members for obtaining mutual information. As a result of this, the members of the staff became interested in creating a working group which would have unity and a common purpose, and which would present a united front to the remainder of the school personnel. This desire might be summed up as a wish to become a "we-group."

In pursuing this course, the staff came to grips with a consideration of "What is the philosophy of the educational system?" and "What is the educational philosophy of each member of the group?" Aims and objectives were scrutinized and clarified.

Furthermore, the problem of establishing good working relations between members of the staff and the principals and classroom teachers of the city emerged as a very pressing one. The members of the staff identified this problem as one which had the most vital importance to their work and expressed a great desire to do something about creating more cordial relationships. In so doing, the staff decided that it should work as a group of consultants. In order to do something toward creating this relationship, one school was selected because of its small size and other peculiar circumstances concerning its location, teachers, and other general features of the school, to serve as a pilot school in working out a better understanding between the staff and the teachers. One meeting of a committee of staff members has been held with the teachers of this school. This was effected through the cooperation of the principal. Such progress was made at this meeting that the committee has been invited to return for a second session the next time the faculty meets.

It is the intention of the central office staff to "sell its services" to all of the classroom teachers of the city. It is also the intention of this group to establish the most harmonious working relationships between itself and the principals and other administrative personnel of other schools. As a result of these efforts, expressions of opinion have been heard from the various members of the central office staff indicating that the feeling of belonging to a group is being created.

All of the staff meetings have been conducted through democratic procedures. The Assistant Superintendent schedules the

meetings and is the general presiding officer, or discussion leader, at the meetings of the staff. However, the discussion is participated in freely by all present and shows evidence of an effective working group. The group dynamics principles displayed seem to be very effective. All decisions reached are the result of cooperative thinking by all members of the group and are the result of a general consensus of thought.

### Instructional Bulletins

The Assistant Superintendent in Charge of Instruction issues at irregular intervals mimeographed sheets which are entitled Instructional Bulletins. These bulletins contain such matters of interest to the instructional personnel of the schools as lists of recommended professional readings, announcements as to standardized tests, and the teaching of any of the courses of study, as well as general announcements as to the curriculum. Included also might be announcements concerning various matters of interest to the teachers of the city. These bulletins are issued only as the need arises and are displayed on the teachers' bulletin boards in the various schools.

Until the present time all of these bulletins have been prepared by the Assistant Superintendent in charge of instruction. It is hoped that future bulletins may be prepared by a committee of teachers selected for this purpose. In that case, the Assistant Superintendent still would retain general direction of the preparation and circulation of these bulletins, but would take advantage of the abilities of several people toward the end

of making more effective this medium of professional information and training. The use of this bulletin as an administrative device is now held to an absolute minimum. Administrative announcements are contained in letters which are sent directly to the principals of the schools for action.

### Public Relations

An important phase of a school administrator's duties is that of maintaining an understanding between the community and the school. Many activities and many techniques for accomplishing this have been tried and have been found to be good in many localities. Since it has been assumed that good relations will follow from an understanding on the part of the community as to what the school is trying to do, how it is trying to do this, and from an understanding on the part of the school as to what the community wants and what it needs, the public relations aspect of the instructional program becomes an important one. In fact, this type of activity must of necessity occupy an increasing large proportion of any school administrator's time. Increasingly amounts of attention must be given to building and maintaining cordial relationships with newspapers, radio stations, local organizations, and various other media of public information.

This office has constructed its program of public relations upon the primary thesis that a real knowledge of situations and a real acquaintanceship between persons who hold posts of responsibility will result in good public relations if the educational program is well-conceived and well-executed. In pursuit



of this idea, the Assistant Superintendent has given a great deal of time to making speeches to Parent Teacher Association units, meetings of the local unit of the American Association of University Women, various other local groups, and meetings of teachers and parents upon invitation. These speeches are given in an attempt to sum up in a simple manner what the schools are trying to do, and to tell a little of how the schools are trying to do this. In all of these talks stress is laid upon the idea that lay-participation is welcomed most eagerly by the teachers and other personnel of the schools.

Reporters from the two daily newspapers published in Charlotte are welcomed into all of the administrative offices of the school system. They also are encouraged to visit the schools in quest of stories which will keep the school program before the people of the city. The central office staff makes a constant practice of referring to the reporters any teaching situation which might be of interest to newspaper readers. The daily newspapers send the reporters who are assigned to the city hall to the offices of the city Board of School Commissioners almost daily. Here they gather many news items for publication. In addition to this, the reporters are free to attend all official meetings of the city Board of School Commissioners. Usually a reporter of The Charlotte Observer is present at each meeting, since most of these meetings take place in the late afternoon or in the evening after the afternoon paper has gone to press.

An attempt is made to keep a continuous series of news stories about the public schools in the daily newspapers. This might be accomplished better by a publications committee such as has been

mentioned previously or by the addition of a director of public relations to the school staff.

The radio stations of the city also keep in personal touch with the administrative offices of the school. Although their coverage is not as complete as that of the daily newspapers, many announcements and news items concerning the programs of the schools go out over the air.

The Parent-Teacher Association Council of the city is invited to attend various conferences of teachers. Such was the case with the Conference on the Teaching of Reading, to which one representative of the Parent Teacher Association unit of each school was invited. Furthermore, every opportunity of attending the Parent Teacher Associations' meetings is welcomed by this office. It has been found that these meetings and discussions are productive of ideas for better instructional service. For instance, the discussion at a meeting of the Parent Teacher Association of one of the junior high schools recently evolved into a consideration of the advantages and disadvantages of the junior high school system. An outline was made of the function of a good junior high school and the question was raised in each instance as to whether this particular junior high school was fulfilling that function. At the end of this introduction the entire group divided into "buzz sessions" and discussed what they would like to see done at this school. The results were gratifying in that there was wide participation by the audience, and the responses were evidently the result of careful and judicial thought. With the support of public opinion developed as a result of this discussion, several changes are being made in the

curriculum of this school.

Each high school in this city which maintains a program of varsity athletics - and this includes all six of the senior high schools - is required to have an athletic council composed of the principals, coaches, athletic directors, a member of the Board, one of the superintendents, three lay members, and one student. This council for each school must meet at least once each month and one of the superintendents must be in attendance. This means that there are several meetings of these athletic councils to be attended during the course of each month. The responsibility in this case is one of general advisory nature as a member of the council.

### Teacher Visitation

As part of the effort to stimulate maximum professional growth through teacher activity, the division of instruction encourages, and aids in planning, visits by groups of teachers, and by individual teachers, to other school systems and to other schools and other classrooms within the Charlotte system. Two groups of teachers and principals have visited the Parker District Schools located in Greenville, South Carolina. Teachers have been encouraged to make intervisitation among schools in Charlotte a part of their plans. It is felt that new ideas can be gained from intervisitation and that enthusiasm is kindled in many teachers as a result of these visits. Visiting is one of the techniques for obtaining a large amount of personal contact between teachers which were outlined as desirable in Chapter II.

