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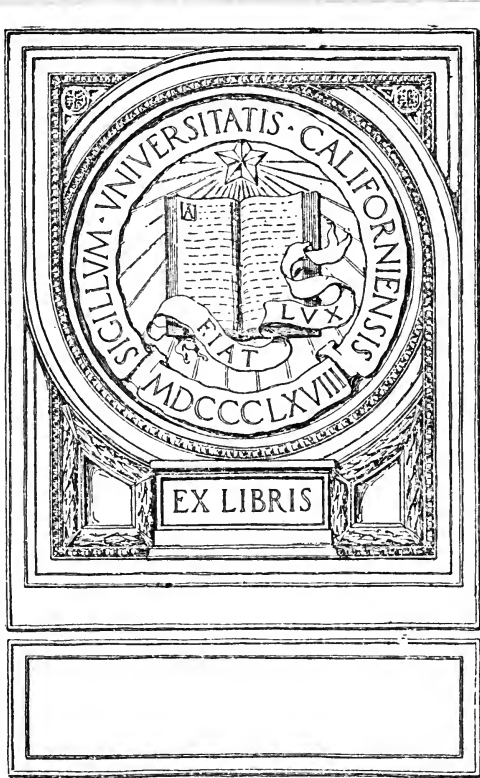
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A STUDY
OF THE
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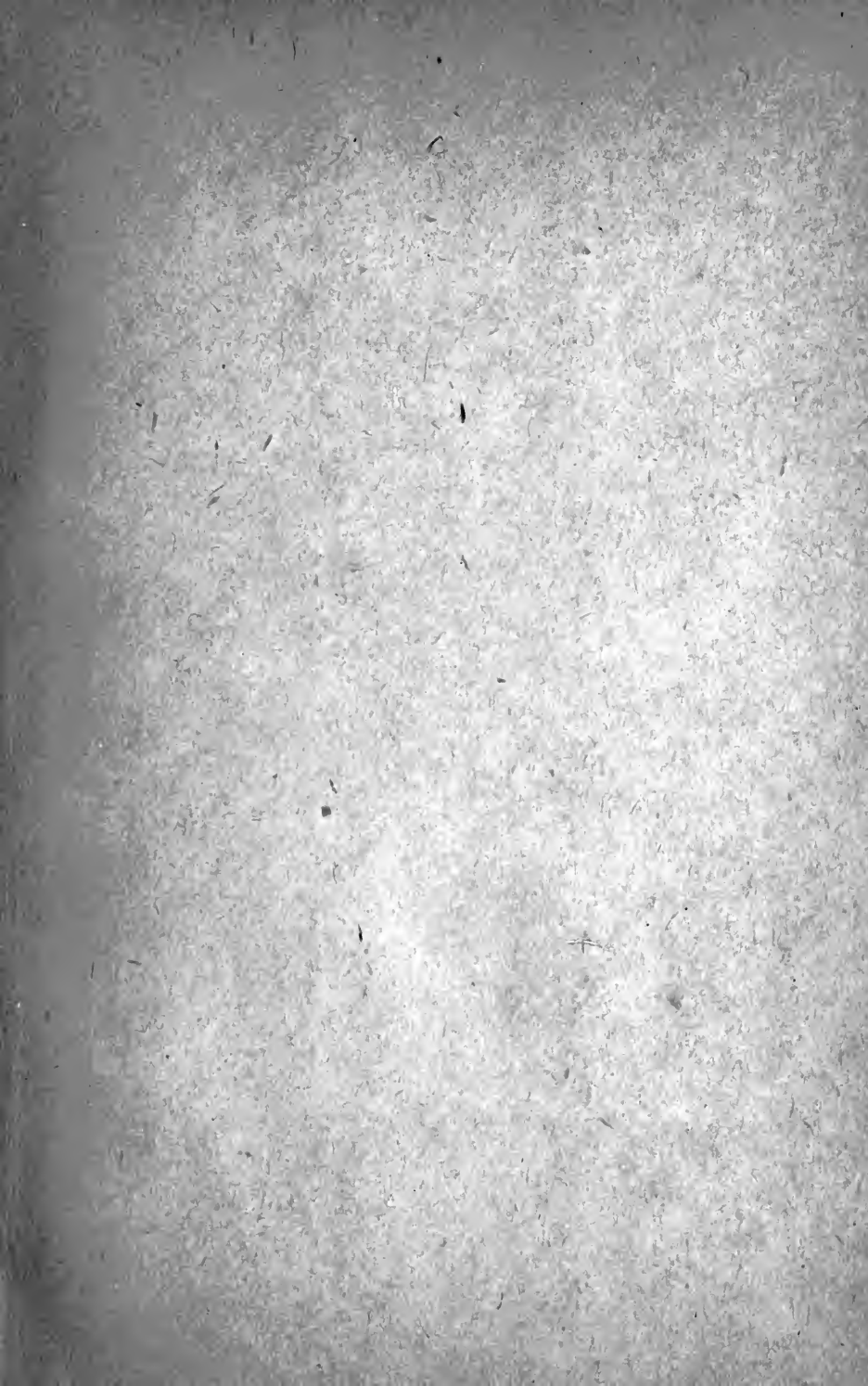
L. A. WILLIAMS
J. H. JOHNSTON

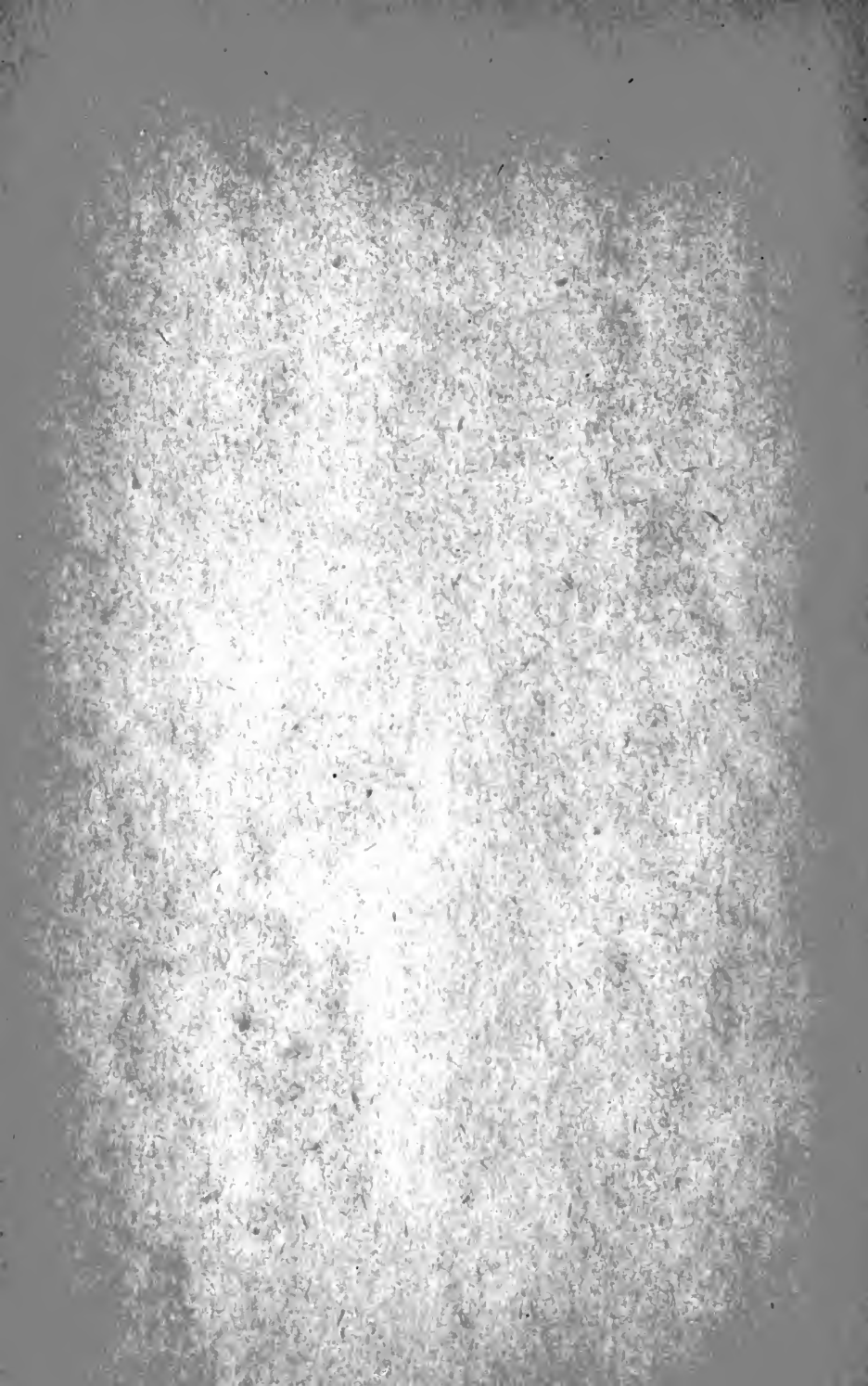
Printed at the High School Press

1918



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**A STUDY
OF THE
WINSTON-SALEM
SCHOOLS**