### Professional Organizations

Membership in professional organizations provides another important means of creating the proper conditions for creative thinking and constructive activity. The professional organizations in the city of Charlotte are the Association for Childhood Education, the National Educational Association (local unit), the North Carolina Education Association, the Charlotte Teachers Association, the Classroom Teachers Association, and various departments of the above. It is thought that membership in, and vigorous support of, professional organizations by administrators is completely necessary to successful administration of the curriculum. The same statement may be said of participation in national curriculum study groups.

### Coordination of School Programs

There must be coordination of the instructional programs of the thirty-three schools in the city, even though the officials of each school have very much freedom of action. This coordination duty falls to the Assistant Superintendent in Charge of Instruction.

Quite possibly it might be desirable for the division of instruction to be free from administrative details, at least in theory. But in practice it seems extremely difficult, if not impossible, to separate supervision of instruction from administration. Therefore, certain phases of administration proper must

be assumed in order to obtain the desired results in the instructional program.

For instance, there is the matter of fees to be charged to all students in the various schools. It became evident that there was a wide variation in the fees charged by the different schools. This situation was causing some concern to parents and teachers, so a complete report was requested from the schools as to the fees actually charged to students. When this list was received, a study was made of it in order to create a composite list which might be agreed upon by all the schools for use as a guide in the matter.

The scheduling of examinations and other special events which affect several schools is another matter that calls for attention from this office. As far as possible this scheduling is left to the principals of the various schools, in keeping with the general policy in this respect.

Coordination is also achieved by interviews with many of the individual teachers who come to the office to talk over problems and who talk informally when they are visited in their classrooms.

### Courses of Study

The description and outline of courses of study for the use of the teachers of the city has been omitted purposely from this chapter, since it has been felt that this activity must await the accomplishment of the organization processes which have been described. This written outline of courses of study will have

its place in the program as a broad statement of purposes and suggested methods. It will serve as a delineator of purposes and an aid to teachers in constructing their courses. It is planned that the Central Curriculum Council will provide the impetus for the production of this material.

### Relationship to the Superintendent of Schools

As was shown in the table of organization, the Assistant Superintendent in Charge of Instruction is directly responsible to the Superintendent of Schools. Regular conferences are held between these two in order that plans might be laid out and reports on progress might be made to the Superintendent of Schools. Although practically unlimited freedom exists for the activities described, every move of major importance has the prior approval, at least tacitly, of the Superintendent of Schools.

In turn, every member of the school organization who has any responsibility to this office has been encouraged to bring his problems through the proper channels of communication. A continuing effort is being made to achieve greater efficiency through better organization. This organization is intended to serve as a flexible and broad base for cooperative action by the entire personnel of the schools.

In conclusion, it is felt that one of the chief functions of the Assistant Superintendent in Charge of Instruction will be the effective coordination of the activities of the members of the central office staff and the welding of this staff into a

working unit which has one common set of objectives and whose activities are integrated in the pursuit of a common goal. Furthermore, the classroom teachers, principals, other administrative personnel, and the specialists of the city system should be molded into a large working unit which is advancing toward those goals which have been set up for the educational program for the city of Charlotte...

## Chapter V

### SUMMARY

Intelligent procedure always requires thoughtful analysis of the situation, careful attention to the details of execution, and a critical evaluation of the results. Evaluation is a process that must depend upon a comparison of goals desired and results achieved.

Evaluation of the teaching process is an extremely difficult task, involving as it does so many factors for which there are no ready criteria for judgment.

The ultimate criterion for testing all curriculum work is improvement in the experiences of pupils. No matter how elaborate a program may be or how enthusiastic the staff, unless in the end the experiences of pupils are changed so that educational outcomes are better than before, the work cannot be considered successful. It is extremely difficult to apply this ultimate criterion, and every school system should have a carefully conceived plan of evaluation in continuous operation to secure as reliable evidence as possible upon which to base judgement.<sup>1</sup>

---

1. H. L. Caswell, Curriculum Improvement in Public School Systems, Bureau of Publications, Teachers College, Columbia University, New York, 1950, pp. 98-99.



Dr. Caswell states further that, however desirable a complete testing of all procedures in the curriculum program might be, such is out of the realm of possibility. He suggests that an adequate evaluation program may be put into operation by setting up certain subordinate criteria. These criteria may be stated in the form of questions concerning the scope, purpose, and administration of the educational program; lay participation in planning; procedures for developing the curriculum; committee functioning; curriculum materials; guidance; and pupil participation. Also, the evaluation process must be a continuous one, and it must be consistent with the principles which have been accepted as guides for curriculum development.<sup>2</sup>

Proper evaluation of educational outcomes through measurement of ultimate pupil growth is a process which requires years to accomplish.

The opportunity of accomplishing this not being present, and for lack of substantial data from previous periods, an account of some of the things which have been done to improve pupil experiences is presented in the form of a report of progress and a summary of developments to date.

One of the principles which was selected as being of primary importance in any curriculum program was that learning experiences are provided mainly by the classroom teachers. It was further stated that, this being true, the classroom teacher is the key to improvement in the instructional program.

---

2. Ibid., pp. 99-100.

In-service training was selected as providing the greatest possibilities in the public school situation. This in-service training was described as the most probable method of obtaining the professional growth of all teachers.

The methods of providing in-service training for the teachers of the Charlotte city schools were designed to provide democratic, widespread participation by teachers in professional study and planning.

This participation was sought through the use of continuous committee work, workshops, faculty meetings, professional staff meetings, provision of professional literature, and general face-to-face association of the maximum number of teachers.

The present evaluation of the success of this program must rest upon a brief summary of what has been accomplished in these matters.

The Committee on Reporting to Parents was organized as an elected body of teachers representing every school in the city. This committee conducted an intensive study of the problem as represented by the following questions:

1. What is the purpose of reporting to parents?
2. What is its function?
3. What is the present situation concerning reporting to parents in the Charlotte city schools?
4. What type of report is needed?
5. What are the present deficiencies?
6. What should be recommended?

The preliminary recommendations (the study is still in progress) are:

1. The study should be extended through at least another school year. Some of the committee members are enrolling in university summer session courses to obtain further information.
2. A uniform grading system for all grade levels would be desirable, with minor deviations.
3. Greater lay participation in the studies would be desirable. Several of the working groups of this committee have called in parents for advice.
4. Provision of some "released time" from classroom teaching duties so that teachers might have more time for holding individual conferences with parents.

The committee members without exception stated that the study had been very stimulating to them.

The Committee for the Study of Testing was organized to make a study of the testing program as it now is in the Charlotte city schools, to survey as many different standardized tests as possible, and to make recommendations for future standardized testing in the schools.

After several months of study, this committee has arrived at some conclusions of a general nature. They are:

1. An overall program of testing will be suggested which will provide for certain tests to be given to all pupils at stated intervals and at certain grade levels.
2. Considerable freedom of selection of tests should be provided so that teachers may use tests for special purposes as they are needed. These tests might include diagnostic and achievement tests.

3. Standardized tests should be used by all teachers as tools which, combined with others, help accomplish the educational task.

The final recommendations are expected to include:

1. The designation of certain specific tests for use in specific situations.
2. The extension of the study into the following school year.

The Committee on Schedules was formed for the purpose of formulating an overall schedule for meetings, workshops, and conferences, a schedule which would produce the dual result of providing a time and place for every meeting and of effecting wider participation by teachers in these events. Parent Teacher Association meetings, faculty meetings, and all other groups were assigned definite days for holding meetings. This eliminated much confusion as to dates and places, much complaint about insufficient notification, and helped to create a feeling of purpose behind all meetings.

This committee is composed of a group of principals who have recommended that:

1. All city-wide workshops and conferences be scheduled a year ahead whenever possible.
2. That every teacher should serve upon at least one committee.

The committee plans to send to every teacher a questionnaire as part of an attempt to discover how effective the schedule has been and to aid in planning for the next school year.

Another city-wide committee, on which each school was represented by at least one elected teacher, was the Associated Public School Systems Committee, commonly known as the APSS Committee. This Committee proceeded to plan for the reporting and publication in magazine form of short news items about worthwhile teaching procedures. Enough material has been gathered to produce an initial issue four times as large as can be published. Distribution is to be made to all teachers, school board members, Parent Teacher Association officers, and in professional offices of dentists, doctors, and other places where the general public may read them.

The interest which has been created among the teachers of all the city schools is evidenced by the volume of contributions. The public relations value of its general distribution should be fruitful.

The Committee on Supplementary Readers was organized for the purpose of compiling an extensive list of readers which could be used as a guide by all elementary grades in selecting supplementary readers. This committee examined all of the new readers which they could obtain, studied publishers' lists, and did extensive research to find out what criteria should be used in designating books "good," "fair," or "bad" so far as their purposes were concerned.

Their recommendations are to include:

1. Suggested criteria for use in selection of supplementary readers.
2. A list of twelve different series of books which may be used in grades one through six.
3. That reading groups in each class be kept small, and that the number in each group be limited to no more than twelve students.
4. Each set of supplementary readers should contain the same number of books as the largest reading group contains members.
5. Each grade should have one set of readers on hand at the beginning of the year which are on the reading level at which the students were at the close of the previous year.

This committee has proved of value in providing guides for the teachers who desire aid. It has succeeded also in advancing the concept of individualized instruction in the classroom through the use of varied materials.

The committee which is preparing a handbook for teachers plans to include information concerning the organization of the schools; retirement, salary, and other matters of immediate interest to all teachers; and general orientation information.

It is expected that every teacher will be given a copy of the handbook at the time of entrance upon the duties of the new school year. The effect upon instruction should be considerable in that a much greater percentage of the teachers' time should be available for initial conferences with pupils and parents and for general job orientation.

The work of the Professional Library Committee has met with less apparent success than has that of the other committees. The establishment of the library has not been effected, but a site has been selected and plans for the physical arrangements have been adopted.

The formation of the Central Curriculum Council has progressed to the extent that the teacher-members and pupil-representatives have been elected by the schools concerned.

An initial organization meeting is imminent.

The two conferences on the Teaching of Reading have been attended by at least two teachers from each school in the city. Also, every Parent Teacher unit was represented by one mother at each conference.

Workshops have been conducted by several departments. Workshops in music, art, library science, special education, industrial arts, and the teaching of science, mathematics, and English have been held.

Faculty meetings, grade-level meetings, and departmental meetings have become a regular part of the in-service program for professional training of teachers.

No basis of comparison between the number and quality of professional meetings and activities taking place during the current school year and those of previous years is available. In the absence of such basis, some process of evaluation has been attempted through the accumulation of data concerning the extent of teacher participation in certain phases of the in-service program and other professional activities.

A questionnaire was sent to all principals, who obtained the required information from the teachers and from their records. The results show that all teachers have not yet been drawn into the professional growth program. However, a significant number of teachers are taking an active part.

The information received from the questionnaire returns indicate that definite steps must be taken to encourage additional participation by teachers in professional activities. It is anticipated that the professional library will be of much value in this respect. The formation of additional committees and workshops for study in areas which will interest those teachers who have not been interested previously is indicated.

It should be noted that the questionnaire distribution included classroom teachers only.

One of the basic principles which has evolved from this study of curriculum administration is that no policy should be considered to be final. No procedure should be planned without ample provision for any changes which may be dictated by circumstances as they arise. The program must be flexible.

A working line-of-action may be developed through cooperative planning. This line-of-action may prove to be adequate if sufficient flexibility is provided within a general framework. If the framework is too restricted, or too rigid, the process of democratic action by many people may cause the machinery to break down.

The most immediate value of this study has been demonstrated thoroughly. The aid which the study has been to me in the administration of my responsibilities has been tremendous.



Table IX<sup>3</sup>TEACHER PARTICIPATION IN PROFESSIONAL  
ACTIVITIESA. Membership on City-Wide  
Committees

Number of committees	Number of teachers
one	211
two	154
three	88
more than three	81
Total	534

## B. Attendance at Professional Workshops

Number of workshops attended	Number of teachers
one	145
two	97
three	71
four	54
more than four	83
Total	450

(continued)

3. Data obtained from a questionnaire which was sent to every school in the city.

Table IX (continued)

## C. Professional Reading

Number of books read	Number of teachers reading
one	93
two	151
three	136
more than three	211
Total	591
Number of magazines read (by titles)	Number of teachers reading
one	14
two	79
three	152
four	143
more than four	269
Total	657

With the advice of the Superintendent of the Charlotte city schools and the supervision furnished to me by Duke University, I embarked upon a definite procedure. This procedure consisted of surveying literature in search of guiding principles and of surveying the situation in which these principles were to be applied.

Armed with the knowledge provided by this survey, I have also evolved a definition of functions of the office which I occupy. This role has been accepted by the larger group of which it is a part. It has developed into a cooperative arrangement

by which the diverse abilities and interests of many people are called into play in the interest of the advancement of the total educational program.

I have proved to my satisfaction that a plan for the organization and administration of an instructional program may be successfully formulated and executed.