**L. A. WILLIAMS
J. H. JOHNSTON**

Printed at the High School Press

1918

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PREFACE

The work of the Home-County Study Clubs at the University of North Carolina has attracted the attention of thoughtful people all over the country. It would be difficult to estimate the good that has been done by these intimate studies of home-county conditions by students who counted it a privilege to do their part in helping their county find itself.

Forsyth County and Winston-Salem desired a survey even more intimate. We wanted the University to send us men to go over the field and tell us "where we lead, where we lag and the way out." The request was presented to President Graham. He gladly fell in with our plan and made it possible for Winston-Salem and Forsyth County to have the most complete survey yet made in the State.

The survey was made by Prof. E. C. Branson, Dr. Charles Lee Raper and Dr. L. A. Williams. It will be published in two parts. The first part will contain two sections. The first section is The Social and Economic Survey of the County by Prof. Branson, and the second section is the Industrial Survey of the City by Dr. Raper. The second part is presented in this volume and contains the Educational Study of the Schools of Winston-Salem by Dr. Williams.

Dr. Williams came to Winston-Salem in February, 1917, and made a personal inspection of the school system. Every opportunity was afforded him that the facts might be known. No attempt was made to dictate in any way what should be put in or what should be left out. All available records were placed at his disposal. The study was made with the hearty approval of the School Board and the co-operation of the Superintendent, principals and teachers.

The delay in printing the results of the study has been brought about by a combination of circumstances which we could not control. While the public has not seen the findings, they have been known to the school officials and we have already acted on many of them. Many more are under consideration. The city has already greatly benefitted by the work of Dr. Williams and Dr. J. Henry Johnston, who ably assisted Dr. Williams in many ways.

It is the intention of the school officers to continue this study and have Dr. Williams make an examination of the teaching results of the schools.

We desire to express our hearty thanks to the State University and to Dr. Williams in particular for what has already been done for our schools. R. H. LATHAM.

Winston-Salem, N. C., July 18, 1918.

C. R. P.

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ERRATA

- Page 14, last paragraph—Insert *keeping* after *record*, in "any amount of record," etc.
- Page 15, last paragraph—Insert *is* after *this*, in sentence "In many ways this," etc.
- Page 18, first paragraph—The sentence, "Report for five months only," refers to 1916-17.
- Page 31, second paragraph, second sentence should read: "The site at the East End is on the very outer edge of its district as a map of the district shows."
- Page 31, third paragraph, insert between Oak Street and Columbia Heights the word *and*.
- Page 71, paragraph before Reorganization—Insert *is* after *This*.
- Page 76, third paragraph, in the sentence, "In the end insufficient maintenance funds for schools," etc., omit second "*funds for schools*."
- Page 83, first paragraph, in the sentence "Are the children" etc, omit second "*with children*."

NOTE—There are a number of errors of spelling which were not noticed until after the printing had been done. The school print shop assumes responsibility for all such mistakes. Dr. Williams is responsible only for the content of the Survey.

I. HISTORICAL

Perhaps it will not be entirely out of place in this study to review hastily the development of public schools in Winston-Salem. Any such a review must necessarily be brief and in particular when, as in this case, it can serve only as a background for the much more compelling and interesting present situation.

As early as January 29, 1875, certain public-minded citizens of the town of Winston began to discuss the educational interests of the town. They organized themselves into a working committee and proposed to see what could be done about establishing a public school system for the education of all classes in Winston. Prominent among these citizens was Rev. Calvin H. Wiley, whom all North Carolinians delight to honor and who had so ably served as the first state Superintendent of Public Instruction.

The necessary machinery was set in motion and a bill introduced into the Legislature amending the Town Charter so as to permit the citizens of Winston to tax themselves for public schools. This bill failed to pass, but in 1879 the Town Charter was amended and contained seven sections relating to the organization of Graded Schools in Winston.

The section provided that separate schools be established for the two races; that the money raised by taxation be used only to pay the salaries of teachers; that the town could not incur any interest bearing debt for the support of the schools; that tuition charges to the children entitled to attend should not exceed fifty cents per year; that children outside of the district might attend by paying tuition charges; that buildings and equipment must be provided by voluntary subscription; that the school tax should not exceed twenty cents on the hundred dollars of assessed property, and that 25% of the amount derived from fines and forfeitures be paid to the Graded School Fund; that the citizens in the town must be allowed to vote whether or not they wished the schools established; that the same question of schools or no schools could be submitted annually to the voters.

The managing board was to be a body of five citizens, three chosen by the people and two by the Town Commissioners from their own number. This board was to be known as the Winston Commissioners of Graded Schools and was to "establish, as soon as possible, and keep open a system of Graded Schools for the Town." It was empowered, "to provide

suitable buildings, furniture and apparatus for the same by voluntary effort; to select teachers and to dismiss them for cause; to fix their salaries; to aid them in the establishment of grades and the enforcement of discipline; to abate nuisances at school; to admit pupils from without the corporation on payment of tuition fees; to visit the schools regularly for inspection, and to do all other acts pertaining to the office for the good and success of said schools." They were to serve without salary but might employ a secretary and pay \$30.00 therefor.

The legal limitations by which the sites and buildings had to be provided by voluntary subscriptions made necessary a further modification of the charter in 1881 whereby these necessities could be provided from the tax money. Under this provision the schools were finally organized in May, 1884, but did not open until September of that same year.

At once the process of organizing a public school system began. The West End Building was erected, teachers were examined and appointed, a course of study was drawn up and adopted. With J. L. Tomlinson as the first Superintendent was associated Charles D. McIver as Assistant Superintendent and J. Y. Joyner as teacher of the seventh grade. Thus did Winston from the very beginning establish a policy of selecting only the best teachers obtainable.

The school commissioners had been given far-reaching powers in controlling the schools and all matters concerning changes in the course of study, textbooks and methods to be used in teaching, as well as in the choice of school sites, erection of buildings and raising of school funds, had to be considered by them.

Nor were the colored children and school patrons neglected. At the same time the organization of the white schools was going on plans, policies and programs relating to the provision of public school advantages for the negroes were developing and being put into execution as rapidly as possible.

Each year saw rapid increase in the school population and to meet this increasing demand sites and buildings at the North and East ends of town were secured and before 1910 the High School building was erected. Not only did these new buildings become necessary but additions had to be made to the original buildings at West End as well to meet the pressing and immediate needs of the rapidly growing town.

In this respect too, growth was not confined to providing for only the white population. The Depot Street school for colored children had been built in 1887 and its capacity increased in 1894. In 1910 the Woodland Avenue frame struct-

ure was first occupied, and the Oak Street building came into use by September 1913.

A more concrete idea of this condition of rapid growth and consequent necessity for more school room space may be gained from the following statements. In the scholastic year 1903-04 there were 1735 children enrolled in the Winston schools; in 1912-13 the enrollment was 3486. In 1903-04 the town employed 33 teachers; in 1912-13 it employed 100. As a result of these conditions the total value of school buildings, grounds and equipment for the year 1903-04 was \$78,300 and \$210,00 in 1912-13. In 1910-11 the School Commissioners spent \$16,000 for new buildings, in 1911-12 they spent \$52,000, and in 1912-13 a third expenditure of \$10,000 was made for this same purpose.