However, the ultimate test of success must always rest with the ultimate outcomes as expressed in the final evidences of pupil growth and development.

## APPENDICES

APPENDIX A

SOCIO-ECONOMIC FACTORS INFLUENCING  
CURRICULUM DEVELOPMENT

The city of Charlotte calls itself "The Queen City." Believing in its destiny as the premier city of the two Carolinas, the city of Charlotte strides forward in its growth and its plans for future growth.

It is located in the midst of the rolling hills of the Piedmont section of the Carolinas. Almost astride the state line separating North Carolina and South Carolina, Charlotte occupies a position of strategic importance in the development of these two states. Surrounding Charlotte for a distance of fifty to one hundred miles in every direction are heavily congested areas of population supported by textile mills. Various other industries have sprung up so that today Charlotte is the hub of an area of land and population which is rapidly increasing.

In addition to these industrial areas, Mecklenburg County, in which Charlotte is situated, and the adjacent counties of both states carry on extensive farming operations. The tobacco belt passes around and close by the city of Charlotte. It is close to the heart of the cotton producing country.

The United States Census of 1950 gave to Charlotte the population count of 134,042 people. This, of course, included only the people of the areas which had been taken into the jurisdiction

of the city by legal action. One may truthfully say that the boundaries of the metropolitan area are not measured by the legal city limits, but extend in nearly every direction for several miles without a break in the denseness of population. Judging from the rate of increase in the enrollment in the city schools of Charlotte, and from the various estimates which have been produced since the 1950 census was taken, the population of Charlotte at the end of 1951 was conservatively estimated to be approximately 150,000 people. Engelhardt, Engelhardt, and Leggett have this to say about the prospects of continued growth of the city:

Growth of the kind that Charlotte has experienced in the last ten years is a dynamic thing. It is extremely unlikely that the momentum that has been apparent for many years will lag. In looking upon the school building needs and upon general city needs, the leaders in this community must try to envisage every major change in terms of the way it would fit into the requirements of a city of 300,000. No lesser approach will suffice. This potential will become a reality over the decades ahead as the city continues to expand its area and plans its development in an orderly far-seeing manner.<sup>1</sup>

Some indication of the nature of growth of the population of the city can be gained from the gross increase in average membership in the Charlotte city schools. For the period 1945-1949, this gross increase in the schools in the city has amounted to 3630 students, an increase of 22 per cent.<sup>2</sup> The Engelhardt sur-

---

1. Engelhardt, Engelhardt, and Leggett, op. cit., p. 5.

2. Monthly Attendance Report (second month), Charlotte city schools, 1951-1952.

vey estimated that of this increase about eleven hundred students might be said to have been added by the annexation of county territory in the school year 1949.<sup>3</sup> If this is true, the net increase, through an increase in live births and through increase in population accruing to the city from other places is about 2,500 pupils or an increase of about 16 per cent. Some idea of the accuracy of the forecast of the growth in population contained in the school building survey may be obtained from a comparison of the figures in these estimates with actual membership figures as of the current school year.

Table X<sup>4</sup>

## PUPIL MEMBERSHIP, 1951-1952

	High estimate	Actual (second month)
White	14,872	15,142
Negro	6,169	6,742
Total	21,041	21,884

This same source has predicted the population of Charlotte will go to 250,000 people by 1960-65. This present probable 150,000 population residing in the city of Charlotte is composed of more

3. Engelhardt, Engelhardt, and Leggett, op. cit., pp. 19-21.

4. Ibid., pp. 29-40.

than two-thirds white population and less than one-third Negro population. This estimate is based upon the figures contained in the current school membership report. The total number of white pupils is 15,502 and the total of the Negro pupils is 6,861. This means that somewhat more than two-thirds of the total number of school children are white pupils. If a slightly higher birthrate is allowed for in the case of the Negro population, a reasonable estimate would be that Charlotte's population is made up about as follows: white 115,000, Negro 35,000.

Charlotte was settled by Scotch-Irish Presbyterians. Of course this strain has been joined by many others since then, but to a large extent Charlotte reflects the population characteristics of the surrounding Piedmont country. This Piedmont section was settled largely by Scotch-Irish, English, with a sprinkling of people of German descent. In later years a significant number of people from various far-lying sections of the United States have moved into Charlotte as it has grown into a city.

There are no significant shifts in the make-up of the general population of the city that would justify any considerable comment. However, as has been shown, it may be noted that, for a southern city, the population contains a large percentage of white people and a fairly small percentage of Negro population. Perhaps this fact has some relation to the high family income found in the city.

Charlotte has always drawn heavily upon the surrounding rural areas for additions to its population. Many people have moved in from rural areas in order to take positions in industrial



plants contained in the city. With the growth of the city the population shifts have occurred according to the usual pattern of city change. That is, the newcomers of low economic status move in to reside in areas close by the heart of the city. Those areas have become low-grade residential areas due to the expansion of the city and to the fact that they are zones of transition from residential to industrial areas. Population increases have come from both high birth rates and from additions to the city's population from adjacent territories.

### Industries of the City

Charlotte claims to be the transportation center of the Carolinas, a claim which is substantiated by the statistics on the number of trucklines, rail lines, air lines, and bus companies which operate regular schedules through and from Charlotte. Also, the large number of storage warehouses and distribution facilities located in Charlotte leads one to suppose that the city in fact has become an important distribution center for the southeast region. The Chamber of Commerce publishes the following figures:

It [Charlotte] is located on United States highways 21, 29, and 74 and on North Carolina highways 16, 27, and 49. Nearly 5,000 miles of hard surfaced roads are within 150 miles of Charlotte.<sup>5</sup>

---

5. Chamber of Commerce Bulletin, Charlotte, N. C.

From the same source one learns that Charlotte has 90 different truck lines. These truck lines range from huge concerns transporting freight over the entire United States to small local lines. Four railroads - the Southern Railway, Piedmont and Northern Railway, Seaboard Airline Railway, and the Norfolk and Southern Railway - handle an average of 290 car loads of freight daily in addition to 54 passenger trains.

Four airlines - Eastern Airlines with 55 flights daily, Capitol Airlines with 6 flights daily, Piedmont Airlines with 5 flights daily, and Southern Airlines with 4 flights daily - operate with stops at Charlotte.

The Atlantic Greyhound Lines, Inc., The Carolina Coach Co., The Carolina Scenic Stages, The Carolina Transit Lines, and The Queen City Coach Co. operate bus companies with terminals in the city. These bus companies have a total of more than 439 regular departures daily. City transportation is cared for by street busses of the Duke Power Co. and various taxi companies.

As has been mentioned before, Charlotte is utilized as a major distribution point by practically every business concern which operates on a national or widespread scale. The warehouses scattered over the city, combined with the large commercial trucking firms, scheduled train service, and other methods of transporting freight and goods, support this view.

In addition to being a transportation city, Charlotte is rapidly becoming known as a manufacturing center. Various chemical plants, furniture plants, candy and cookie manufacturing concerns, and many other types of manufacture are located in Charlotte. Some idea of the extent of the wholesale industry may

be gained from the following figures obtained from the Chamber of Commerce reports:<sup>6</sup> in the year 1935 the amount of wholesale sales was \$124,770,000.00. By 1943 this amount had jumped to \$387,850,000.00. In 1948 this amount totaled \$962,651,000.00.

From 1930 to 1948 retail sales jumped from \$48,135,000.00 to \$168,818,000.00.

Bank clearings rose from \$599,069,907.54 in 1926 to \$4,993,643,497.02 in 1950. This gain is about 800 per cent from the year 1926 to the year 1950. Postal receipts went from \$431,490.00 in 1920 to \$3,018,958.35 in 1950.

Of course, wholesale manufacturing and distribution do not completely determine the economy of a city of the character of Charlotte. The Charlotte Observer,<sup>7</sup> in the issue of June 28, 1951, stated on page one that in 1950 Charlotte did \$977,572,000 worth of business in wholesale distributions. In the same year, according to The Charlotte Observer, \$62,326,000 in home furnishing sales were made in the twenty-six counties wholly or partially within Charlotte's retail trading zone. In this same area for the same period of 1950 over \$225,000,000 in automotive sales were made. General merchandise sales for this area amounted to \$121,956,000.

Again, The Charlotte Observer<sup>8</sup> stated on June 29, 1951, that within this same area of twenty-six counties lying wholly or

---

6. Ibid.

7. The Charlotte Observer, June 28, 1951.

8. Ibid., June 29, 1951.

partially within the Charlotte retail trading zone there were 348,097 families. Within the city of Charlotte in 1950 according to the issue of July 6, 1951, the buying income per capita was \$1,531.00 compared to a North Carolina per capita income of \$854.00. At the same time in Mecklenburg County the farm income was \$5,334,000. This was stated in The Charlotte Observer, issue December 13, 1951.<sup>9</sup> The majority of these figures quoted above were taken by The Charlotte Observer from various issues of Business Week Magazine.

It is stated by this source that a city which has grown as fast as Charlotte has usually will find the cause in industrial expansion. However, it states that this is not true in the case of Charlotte.

If manufacturing is not the force behind Charlotte's rapid growth then what is? The answer is distribution.<sup>10</sup>

Naturally, the character of industry and business has its effect on the make-up of population and the location of population groups. In the case of Charlotte, population centers of industrial workers are closely grouped around the plants which these workers serve. Industrial plants and distribution warehouses are scattered around the perimeter of the city, with the eastern and southeastern sector of the perimeter being almost entirely free of the industrial locations. Therefore, one will find pockets of population around the city composed of these industrial workers. This means that the schools must be located for the best service possible to the children concerned. Since

---

10. Ibid., August 13, 1951.

the birth rate is high in such areas, educational requirements must be met through adequate school-housing for a large number of children. As these industrial locations change with the city's growth, this means that population centers change, and with the change of population centers must come change in location of the schools.

Charlotte has been described as "the city of churches."<sup>11</sup> As a matter of fact, within the city of Charlotte there are 158 church buildings representing 26 denominations. Fifty-eight of these churches, representing eleven denominations, are for the colored people. Within the county of Mecklenburg (and outside the city) there are 96 church buildings representing 11 denominations for both white and colored. The great majority of these churches are of the Protestant faith. As might be expected, Baptist, Presbyterians, and Methodists predominate, with a goodly sprinkling of Episcopalians, Lutherans, and various other of the smaller denominations.

Within Charlotte, there are at the present time a number of persons who belong to the Roman Catholic faith. These maintain a private parochial school for children of the Catholic faith.

There are 98 members of the Diplomates of America board of specialists and certified specialists practicing in the city. This includes all branches of medicine and surgery. In addition there are 400 white registered nurses, 35 Negro registered nurses, 355 white student nurses, and 62 Negro student nurses.

---

11. Chamber of Commerce Bulletin, Charlotte, N. C.

The hospitals in the city of Charlotte and the number of beds in each are as follows:

Memorial Hospital	409 beds
Mercy Hospital	246 beds
	115 bassinets
Presbyterian Hospital	250 beds
Good Samaritan Hospital	90 beds
Special hospitals	332 beds

Besides these there are five nursing homes with 67 beds.

The number of white doctors in Charlotte is 210, and of Negro 13. Outside of Charlotte in Mecklenburg County there are 6 white doctors. The dentists in Charlotte number 74.

The city of Charlotte has a city health department which is under the direction of a chief health officer. In a report entitled "Charlotte Health Conditions" this officer states that the best way to ascertain a community's health status is through the use of the Evaluation Schedule of the American Public Health Association. The health officer declares that this report shows that the results are good.<sup>12</sup> In the rating for community health personnel, facilities, and services, the record in each one of the items is "good" as opposed to "fair" or "poor." In regard to community health-education and staff training, three items are rated "good" with none being "fair" or "poor." Of the 113 items on this schedule, Charlotte was rated "good" on 77, "fair" on 17 and "poor" on 19 in the year 1948. This record would place the community in the top five in all the land according to this article.

---

12. Ibid.

Housing conditions in Charlotte are reflected in the following article in The Charlotte Observer for December 29, 1951:

The publication giving block statistics for Charlotte in 1950, prepared by the Bureau of Census of the U. S. Dept. of Commerce, was received yesterday and shows that at that time 8,621 of the city's 37,874 dwelling units were either without private bath or in delapidated condition.<sup>13</sup>

The city of Charlotte has library facilities in various places. Each one of the thirty-three public schools in the city has a library. In addition, Queens College, Charlotte College, and Johnson C. Smith University each has a library.

The Charlotte public library has a total of 125,000 volumes. In addition to its central library facilities, the public library operates bookmobiles which travel throughout Mecklenburg County.

No chapter on the socio-economic status of a community would be complete without a description of its publicity agencies.

Charlotte has two daily newspapers, one of which, the morning newspaper, The Charlotte Observer, has a paid circulation in excess of 138,000 and of 145,000 on Sunday.<sup>14</sup> This newspaper lays claim to being the largest newspaper in the two Carolinas.

The afternoon newspaper, The Charlotte News, is published daily except Sundays and has a circulation in excess of 70,000.