Beginning with the year 1913-14 a consolidation of the Winston and the Salem school system was effected through the inclusion of Salem within the corporate limits. The form of organization remained the same as before while the problems incident to housing and teaching were made much more complex. The Salem system was easily and successfully absorbed within the larger system and at present one would not realize but what the two had always been one.

From the very beginning the Winston-Salem public school system has increased in size, influence, and efficiency. Normal problems have had to be met and solved, but there has always pervaded the thought of the School Commissioners a most commendable poise and single-minded uprightness which has served to prevent any open ruptures between school officials and patrons such as have occurred in less well-governed communities.

The city is justly proud to have enrolled in its teaching corps such men as Tomlinson, McIver, Joyner, Bickett, and the Blairs. The system stands today a fitting and living memorial to the life work of Dr. Calvin H. Wiley who gave it the full measure of his long experience and careful study. The spirit of these its founders and of others its guardians still actuates the present administration.

II. ORGANIZATION

The Board of School Control

Control of schools in Winston-Salem is vested in a board of seven members known as the Public-School Commissioners who serve without pay. Two members of this board are appointed by the board of aldermen from their own number and the other five are elected by the aldermen from the city at large. As a matter of custom, the two aldermen on the board of education are the finance committee of the board of aldermen.

The board of Public-School Commissioners handles in full all school matters of the city except the single item of school funds. Since Winston-Salem has no separate school tax but considers its schools a department of the municipal government like the police or fire department, the school commissioners must make out an annual school budget which it submits to the board of aldermen for final action thereon.

This single exception, however, is a most important one. The fact that no friction over this question has ever developed between the two boards in a period of over thirty years is a rare compliment to the lofty aims and steadfast purpose which have actuated both bodies.

But public schools do not constitute a department in municipal government. Public education is a function of the state government and a city board of school control is the delegated power of the state to administer state laws relative to public schools. As such, the city board of school control should administer in full its own financial affairs.

By placing the power to determine the amount of money which shall be spent for schools in the hands of the board of aldermen, the body in actual control of the schools has become the board of aldermen and not the Board of Public-School Commissioners as was clearly intended and as the State expected. It is the right, privilege and duty of the State to educate the children in the State. It delegates power to certain smaller units of government, but does not surrender one least part of that power. Both English and American encyclopedias of law recognize school districts as political subdivisions within the State which have been created for the purpose of supporting and administering a system of public education. Such districts may be or may not be coterminous with the city incorporated limits. The city may settle for

itself how much and how little it will spend on streets or police, it never can bring its support of schools below a certain minimum. The city may, it should, and the State expects it will, provide more than the minimum amount for school opportunity, because of its increased wealth. The State does not desire to have public education forced to form "entangling alliances" with any part of municipal politics. In all matters relating to public schools the State's delegated authority should be supreme and, therefore, be given the right to levy its own taxes and administer its own funds.

Accepting the principle that it is the function of the State to provide free education for all its children, it follows that the board of school control within the city should not be responsible in any way to the board of aldermen. In about 70 per cent of the cities, large and small, studied by Dr. Ballou in 1915, it was found the people elected their own boards of school control mostly from the city at large. Deffenbaugh, in his studies, presents almost exactly the same figures and conditions. There is no doubt that practice and experience in the older cities have demonstrated the wisdom of making the board of education responsible directly to the people and not to any authority delegated by them. It is a most unusual proceeding at the present time to find city councils or city board of aldermen appointing school board members, though this custom was prevalent twenty-five years ago.

Organization within the Winston-Salem board of school control is on the basis of standing committees. The committee on buildings and grounds has four members. The committee on repairs has two members and the committee on finance and supplies likewise has two members. At the present time two of the board members are both serving on two committees, viz., the committee on buildings and grounds and the one on finance and supplies. In practise this internal organization is more formal than actual and might well be done away with since the great bulk of school matters are handled in a committee of whole and since, also, there is at present a clearly defined tendency all over the United States to do away with this form of internal organization and toward delegating to executive officers the duties which formerly fell to the lot of standing committees.

The present tendency also in the cities of the United States is all toward a small board of education. In large cities a board of seven members seems most common, while in the smaller cities five is the most common number. According to the study by Dr. Ballou made in 1915 the size of boards of education in seventy-two cities of various sizes was distributed as the following table shows:

The section of the city charter relating to schools provides that the board may choose a secretary who shall be paid not to exceed \$30.00 per year. Accordingly the present board has chosen one of its own members who keeps the records of the board meetings. The great number of interests with which the present public school system of Winston-Salem is connected involves a large amount of clerical and business detail. This is attended to, not by the secretary, but by the Superintendent of Schools with a very limited office force. When the system was small and the range of school activities was limited the charter provisions were adequate, but the present magnitude of the school business in Winston-Salem calls for more business-like organization and a larger clerical force. This question is related also to the efficiency of the Superintendent and will be discussed in another of its phases in connection with that officer, as it concerns him perhaps more than it concerns the board.

Members of the board who are chosen from among the aldermen serve for the length of term they are chosen as aldermen; the other members are elected for three year terms. The expiration of terms of office makes possible the retirement of two members every year, either in May or September. Here is a possible source of weakness. For example, every member of the 1915-16 board may have been legally retired by September, 1918. By the time this report is printed, a majority of the 1915-16 board may be out of office, and by the time this report is distributed only two of the 1915-16 board may be in office. While such a case has not happened the present arrangement makes it perfectly possible and it is not beyond the imagination to see great damage done to the Winston-Salem's school system if the possibility should become a reality. Where a body is so unstable and where such very great uncertainty prevails as to the personnel of a board of directors, few far-seeing and constructive policies of administration are possible. A long term for board members tends to stability and hence to progress.

Charter provisions make it possible for the Winston-Salem board of school control to perform inspectional, supervisory and certain definite administrative duties relating to the public schools. It is the very wise custom of this body, however, to place the care of such matters in the hands of their chief executive officer, the City Superintendent of Schools. It is not wise to have such legal authority whereby the board may interfere with details of the plans and policies of the expert whom they have engaged to run the schools. Either such an officer is competent and should be given legal authority or he is incompetent and ought not to be retained. A board of school control is mostly concerned with legislation affecting

the schools, in a few cases it must serve in a judicial capacity. The executive phase of school administration, and for the majority of cases the judicial phase, should be vested in the executive officers chosen by the board of school control.

Once every month the board meets in regular session. These meetings are most informal in character and pervaded by a most wholesome atmosphere of public interest and pupil welfare. Discussion is free and informal while yet serious and purposeful. Recommendations and opinions of the Superintendent are greatly depended upon, which is right and proper. Representatives of the press are not present at these meetings but through the Superintendent all matters of general public interest there discussed are given to the reporters for publication. In this way the public is kept informed about all school affairs which are general in nature while the matters which concern only individuals or small groups are properly guarded. The time is not taken up in listening to long reports or in discussing petty details but items which concern large policies and future plans are carefully considered. All questions are settled by a majority vote and in only rare cases is there any disagreement, due largely to the freedom with which all points are discussed and also to the single-minded purpose of serving the best welfare of the pupils which actuates the entire membership,

A very large part of this form of organization for the board of school control is an inheritance from the earliest days of the Winston school system. A glance at the sections of the revised charter of 1879 relating to schools will show that many of the sentences in the present charter relating to schools were taken bodily from this document which was drawn up to meet conditions in Winston when it was only a small town. The radical changes have been to increase the number of school commissioners from five to seven and to remove the separate school tax, which changes might well have been omitted and were steps backward rather than forward.

Winston-Salem is no longer a country town far removed from the turmoil and bustle of the great world activities. From it now there branch forth great arteries of trade and industry which make it known to the isles of the seven seas. Surely the form of business organization which was effective in 1879 will not suit the city's present industrial situation. No more will the form of public school organization so ably worked out and so admirably administered then, fit the educational situation now. Accordingly, it is recommended that steps be taken to secure the following changes in the organization of the board of school control, or Board of Public-School Commissioners.