Also, a weekly newspaper, The Mecklenburg Times, is published in the city. Also published in Charlotte are various other papers

---

13. The Charlotte Observer, December 29, 1951.

14. Ibid., December 17, 1951.

and trade journals and trade papers. Charlotte has six radio stations operating on AM, FM, or TV.

All of the above information has been drawn from material furnished by the Charlotte Chamber of Commerce or from figures quoted from The Charlotte Observer. In the case of the material taken from The Charlotte Observer, that newspaper credits its sources of information as the U. S. Census, Better Business Magazine, and Business Week Magazine.

As a final word on Charlotte and those factors which effect closely the character of its population and the needs of this population, this chapter would not be complete without the statement that the rapid growth of the city is already severely overtaxing the existing school facilities. Although the city is building schools (within the limits of the present bond issue) as fast as material can be obtained, the number of pupils enrolled in the schools is about 5,000 in excess of seating space for that number of pupils. If the predictions by various people as to the future growth of the city are at all accurate, then a still more severe burden will be placed upon the city schools.

The city can expand in all directions during the process of its growth. There is no city of any great size within a radius of one hundred miles of Charlotte. At the present time Charlotte, and its environs, stands as the metropolitan area between Richmond, Virginia, and Atlanta, Georgia. This very probably means that the facilities of the schools must be rapidly and critically expanded in the years that lie ahead.



# APPENDIX B

## ENROLLMENT, MEMBERSHIP AND AVERAGE DAILY ATTENDANCE IN THE CHARLOTTE CITY SCHOOLS FOR OCTOBER 1951

Table XI

SECRETARY'S MONTHLY ATTENDANCE REPORT - OCTOBER 31, 1951

School	Total enrollment	Membership	Average daily attendance	Per cent ADA is of membership
<u>White</u>				
Alexander Graham Jr. High	672	663	629	95
Bethune	481	446	418	95
Central High	1,265	1,246	1,210	97
Chantilly	546	542	524	98
Char. Tech High	818	786	745	95
Dilworth	897	883	851	97
Eastover	655	652	629	96
Elizabeth	661	641	619	96
First Ward	667	643	616	96
Glenwood	513	503	491	97
H.P. Harding High	1,259	1,224	1,161	95
Midwood	770	762	739	97
Myers Park Grammar	651	645	631	98
Myers Park High	1,018	1,011	979	97
N. Charlotte Primary	114	112	107	96
Park Road	439	433	420	97
Parks Hutchison	187	183	179	98
Piedmont Jr. High	978	958	913	96
Plaza Road	645	621	602	97
Seversville	359	351	334	97
Villa Heights	800	772	741	97
Wesley Heights	227	214	212	97
Wilmore	657	636	605	97
Zeb Vance	223	215	209	98
Total white pupils	15,502	15,142	14,564	96
Less Code "C" pupils*	117			
Actual white pupils	15,385			

(continued)

Table XI (continued)

School	Total enroll- ment	Member- ship	Average daily attendance	Per cent
<u>Colored</u>				
Alexander Street	520	513	487	95
Biddleville	605	562	544	97
Billingsville	170	161	156	96
Fairview	1,053	1,046	1,002	96
Isabella Wyche	817	812	767	94
Morgan	371	368	356	96
Myers Street	998	993	968	98
Second Ward High	1,319	1,299	1,214	94
West Charlotte High	<u>1,008</u>	<u>998</u>	<u>974</u>	<u>97</u>
Total colored pupils	6,861	6,752	6,468	96
Less Code "C" pupils	44			
Actual colored pupils	<u>6,817</u>			
Total white and colored pupils	22,363	21,894	21,032	96
Less Code "C" pupils	<u>161</u>			
Actual white and colored pupils	22,202			

\* Code "C" pupils are those who transfer from one school to another within the city, resulting in duplicate enrollments.

Table XII

COMPARISON OF ATTENDANCE REPORT FOR  
SECOND MONTH, 1951-1952, WITH  
SAME PERIOD, 1950-1951

		Amount of increase 1951-1952 over 1950-1951	Change in per cent average daily at- tendance is of membership	
	Enroll- ment	Member- ship	Average daily attendance	
White	+717	+787	+777	no change
Negro	<u>+218</u>	<u>+240</u>	<u>+225</u>	no change
Total	+935	+1,027	+1,002	no change

APPENDIX C

SAMPLE PRINCIPAL'S REPORT FORM ON TEACHER PARTICIPATION IN THE PROGRAM OF IN-SERVICE TRAINING

CHARLOTTE CITY SCHOOLS

February 6, 1952

To All Principals:

Our program for the improvement of instruction is based to a very large extent on increased participation by all teachers in group work of all kinds and on liberal reading in the field of professional literature.

We wish to evaluate to some extent how much teacher participation we have in committees, workshops, faculty work groups, etc. In order to do this will each one of you ascertain the following from your teachers?

1. How many teachers have been, or are, members of:

One Committee   Two Committees   Three   More than Three

2. How many teachers have attended workshops (this school year)?

One   Two   Three   Four   More than Four

3. How many of your OWN faculty meetings for professional purposes have been held? \_\_\_\_\_

4. How many professional books have the teachers read this year?

One      Two      Three      More than Three

(No. Teachers)

---

Please return this information to me on, or before,  
Friday February 15th. It is important.

Thank you!

James R. Lyles, Jr.,  
Assistant Superintendent in Charge  
of Instruction

JRLJr:mm

# APPENDIX D

## A. Schedule of Courses Offered by Grades Alexander Graham Junior High School, 1951-1952

Seventh grade		Eighth grade		Ninth grade	
Required	Elective	Required	Elective	Required	Elective
<u>Core curriculum</u>		<u>Core curriculum</u>		<u>Core curriculum</u>	
Language Arts	Band	English	Art	English	Band or orchestra
Social Studies	Orchestra	Social Studies	Band	Algebra or General Mathematics	Chorus
Science and Health		Mathematics	Orchestra	Social studies	Dramatics and Speech
Mathematics		Science and Health	Glee Club	General Science	Home Economics
Spelling		Home Economics (girls)	Personal typing		General Shop
		Industrial Arts (boys)			Graphic Arts
		Physical Education			Journalism
		First Aid and Physical Education			Latin I
					Physical Education and Health
					Typing
<u>Special Subjects</u>					
Physical Education					
Music and Art					
Home Economics (girls)					
Industrial Art (boys)					

(continued)

# Appendix D (continued)

## B. Schedule of Courses Offered by Periods of the School Day\* West Charlotte High School, 1951-1952

I	II	III	IV	V	VI
English	Speech	Speech	Study	Drama	Drama
Democracy	Democracy	Civics	History	Study	History
History	English	English	Mathematics	English	Art
Chemistry	Chemistry	History	Typing	Art	French
Geometry	Mathematics	French	Civics	French	Science
Typing	Typing	Typing	Foods	Chemistry	Mathematics
Biology	Civics	Biology	Shop	Mathematics	Journalism
Health	Biology	Home Making	English	Bookkeeping	Biology
Clothing	Health	Civics	Music	Physical	Physical
				Education	Education
Mathematics	Clothing	Mathematics	Bible	Clothing	Clothing
Foods	History	General	Distribu-	Science	Shop
		Science	tive Education		
Shop	Gen. Science	Foods	Driver	Foods	Music
			Training		
Gen. Science	Foods	Shop		Shop	Driver Training
Band	Shop	Music		Music	Band
	Chorus			Distribu-	Distributive Edu-
	Band			tive Education	cation
	Distributive			Band	
	Education			Driver Training	
				Bible	

\* Note: There may be several classes or sections of each subject as listed in each period.

## BIBLIOGRAPHY



## SELECTED BIBLIOGRAPHY

"Action for Curriculum Improvement," 1951 Yearbook, Association for Supervision and Curriculum Development. National Education Association of the United States, Washington, 1951, viii + 246 pp.

Alberty, Harold. Reorganizing the High School Curriculum. The Macmillan Company, New York, 1950 X + 458 pp.

Barr, A. S., W. H. Burton and L. J. Brueckner. Supervision, Democratic Leadership in the Improvement of Learning (Second Edition). Appleton-Century-Crofts, Inc., New York, 1947, viii + 879 pp.

Beach, Norton, D. Ross, M. Bushnell and E. Scott. "Education is for and by People," 1951, APSS Yearbook, Associated Public School Systems, New York, 1951 (pages not numbered).

Better than Rating, New Approaches to Appraisal of Teaching Services. Association for Supervision and Curriculum Development, National Education Association, Washington, 1950, 83 pp. (pamphlet).

Brameld, Theodore. Patterns of Educational Philosophy, A Democratic Interpretation. World Book Company, Yonkers-On-Hudson, 1950, xxiv + 824 pp.

Brown, Muriel. Partners in Education, A Guide to Better Home-School Relationship. Bulletin No. 85. Association for Childhood Education International, Washington, 1950, pp. 36.

Caswell, Hellis L. Curriculum Improvement in Public School Systems, Bureau of Publications, Teachers College, Columbia University, 1951, 462 pp.

----- Significant Curriculum Issues, Educational Leadership, vol. IX, no. 4, January 1952, pp. 207-214.

----- and others. The American High School. Harper Bros., New York, 1946, 264 pp. Chapter X - Teachers for Tomorrow's Schools - Caswell.

----- and D. S. Campbell. Readings in Curriculum Development. American Book Company, New York, 1937, 753 pp.

- Charters, W. W. "The Era of the Educational Engineer," Educational Research Bulletin, December 12, 1951. College of Education, The Ohio State University, vol. XXX, no. 9, 225-250 pp.
- Cocking, Walter D. Administrative Procedures in Curriculum Making for Public Schools. Bureau of Publications, Teachers College, Columbia University, New York, 1928, vi + 120 pp.
- Cole, L. E. and W. F. Bruce. Educational Psychology. World Book Company, Yonkers-On-Hudson, 1950, xv + 768 pp.
- Cunningham, Ruth. "Planning for Planning," The National Education Association Journal, vol. 40, no. 9, December, 1951, pp. 617-618.
- "Democratic Practices in Secondary School Administration," The Bulletin of the National Association of Secondary School Principals, vol. 35, October, 1951, number 180, 222 pp.
- Dewey, John. Democracy and Education. The Macmillan Company, New York, 1916, 424 pp.
- Educational Leaders - Their Function and Preparation. A report of the Second Work Conference of the National Conference of Professors of Educational Administration, Madison, Wisconsin, 1948, pp. 64.
- Education of Elementary School Personnel, A publication of the Southern Association's Cooperative Study in Elementary Education, Commission on Curricular Problems and Research, Southern Association of Colleges and Secondary Schools, Atlanta, 1951, 80 pp.
- Elementary School Journal, January, 1951, vol. LI, no. 5, University of Chicago Press, 300 pp. (Editorial News & Comment, pp. 241-253.)
- Faunce, R. C. and N. L. Bossing. Developing the Core Curriculum. Prentice-Hall, Inc., New York, 1951, vii + 311 pp.
- Featherstone, W. B. A Functional Curriculum for Youth. American Book Company, New York, 1950, xii + 276 pp.
- Garrison, Noble Lee. "Changing Concepts in Methods of Teaching," The Elementary School Journal. The University of Chicago Press, Chicago, Ill., December, 1951, no. 4, pp. 197-206.
- "Group Planning in Education," 1945 Yearbook, Department of Supervision and Curriculum Development. National Education Association, Washington, 1945, 183 pp.

- "Guiding Principles in Curriculum Development" (pamphlet), Curriculum Bulletin Number 2 (Reprint). Board of Education of the City of New York, January, 1951, 32 pp.
- Gwynn, J. M. Curriculum Principles and Social Trends (Revised Edition). The Macmillan Company, New York, 1950, 768 pp.
- Hall, James A. "Organization for Curriculum Improvement," Educational Leadership, vol. IX, no. 4, January, 1952, pp. 234-242.
- Harap, Henry. The Technique of Curriculum Making. The Macmillan Company, New York, 1928, 315 pp.
- Hull, J. H. Lay Advisory Committees to Boards of Education in the United States. Monograph Number I. California Association of School Administrators, August, 1949, 23 pp.
- Irion, Frederick G. Public Opinion and Propaganda. Thomas Y. Crowell Company, New York, 1950, xvi + 782 pp.
- Ivey, J. E. Jr., W. W. Breland and N. J. Demerath. Community Resources. The John C. Winston Company, Philadelphia, 1951, v + 314 pp.
- Koos, L. V., J. M. Hughes, P. W. Hutson and W. C. Reavis. Administering the Secondary School. American Book Company, New York, 1940, xii + 678 pp.
- Lawler, Marcella R. "Role of the Consultant in Curriculum Improvement," Educational Leadership, VIII (January 1951), pp. 219-25.
- Laymen Help Plan the Curriculum, Association for Supervision and Curriculum Development. National Education Association, Washington, 1946, 76 pp.
- Leaders in Supervision and Curriculum Improvement, Report of Annual Work Conference, November 13-17, 1950. The Department of Curriculum and Teaching, Teachers College, Columbia University, 39 pp.
- Lee, J. M. and D. M. Lee. The Child and his Curriculum. D. Appleton-Century Company, New York, 1940, 652 pp.
- Leonard, J. Paul. Developing the Secondary School Curriculum. Rinehart & Company, Inc., New York, Fifth Printing, 1949, xi + 580 pp.
- Long, Harold. "We Can't Teach Everything," Scholastic Teacher, May 4, 1951.
- Lynd, Robert S. Middletown, in Transition. Harcourt, Brace & Company, New York, 1937, 604 pp.