RECOMMENDATIONS

It is desirable:—

1. That the name of this board be changed to the Board of Education.
2. That the number of members be reduced to five.
3. That these members be elected by the direct vote of the people at an election called at a different time from that in which the city officials are chosen.
4. That these members be elected for a term of five years each, so arranged that only one member shall retire in any one year.
5. That the funds for the support of schools be secured by a separate school tax.
6. That all matters concerning school finance be placed under the sole management of this board, and that it be held responsible therefor.
7. That the policy of standing committees be abandoned.
8. That the legislative, executive and judicial powers, duties and responsibilities concerning school affairs be definitely and properly located.
9. That the present policy of selecting a secretary from within the board be abandoned and that the office be held by a trained and paid clerk in accordance with later recommendations concerning the Superintendent of Schools.

The Chief Executive

The School Commissioners select as their chief executive officer a superintendent of schools. This officer is elected for one year at a time, is paid \$2500.00 per year, acts as director of the schools, purchasing agent, superintendent of building and grounds, inspector of schools, advisor to the board, mediator between parents and teachers, statistician of the schools, and in general personally does anything needful to keep the schools in good running order.

To help in the performance of these myriad duties he is furnished with one stenographer whose services he shares with the principal of the high school. No further office force is provided.

As a result of the multitude of duties thus placed on the superintendent his time and energy must be consumed in at-

tending to petty details of little matters, many of which a mere office boy might do as well. Strength and opportunity for thinking out new policies and for enlarging the service of the public school system to the common good are wasted in nerve-racking and brain-fagging attention to the routine and mechanics of small affairs.

A small city content to do small things in a small way, with no very great future in store, may rest content with making a clerk and office boy of its superintendent. A city which is growing as rapidly as Winston-Salem, with a promise of long-continued prosperity and with such great industrial possibilities cannot afford to follow any but a far-sighted policy. To continue under the present plan is both short-sighted and wasteful.

The superintendent of a great factory is not bothered with ordering coal for the boilers or oil for the engines. Routing of material, repair of machinery, immediate supervision of work, are matters which little concern the general superintendent. The greater questions of change in process of manufacture, of enlarging the scope of the business, of cutting down the waste here and improving the grade of production there, are the lines of thought pursued by the general manager.

To absorb within the Winston-Salem school system the newschool population which has been and soon will be taken in calls for thoughtful consideration, careful planning and tactful handling. The present location of certain school buildings in relation to the patrons they serve is only one illustration of what is to be expected as the result of failure to look ahead and plan for the future. An executive officer in a business using a yearly operating capital of \$100,000 must have time and opportunity to determine how such a sum may be best utilized to get the largest returns possible.

Moreover, it is not to be expected that a superintendent who is chosen for one year at a time will feel sufficiently secure in office to attempt any far-reaching changes in policy. Many times a period of several years is necessary in order to justify certain changes in organization, administration, or methods. An executive whose tenure of office is limited to a single year will be careful not to recommend changes the results of which and the justification for which will not appear before he is to be considered again for re-election. The tendency all over the United States is strongly toward the election of city superintendents for long terms. Good business sense demands that such a change take place and experience proves its wisdom.

In the matter of expenditures for the Superintendent's office Winston-Salem is not keeping up with cities of her class.

The following table shows the expenses during the past two years for this item in 25 cities chosen by lot from the same class in which Winston-Salem is placed by the U. S. Commissioner of Education.

	1913-14		1914-15	
	Amount	Rank	Amount	Rank
Selma, Ala.	\$2683	12	\$2700	14
Eureka, Cal.	2580	14	3970	3
Danbury, Conn.	2000	19	2100	20
Columbus, Ga.	275	10	2750	13
Galesbury, Ill.	3370	6	3370	9
Hammond, Ind.	5655	1	5655	1
Burlington, Ia.	3100	8	No Report	25
Coffeyville, Kans.	No Report	25	3650	6
Monroe, La.	No Report	24	No Report	24
Peabody, Mass.	3279	7	3171	11
Ann Arbor, Mich.	2557	15	3225	10
St. Cloud, Minn.	2780	9	2830	12
Hannibal, Mo.	2715	11	2400	16
Laconia, N. H.	1850	20	2390	18
Irvington, N. J.	3718	3	3671	5
Dunkirk, N. Y.	3700	4	3720	4
Durham, N. C.	2640	13	3643	7
WINSTON-SALEM, N. C.	2400	16	2500	15
Lakewood, O.	4305	2	4476	2
Enid, Okla.	1800	22	1800	22
Butler, Pa.	3395	5	3395	8
Cranston, R. I.	2300	18	2300	19
Marshall, Tex.	2400	16	2400	16
Staunton, Va.	1738	23	1738	23
Ashland, Wis.	1818	21	2054	21

The median rank is of course No. 13. and for both these years Winston-Salem ranks below the median. In fact she ranks lower in 1914-15 than in 1913-14 even though the expenses of the Superintendent's office advanced \$100. The fact only goes to show how the general tendency is toward increasing the sums paid for expert service. Clearly Winston-Salem is not doing as well as she might in this particular and is not using the same business sense in running her school business that she is using in her other industrial enterprises.

In order to make the office of chief executive in this system more efficient and more nearly in accord with good practice elsewhere it seems wise to recommend as follows:

RECOMMENDATIONS

1. The Board of Education should continue to choose the Superintendent of schools.
2. This officer should be chosen for a period of not less than four years after two probationary periods of

one year each in the case of an untried candidate, subject to removal at any time upon proven charges of gross incompetence or immorality at a public hearing.

3. The office force of the Superintendent of Schools should be increased, by adding thereto a paid business manager, or office clerk, who might also serve as Secretary to the Board of Education and who should give full time to his duties in connection with this office.
4. The Superintendent of Schools should be given full power to carry out the policies of the Board of Education and be held responsible by the Board for results but not for methods.
5. In case a business manager or office clerk is not secured the salary of the Superintendent of Schools should be materially increased thus enabling him to secure necessary aid. It would be better business to secure the extra officer and would make toward more efficient organization.

The Minor Executives

Strictly speaking, the system has no supervisors. Such special subjects as manual training, printing, the commercial branches, are taught by a special teacher for each, drawing and penmanship are taught in all the schools and domestic science in four. Yet no one is made responsible for correlating, unifying and extending the scope of the work done in the vocational subjects, or of the work done in drawing and penmanship or in the home-making subjects. Every primary grade and every grammar grade teacher, or at least every primary and grammar grade department within a single school is a law unto herself or itself except in so far as the general influence of the Superintendent can make itself felt.

Such a condition is easily explained, of course. The system has grown so rapidly and certain demands have become so insistent that conditions have been met as circumstances arose. New demands have constantly arisen, almost overnight, and no opportunity has been presented for departmentalizing any of the work. When attempts have been made to attend to this matter the rapidly increasing enrollment has pressed the administration to supply even sufficient teaching force and no chance has been given for supplying a proper and adequate force.

Under such circumstances there must inevitably be a

great deal of lost motion. The teacher of the regular subjects finds it difficult to plan work along a great variety of lines, something must be neglected in the planning and that something will very probably be the subject or subjects in which the teacher is least interested. The specific training of many regular grade teachers for giving proper instructions in certain subjects like drawing for instance, has been limited, to say the least, and there is no great store of knowledge about the work with which to arouse new interest and from which to draw new inspiration.

A primary grade or grammar grade supervisor may be of incalculable aid to a Superintendent in training and developing teachers. Many a teacher of little experience and limited training has always remained mediocre in teaching ability because she had no one with a broader training or with a brighter vision to lead her into ways of self-improvement and growth. Money spent for special supervisors is money well-invested. It must be, or well organized business concerns would not charge up so large a sum to the services of room or department foremen.

It is a matter of common knowledge that when a city department needs a number of men to do a given piece of work well and quickly, the head of the department will send out a group of men to do the work and make one of the men "the boss," who will never think of doing the work himself but rather will direct, show the others how to do it. This is not deemed waste in ditch digging or in track laying, why should it be considered thus in teaching school?