"The Material Resources of Curriculum Laboratories," Curriculum Bulletin No. 1, Curriculum Center, School of Education, University of Connecticut - Storrs, 1951, pp. 37.

Marx, Fritz Morstein. Elements of Public Administration. Prentice-Hall, Inc., Fourth Printing, 1949, xxiv + 636 pp.

Melchior, William T. Instructional Supervision. D. C. Heath & Company, Boston, 1950, x + 485 pp. (A guide to Modern Practice).

Myers, A. F., L. M. Kifer, R. C. Merry and Frances Foley. Co-operative Supervision in the Public Schools. Prentice-Hall, Inc., New York, 1938, xiv + 340 pp.

Nelson, Henry B., editor. The Forty-Ninth Yearbook of the National Society for the Study of Education, Part I, "Learning and Instruction." The University of Chicago Press, Chicago, 1950, xii + 352 pp.

"Newer Instructional Practices of Promise" - Twelfth Yearbook, The Department of Supervisors and Directors of Instruction. National Education Association, Washington, 1939, vii + 379 pp.

Olson, Willard C. "Classroom Practice is Improving," National Education Association Journal, vol. 40, no. 6, September, 1951, pp. 397.

Otto, H. J. Elementary School Organization and Administration (Second Edition). Appleton-Century-Crofts, Inc., New York, 1944, xvi + 571 pp.

Ousiew, Leon and others. Making the Core Work. Metropolitan School, Study Council, New York, 1951, 54 pp.

Pierce, P. R. Developing a High School Curriculum. American Book Company, New York, 1942, x + 387 pp.

Programs for the Gifted, Suburban School Study Council, Philadelphia, Pa., Educational Service Bureau. School of Education, University of Pennsylvania, 1950, 84 pp.

"Public Relations for America's Schools," Twenty-Eighth Yearbook, American Association of School Administrators. National Education Association, Washington, 1950, 497 pp.

Report of the School Building Survey of Charlotte, N. C., Part I, Summary and Recommendations. Engelhardt, Engelhardt and Leggett, Educational Consultants, New York, 1950, 114 pp.

Ross, E., editor. Administration for Adaptability, vol. III, Metropolitan School, Study Council, New York, 1951, pp. 269.

Rugg, Harold, editor. "Democracy and the Curriculum, the Life and Program of the High School," Third Yearbook of the John

- Dewey Society. D. Appleton-Century Company, New York, 1939, 535 pp.
- Sharp, George. Curriculum Development as Re-education of the Teacher. Bureau of Publications, Teachers College, Columbia University, New York, 1951, vii + 132 pp.
- Shores, J. H. A Critical Review of the Research on Elementary School Organization, 1890-1949. College of Education, Bureau of Research and Service, University of Illinois, Bulletin, vol. 47, number 8, September, 1949, 29 pp.
- Smith, B. O., W. O. Stanley and J. H. Shores. Fundamentals of Curriculum Development. World Book Company, Yonkers-On-Hudson, 1950, xvi + 780 pp.
- Spears, Harold. The Teacher and Curriculum Planning. Prentice-Hall, Inc., New York, 1951, 163 pp.
- Storen, Helen F. "The Role of Laymen in Curriculum Planning," Educational Leadership, February, 1952, pp. 275-280.
- Stratemeyer, F. B., H. L. Forkner, M. B. McKinn and others. Developing a Curriculum for Modern Living. Bureau of Publications, Teachers College, Columbia University, New York, 1947, 558 pp.
- "Toward Better Teaching, A Report of Current Practices," 1949 Yearbook, Association for Supervision and Curriculum Development. National Education Association, Washington, 1949, xii + 282 pp.
- "Two Lessons in Group Dynamics," Educator's Washington Dispatch, New London, Conn., 1951, 11 pp.
- Whitelaw, John B. The School and Its Community, A Guide for the Development of Dynamic School-Community Relations (Second Edition). The John Hopkins Press, Baltimore, 1951, vi + 68 pp.
- Wiles, Kimball. Supervision for Better Schools, the Role of Official Leader in Program Development. Prentice-Hall, Inc., New York, 1950, xv + 330 pp.
- Witty, Paul, editor. The Gifted Child, The American Association for Gifted Children. D. C. Heath & Company, Boston, 1951, xii + 338 pp.
- Wrightstone, J. W. Appraisal of Newer Elementary School Practices. Bureau of Publications, Teachers College, Columbia University, New York, 1935, 221 pp.

VITA

JAMES ROBERT LYLES, Jr.

Born

Stoneboro, South Carolina,  
July 31, 1914.

Parents

James Robert Lyles, Sr. (deceased)  
and Mary Hammond Lyles.

Education

St. John's Grammar and High  
Schools, Darlington, S. C.  
Wofford College, A. B. 1933.  
University of South Carolina, M. A.  
in Education, 1941.  
Graduate Scholar, Duke University,  
1949-1950.  
Graduate Assistant, Duke University,  
1950-1951.  
Candidate for Ed. D., Duke  
University, 1952.

Positions held

Teacher, Keowee High School,  
Oconee County, S. C., 1934-1936.  
Principal, McBee S. C., High School,  
1936-1941.  
Principal, Allendale S. C., High School,  
1941-1942.  
Army of U. S. - Private to First Lt.,  
1942-1946.  
Principal of Kershaw, S. C., High School,  
1946-1947.  
Superintendent, Heath Springs, S. C.,  
Public Schools, 1947-1949.  
Part-time Instructor of Education,  
Duke University, 1951.  
Assistant to the Director, Duke Uni-  
versity Summer Session, 1950-1951.  
Assistant Superintendent in Charge of  
Instruction, Charlotte, N. C., City  
Schools, 1951 - .

Married

Miss Marilyn Payne of Great Falls,  
Mont., 1946.

Children

James Robert, III born 1947  
David LeRoy born 1948  
Elaine Carol born 1951

Membership

Alpha Lambda Tau (social)  
Beta Pi Theta  
Kappa Delta Pi  
International Relations Club  
Blue Key  
Life member National Education  
Association  
North Carolina Education Association  
Association for Childhood Education International  
Association for Supervision  
and Curriculum Development  
The Horace Mann League  
Lions Club, Kershaw, S. C.,  
1946-1947

Offices held

President, Lancaster County, S.  
C., Education Association,  
1948-1949.  
Vice-President, Lancaster  
County, S. C., Education Association, 1947-1948  
President, District 4, South  
Carolina School League, 1949.

Church affiliation

Methodist.