Working under the inspiration and leadership of efficient supervisors the teachers will do more work and better work, while the results will be more nearly uniform. Without supervisors it is difficult either to establish or to maintain standards and as a result the quantity and especially the quality of finished products becomes a matter of chance, if not of doubt.

The weaknesses which naturally result from a lack of supervisors are partly counteracted by the corps of principals in the system. None of the five principals of the white schools teaches at all except in case of an emergency. One of the principals in the colored schools also does no teaching, the others teach part of the time.

Because of this condition the work within each school can be fairly well standardized, the teaching inspected and watched. Through the principals' meetings a kind of uniformity can be extended to a degree over the entire system. Yet much is lost in transit which might be retained through an adequate supervisory force. Because the principals are free to inspect and supervise and because they are expected

to aid the superintendent in the selection or retention of teachers, there is a tendency for the principals to watch the classroom work rather carefully. Just how much of constructive criticism the principals make of classroom work does not clearly appear, there certainly is some.

The comparative duties of the principals, as concerns number of classrooms to be supervised and the number of teachers and pupils over which each is in control are shown in the following table.

Table Showing Extent of Principals' Responsibilities

WHITE

Name of School	No. of Rooms	No. of Teachers	No. of Pupils
West End.....	25	25	913
East.....	16	17	638
North and Fairview	25	26	1004
Central.....	7	7	224
Granville.....	12	12	443

COLORED

Depot Street.....	11	11	767
Woodland Avenue.....	12	11	633
Oak Street.....	8	7	448
Columbia Heights.....	7	7	333

At West End and in the North and Fairview schools the situation is fairly normal, with one principal handling around twenty-five to thirty teachers and a thousand pupils. The principal in the East school with a smaller teaching corps and student body might be expected to do some teaching. Just why there is need for two principals in the Central and Granville schools is not clear. One principal could easily perform all necessary duties for both schools since by consolidating these positions the one principal would have to direct only nineteen teachers and 667 pupils. The distance between the two buildings is no more prohibitive of such an arrangement than that between the North and Fairview schools where the enrollment and teaching force is much larger.

There seems to be a most regrettable tendency on the part of the principals not to do classroom teaching. In the Winston-Salem system there is no school unit so large that the principal might not well do a little teaching. Under such a plan benefits accrue to pupils, teachers, the principal and to the system as a whole.

A principal who teaches one or more classes in a single grade through a year, after a few years comes to know more intimately the individual difference of pupils in that school than any amount of record could possibly give. As a result

justice can more nearly be meted out to the pupils in matters of scholarship as well as of discipline.

The principal who does little teaching soon gets out of touch with classroom problems. When the class teacher comes to the principal with a very specific difficulty the principal can give only a very general and vague solution of the problem. Daily contact with classwork keeps the principal alive to classroom problems and makes him appreciative of the class teacher's viewpoint.

In this way the principal does not stagnate but on the other hand grows daily through the simulation of first hand contact with the pupils under him. So the entire system feels the influence of the personal touch and is stimulated to a greater mutual appreciation of tasks, duties, problems and viewpoints. Mutual confidence is established and the entire personnel has a surer sense of justice and a freer willingness to perform allotted tasks.

The principals in the white elementary schools have had the following terms of services in the Winston Salem system: Two have served four years; one, thirteen years; one, fifteen; one, twenty-three. The high school principal has served seven years.

In the colored schools one principal has served four years; one, ten; one, sixteen; one, nineteen.

This strongly indicates a tendency to select principals with great care and then to keep them on from year to year just as long as possible. In other words, the tenure of office among the principals is reasonably secure and the length of term fairly long. The policy is a good one and tends toward unifying and building up the system. Long term policies can be adopted with reasonable assurance that they can be brought to fruition under such a system. The term of service for principals should be long and their tenure of office secure. This appears to be the condition in Winston-Salem.

The duties of the principals are largely clerical and supervisory. The clerical duties are not as yet very tedious or exacting. In the matter of supervision much time and thought is consumed in detail work. Minor problems of class teaching, promotions, discipline, etc., must be handled through the principals. The larger matters which concern the development of enlarged policies, new methods, testing and standardizing of work are matters which the principals can attend to only at the expense of extra time and out of school effort. In many ways this not an unfortunate condition at the present time. The time is coming, however, when more time must be allowed the principals during school hours to consider these greater and more far-reaching problems.

RECOMMENDATIONS

Because of these facts and conditions it is recommended:

1. That a supervisor of primary grade work at least be secured at once.
2. That a supervisor of drawing and music be secured as soon as possible.
3. That immediate steps be taken to secure proper extension, correlation and unification in teaching the vocational and the home-making subjects.
4. That plans be made looking toward securing a supervisor of the grammar grades within the next three years.
5. That one principal be placed in charge of both the Central and the Granville schools, in this way following the policy adopted for the North and Fairview schools.
6. That principals be expected to teach at least one class in a given grade, say the fourth or fifth, daily throughout the year.
(If this can not be done at the present in all schools it certainly should be done in the East, Central and Granville schools).
7. That the principals be encouraged to use standard tests of school measurement more freely in estimating the work of both pupils and teachers.

THE TEACHERS

The organization of the teaching corps is treated under the larger division of this study entitled, "The Teaching Force." (q v.) The conditions as there stated need not given here.

Other Officials

HEALTH OFFICER

The health inspection of the pupils is in charge of a school nurse who is appointed by the city physician who, in turn is selected through the Board of Aldermen. The nurse is not responsible to the school officials except in a most general way.

This official examines the eyes, ears, nose, throat, and general health of the children, and reports the results of

such examinations to the parents, in case any unfavorable conditions are found. What action is taken looking toward a remedy of the conditions depends upon the parents. Sanitary and hygienic conditions around the buildings and grounds are cared for by the principals and teachers.

The health of school children and the physical conditions which surround them are most important factors in the determination of pupil welfare. Such matters need most careful scrutiny and constant care. cursory, intermittent, or perfunctory attention to the pupils' physical surroundings ought not to be allowed.

It is just as important that children have proper supervision of their health as it is that they be taught proper subject-matter by correct methods. There is no more reason why the Board of Aldermen should control the medical inspection of children than there is that this same board should control the teaching force. This is a specialized phase of the public school work and should be managed entirely by the Board of Education in the same way as it manages the teaching force, janitor service, etc.

ATTENDANCE OFFICER

To no single officer is entrusted the enforcement of compulsory school attendance. In a most general way teachers, principals and the superintendent see to it that the children do attend school.

The result is not entirely satisfactory as the following figures will show.

Table showing per cent of children 8 to 12 years old enrolled in school and per cent attending daily:

WHITE				
	1913-14	1914-15	1915-16	1916-17
Enrollment.....	97	97	97	97
Attendance.....	79	80	81	80
COLORED				
Enrollment.....	79	85	72	72
Attendance.....	73	69	69	65

It ought not to be possible for one child daily out of every five of compulsory school age to be absent from school. Yet this is the condition among the white children, and the situation among the colored children is even worse. The city must make provision for all children of compulsory school age and when that provision is once made every absence from school is a distinct loss and a waste of school money.

If grand totals are considered the condition is no better, in fact it is a little worse.

Table showing per cent of attendance based on median enrollment.

1913-14	1914-15	1915-16	1916-17
78	79	79	81

Report for five months only.

It is not a valid excuse to say that if all who enrolled were in attendance daily proper accommodations could not be given them. The city has obligated itself to the state to provide free public school education for all its children and it must fulfill that obligation. If the children of the city who are entitled to go to school are not given proper accommodations then the city is in duty bound to provide such accommodations.

More than that, the city is bound to enforce the state laws regarding public schools. The compulsory attendance law holds for Winston-Salem as for other school districts in the state. Winston-Salem is under legal contract to enforce that law and to see that children of compulsory school age are in school. If it means providing an attendance officer to attend to the matter then such an officer must be chosen who will attend to his duties without fear or favor.

TREASURER

The custodian of the school money is, obviously, the City Treasurer, since the schools are considered a department of the city government. There is every reason to expect that under any circumstances this officer should attend to the details of receiving and dispensing the school funds.

JANITORS

Every school is provided with a full-time janitor. These officers are nominated by the principals to the Superintendent who, in turn recommends them to the Board of School Commissioners by whom the recommendation is confirmed. This method is proper and in accord with good practice. All this is a custom, however, which has come about through the mutual confidence of the board and the Superintendent. Lack of specific regulation makes it possible that such an ideal condition might not always obtain.

In fact, there are no regulations governing the selections, duties and responsibilities of janitors. Rules governing these items are as necessary for controlling janitor service as for controlling the teachers or principals in the performance of their duties.

REPAIR MAN

As an economy measure, all repairs are attended to by the teacher of manual training. The Winston-Salem system

is growing so rapidly and the course in manual training is becoming so popular that this arrangement cannot go on indefinitely. The time is soon coming and is perhaps at hand when a whole-time repair man will find enough employment to keep him fully occupied. Neglect of little repairs is not good school economy any more than it is good business economy.

RECOMMENDATIONS

It is recommended:

1. That at least one full time health officer be chosen by the Board of Education to attend with care and thoroughness to all matters concerned with school sanitation and hygiene. If possible, the service of such an official should be supplemented by securing a school nurse whose chief duty should be to follow up the reported cases of unsatisfactory health conditions among the pupils.
2. That the Board of Education request the police department to detail a special officer to serve as the school attendance officer and that the board enact proper legislation concerning his duties looking toward full enforcement of the compulsory attendance law.
3. That the City Treasurer continue to serve as treasurer of the school funds, without extra compensation.
4. That rules and regulations governing the selection, duties and responsibilities of janitors be adopted by the Board of Education.
5. That further consideration be given the matter of a full-time repair man, or school engineer, to determine if such an officer is necessary. In case such a necessity appears the Board of Education should select him and fix his duties.

THE SYSTEM

The school system is organized on the basis of a seven-year elementary course and a four-year high school course. Like all North Carolina school systems it has one set of schools for white children and a separate set for colored children.

The elementary system for the white children is housed in seven buildings. There are, however, only five school units since in two cases there are two separate buildings but all the work is handled as if there were only one. The high

school system is housed in a separate building with the pupils in the ungraded class and those taking printing or commercial work in rented rooms near at hand.

For the elementary system among the colored children five buildings are provided. In one case, two buildings are used for a single school unit, and in another case one building serves also to house two years of high school work. There is no separate unit for instruction in high school subjects for the colored children.

In general, the buildings are not well located in relation to the homes of the children whom they serve. The East school, in particular, is thus badly located being on the very outer edge of its district. As can be seen from the map showing the location of the several school buildings, the colored school buildings are somewhat better located than those for white children.

Custom and long-established habit has determined the 7-4 or 8-4 form of organizing the courses of study in the public school. Recent studies and experiments have shown how lacking such a plan is in good principles of physiology, psychology and pedagogy. The modern tendency and rapidly growing practice is to establish a system under the so-called 6-6, 6-3-3, 6-3-2, 7-3-2, or Elementary-Junior High School-Senior High School plan. The accompanying figure shows how this more modern form of organization fits the needs of the children more readily than the customary plan.

AGE	GRADE	AGE	HIGHER INSTITUTE-ONS	HIGHER INSTITUTE-ONS	HIGHER INSTITUTE-ONS
20		20			
19	ADOLESCENCE	19			
18		18			
17		17			SENIOR
16		16			HIGH SCHOOL
15		15		HIGH SCHOOL	SCHOOL
14		14		SCHOOL	JUNIOR
13		13			HIGH SCHOOL
12		12			
11	USUAL COM-BOY HOOD	11			
10	PULSORY AND	10		ELEMENTARY	ELEMENTARY
9	AGE LAW GIRL HOOD	9		SCHOOL	SCHOOL
8	IN FORCE	8			
7		7			
6		6			

SUGGESTED SYSTEM

PRESENT SYSTEM

THE PUPILS

Which system best helps the pupil to bridge over the natural and artificial breaks in the process of development and growth?

Nor is the question as simple as this illustration would imply. By the plan of having three school periods instead of two in the school life of the children it is possible to adapt courses more nearly to the individual difference and to the varying needs and desires of different children. The system of gradation and promotion becomes simplified and the so-called "misfit child" has better provision made for him. The more flexible a system can be made, within certain limits, the fewer cases of misfits there are, for as has been pointed out, so many times in other places,—the case of public school system is rather that it is a misfit to the child, than that the child is a misfit to it,—that is to say, the attempt has not been to fit school systems to meet the needs of the children but to try to fit children into a too rigid and too inflexible system.

This situation is recognized by the Superintendent and principals in Winston-Salem since the custom is to try to make the system of promotions as flexible as possible. Grade promotions are reported under five headings, viz., (1) Honor Promotions, (2) Full Promotions, (3) Special Examinations, (4) Retained list, (5) Left school. Special promotions may take place at any time in the year when teacher and principal consider the welfare of any pupil demands it. In spite of even this excellent plan for pupil accounting there is too high a percentage of over-age pupils in the system as the section of this report dealing with the pupils will show. Evidently, an even greater flexibility than is possible under the present system is needed to care properly for the great individual differences of the school children.

The system of promotions in the first three grades is very simple. Upon the deportment, attendance and progress in the studies pursued the teachers recommend the pupils to the principals for promotion who announce the promotion or retention of pupils. The rules and regulations specifically state that teachers do not promote pupils but recommend only. As a check upon a teacher's judgment oral tests are given in the first three, or primary grades, at such times as teachers, principals or Superintendent may deem wise.

In the grades from four through seven the process is naturally more complicated. Four conditions determine promotion in the grammar grades, viz., deportment, absences, tardies, a passing mark of 75 on each subject, except that in case any two marks of a pupil fall as low as 70 an average of 85 must be made on the remaining subjects. In these grades, too, intermediate and final written examinations are given the result of which with the other written tests counts

40% in making up the final mark. Here also teachers recommend pupils for promotions but do not promote. Successful completion of the work in the seventh grade secures promotion into the high school.

In the high school promotions are by subjects and not by grades. Three factors determine full promotion, viz., deportment, attendance, a passing mark of 75% in all subjects. Graduation from the high school is conditioned upon the successful completion of the work in the eleventh grade together with a satisfactory record as to deportment and attendance. The privilege of special examinations is determined by the principal and Superintendent.

All these provisions are in accord with good practice and are successful in the conduct of the Winston-Salem system. Sufficient rigidity tends to secure respect for the system while proper elasticity provides that none may suffer from the injustice of unfortunate circumstances.

There is some attempt to provide sections of varying degrees of progress in the work of a given grade throughout the system. In the nature of the case, such a practice can be followed with greater ease in the primary grades than anywhere else. Just how successful such a practice is current in Winston-Salem is not within the province of this report, since the question concerns methods and material quite as much as organizations, but in one North Carolina city of Winston-Salem's own population class such a plan is carried out extensively and with marked success. It would seem that the plan is worthy more extended use in Winston-Salem.

Transfer of pupils from one school unit to another, grade for grade is fairly easy and accompanied by a minimum of difficulty for the pupils. A closer correlation of work by closer, more unified and more direct supervision, as suggested elsewhere, would aid greatly in still further reducing the difficulties of pupil transfer. While identity of method and material in the several units is not desirable even if possible, yet a minimum of uniformity is indispensable if the system is to be a united whole.

A discussion of the courses of study and of the methods used in teaching is not to form a part of this report since time and opportunity did not allow such a study. This phase of the system should be taken up and studied carefully over a considerable period as soon as possible.

The spirit existing within the system is most commendable. At all times the school officials from Superintendent to janitors manifest an attitude of cheerful co-operation and industry, justifiable pride in their work and interest in pupil welfare and progress which means much in establishing and maintaining efficiency. The entire system appears

to be pervaded with one consuming desire, viz., to give the children of Winston-Salem the best possible sort of school training and the taxpayers full value for their money. It is this spirit and motive which largely accounts for the marked success of the Winston-Salem school product.

A PARTICULAR PROBLEM

Consideration of this school system would not be complete without a statement concerning provisions made in it for giving school facilities to certain groups of citizens heretofore deprived of educational privileges. In other words one might ask what Winston-Salem's illiteracy problem is, and how the school system is helping to solve it.

Status of Illiteracy in Winston-Salem According to the 1910 Census

Population 10 years and over	WINSTON		SALEM	
	Number	Per cent	Number	Per cent
Total illiterate	2553	18.8	323	7.5
Native White.....	575	8.0	155	4.7
Negro.....	1,59	31.0	168	17.3
Males of voting age..	805	17.0	103	7.7

These figures will mean more if a concrete illustration is used. Of every twelve white residents in Winston, one can neither read nor write. Of every three negro residents, one is unable to read or write. In Salem the ratio is one in twenty-five, and one in six, respectively.

There are more white illiterates in Winston-Salem than there are pupils attending the North and Fairview schools, or the Granville and Central schools combined. There are more negro illiterates in the city than there are negro pupils enrolled in any three of the negro schools.

In North Carolina as a whole only 5 per cent, or one in twenty, of the native white population in the cities is illiterate and only 25.5 per cent of the negro population, or one in four, in the cities is illiterate.

Nor is this the worst of it. If the number of illiterate women of voting age is equal to the number of illiterate males of voting age it leaves 1060 children between 0 and 21 years of age unable to read and write,—more children than the total enrollment of the East, Fairview and Central schools combined.

To be sure, many of these are negroes, but in a great many Winston-Salem families the very first teachers of the children there are and will be the negro nurse girls. Ignorance due to illiteracy is not an efficient teaching force.

In spite of this situation Winston-Salem makes no provision for evening schools or special classes in which to teach

this vast army the most elementary forms of learning. The country children have moonlight schools, the city children must go on in darkness and ignorance.

How much longer must children be neglected? When will the citizens of this state come to realize that a good education is the bulwark of democracy and the richest heritage which any community or individual can pass on to the children? The only real democracy is equality of opportunity. That equality must apply in education if it applies anywhere in our civil life. Winston-Salem ought to provide more adequately for the instruction of the illiterates in her midst.

For the year 1914-15 of the 375 cities in the same population group as Winston-Salem which report to the U. S. Commissioner of Education, 143 or 38.4 per cent of them reported from 1 to 53 teachers employed in evening schools, and from 20 to 1214 pupils in attendance.

In this group are included Raleigh, N. C., and Durham, N. C., both of which report evening schools. Winston-Salem and Asheville, belonging to this same group make no report on evening schools. The total population, enrollment, attendance, and expenditures for schools are greater in Winston-Salem than in any other one of these cities.

Clearly there is need for such work in Winston-Salem and for such schools to be established there is ample precedent both in this state and throughout the nation.

RECOMMENDATIONS

As concerns the system, it is recommended:

1. That a very careful and detailed examination be made of the system as concerns the courses of study and the methods of teaching with the thought in mind of reorganizing the system on the basis of a six-year elementary school, three-year junior high school and a two-year or three-year senior high school.
2. That more attention be paid to making provision for the individual differences of pupils by organizing sections within the grades based on different rates of progress for covering the work of a given grade.
3. That every effort be exerted to secure a degree of uniformity in the work of the several schools such that the transfer of pupils from one school unit to another shall be accompanied by a minimum loss of time and maximum ease of adjustment for the pupils so transferred.
4. That provision be made at once for the education of

the illiterate children and that ample opportunity for more education be offered adults through evening schools or special classes.

SUMMARY

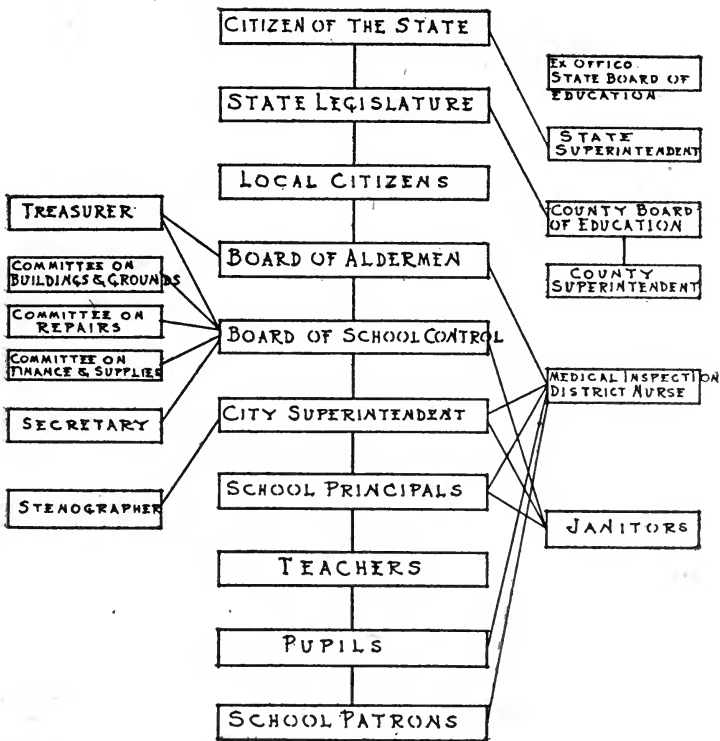
The form of public school organization which obtains in Winston-Salem may be represented graphically by the accompanying diagram (q. v.). Simple, direct, it is adapted to conditions in a little community which has no large businesses, no greater interest than its own little round of daily affairs. Such a form of organization is not sufficient for handling the big business of educating 10,000 children in which Winston-Salem is engaged.

Unrelated to the state and county system, removed from popular control, overburdened with internal committees, insufficiently provided with supervisors, and with a too greatly limited office force, such a system overworks its superintendent, lacks in the sense of fixed responsibility, and in general leaves much to be desired.

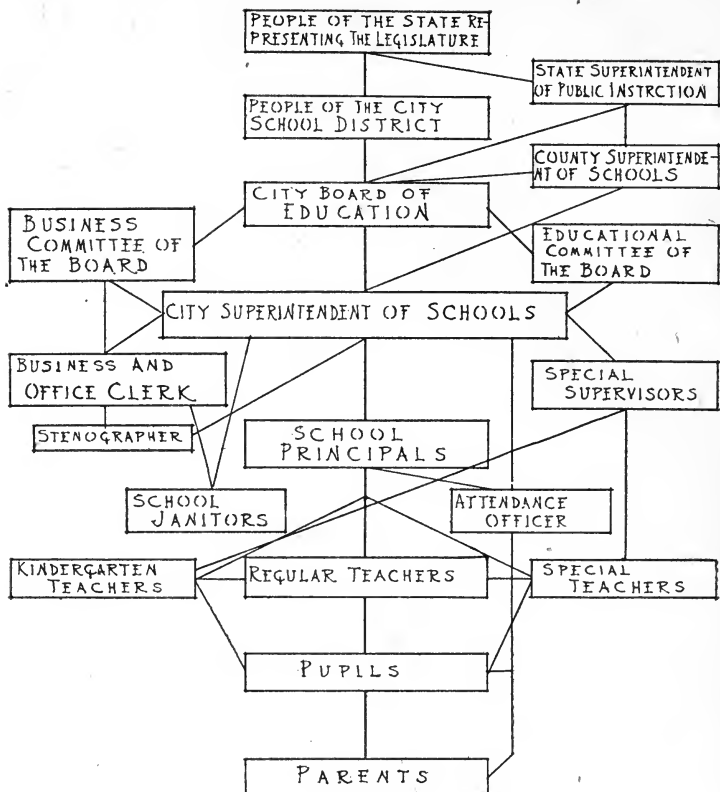
Limited in the control of its finance, the Board of Education is hampered at every turn; removed from the patrons to whom it is responsible, opportunity is offered for a sense of aloofness to appear; individual and personal in thought and organization, little chance is given for the development of a broad minded and far sighted social consciousness so necessary in this day and time when the school is so prominent a factor in social welfare. The present form of organization, for a city of Winston-Salem's size and importance, is provincial, antiquated, out of balance, inefficient.

Such a situation is easily accounted for when one understands how very rapidly the system has increased in size with little or no time permitted in which to consider the machinery for school control. Conditions have demanded action, immediate and direct, and the school authorities have had to meet the demand as best they could. As a result the attempt has been made to have the machinery of a small town unit do the work for a good-sized city and now there is undue strain which must be relieved.

The recommendations which have been made concerning organization have been made with the thought in mind of redistributing the load and of increasing the force with which to handle the increased demands more efficiently. Perhaps no better summary of the form of efficient organization necessary in a city of Winston-Salem's size can be given than that represented by the diagram taken from Dr. E. P. Cubberley's book on Public School Administration, with permission of its publishers, Houghton, Mifflin & Company.



Form of Organization of the Winston-Salem School System and its Relation to the State and County system



(Cubberley, E. P., Public School Administration, p. 169)
 Courtesy of Houghton, Mifflin & Co.

Such a plan is not one whit too much of an ideal for Winston-Salem, but rather, it would be the most practical and business-like thing for the city to do if a similar plan of organization can be brought to pass. It is doubtful under the conditions obtaining in Winston-Salem if the two committees of the Board of Education are now necessary, otherwise the plan is worthy adoption, in toto.

III. THE SCHOOL PLANT

Under this heading certain statements must be made which will appear to the casual reader as carping criticism.

Let it be understood, however, that every criticism, every suggestion is made in the kindest spirit and with a desire to make this report as constructively useful as possible. The one sole object in mind, as the several features of the Winston-Salem school plant were examined, was to try to see exactly how near the city comes to providing adequately and properly for the welfare of her children in school. There is no blame to be attached to anyone because certain conditions are unfavorable; that must be placed at the door of citizens if they do not see to it that power and means are given the school authorities to correct the faults. To possess these defects is no shame, to let them continue would be a disgrace.

THE BUILDINGS

Winston-Salem carries on its school business in eight buildings for white children and five for the colored. There are actually, however, only eleven distinct units of operation. At West End School two buildings are on the same lot and considered as one unit. The same holds true for the colored school at Woodland Avenue. While the North and Fairview schools are considered as a single supervisory unit the buildings are separated by several blocks and call for separate janitor service, heating plants, etc. The Central school building is not owned but rented by the city which must, however, keep it in good repair and provide all service and supplies for it. Three of the buildings are located on streets with electric car lines with the result that the pupils and teachers are not only disturbed by the accompanying noise but in dry and windy weather great clouds of dust roll through the rooms to carry disease and scatter filth. School buildings ought not to be located near factories or on noisy streets. When buildings are once located permits should never be granted whereby car lines, factories, or noisy traffic may disturb the children in the school.

The buildings for the white children show about three different periods in school architecture. The old building at West End is of the central hall type with classrooms and stairways radiating therefrom. High ceilings, no artificial method of ventilating, three-side lighting (with obstructing

pillars between the windows), wasted floor space, are characteristics of this type. The wooden portion of the building at East End represents all these defects and more.

The brick building at East End and the one at North End indicate a step forward in building construction. These buildings are characterized by a modified central hall and stairway plan, less wasted floor space, costly and wasteful roof construction. In general, the High School building and the primary building at West End belong also to this stage of school building construction. In both this and the earlier type of building towers and cupolas add to the cost of building and repairs but not to the beauty or efficiency of the structures.

The Fairview and Granville buildings are modern, and conform closely to the best ideas in schoolhouse construction. In particular the Granville building is built with a true public school function in mind. Its swimming pool, shower baths, provisions for the home-making classes, etc., speak its purpose as a real community center. Like the Fairview building it is constructed on the unit plan and thus can be added to almost without limit retaining all its symmetry, beauty and adaptability to school and community use. These two buildings are properly constructed and the Board of Education ought to continue its building program on the plan of these structures.

The frame buildings for the colored schools are entirely out of date. In particular, the building at Depot street is inadequate, poorly lighted, without ventilation, contains dark stairways and corridors, is improperly heated and not at all adapted to the needs of the pupils. The building at Columbia Heights is a great improvement over the other frame buildings and will serve its purpose temporarily. The brick building at Woodland Avenue, while at present incomplete in its equipment is correctly built and conforms to good standards in schoolhouse construction. It is badly in need of proper heating, ventilating and sanitary provisions.

THE SITES

At the time the inspection of the buildings and grounds was made, the playground area at several of the buildings was found to be inadequate. Since that time, by a bond issue, the city has made possible the purchase of more land around some of these buildings which will remedy these conditions. There is no way by which the wholly inadequate space around the High School building can be remedied. How inadequate this area is the aldermen recognized when they passed an order allowing a part of the street in front of the building to be closed to traffic during

such time as the high school pupils are having recess. While the Granville site is adequate it needs attention. The bushes and trees on the rear of the lot should be trimmed out and the brush removed. The front lawn needs shrubs and grass, the play area needs to be put into proper condition.

As a whole the sites are not properly located as concerns the patrons of the several schools. The site at the East End is on the very outer edge of its district as the accompanying map shows. Some of the pupils who attend the North school have to come long distances and through unsuitable streets to reach the building. The district for the Granville and Central schools are too small as compared with the other districts. These two districts could be consolidated and the pupils all placed in one building. The Granville site is well chosen to make such action possible and to include any recent addition of territory and children in that section of the city.

The site of the Depot Street colored school is entirely too small though fairly well located for the population it serves. Some means should be found at once for giving the children in this school more play room or provision be made for the children somewhere else. When the remainder of the new building at Woodland Avenue is constructed play area here will be inadequate also and the available lot should be secured while possible. At both the Oak Street, Columbia Heights schools insufficient play area makes it advisable that whatever land is available adjoining the present sites be secured without delay.

Little or no attempt has been made to beautify the grounds at any of the buildings.

PLAYGROUND APPARATUS

There is not appropriate or sufficient playground apparatus at a single school center. In fact, the entire system has only four giant strides, all at the West End school, and the swimming tank at the Granville as its playground equipment. Of course this equipment is entirely inadequate.

TEACHING APPARATUS

The buildings are well provided with blackboard space, in general well-located in relation to the size of the children who must work on them. In particular this is true at the newer buildings.

The pupils' desks in the schools for the white children are of the single, non-adjustable type. Many of them are old and a considerable number are badly cut and battered but are being rapidly replaced by new desks. Provision is made for taking care of the boys and girls of "out-sizes" by

means of placing a sufficient number of extra large or extra small desks in the room as occasion demands. Modern practice is tending strongly in the direction of adjustable desks and seats with a growing sentiment in favor of movable furniture for children in school as for adults in the home. Certainly all through the growing years much care needs to be taken to see that children are seated comfortably. The particular type of desk or chair may mean little or much according to the care each teacher gives each pupil in attending to bodily comfort. The essential factor is attention to pupil welfare and this appears to be carefully given in Winston-Salem.

In schools for the colored children, the desks are largely of the patent, double, non-adjustable type. This allows overcrowding and is not conducive to easy maintenance of good order. Not only is this so, but where floor area is planned for a given number, the air space or cubical contents of the rooms is planned accordingly. If more pupils are crowded into a room than it was planned to hold then a sufficient amount of pure air cannot be given to each pupil and the children's health will suffer thereby.

In modern school house construction 16 sq. ft. of classroom floor space per pupil is the usual allowance. How far short of this Winston-Salem falls at present the following table shows.

Table showing the per cent of classrooms in the Winston-Salem schools which are below and equal to, or above standard area of floor space per pupil, based on enrollment.

	Below	Standard
White Elementary Schools	33%	67%
High School	27%	73%
Colored Elementary Schools.....	85%	15%

To put it another way, there is an actual maximum classroom floor space, if it could be properly distributed, sufficient to accommodate 4152 white children, and 1555 colored children. The total enrollment for the current year up to March 1st is 3722 for the white schools and 2181 for the colored. In view of the fact that the compulsory attendance law is not rigidly enforced the condition is deplorable, since the rooms for the colored children are already overcrowded, and too small a margin allowed for uneven distribution in the schools for white children.

This overcrowding is particularly bad in one of the high school rooms where 51 desks are crowded into a room large enough for only 45. In order to accomplish this the desks are so located that it is impossible for the teacher to stand at the allotted place and see every pupil in the room at a single glance. The room is too full and too much is expected

of a teacher when trying to work under such conditions.

The equipment in printing and in commercial branches is adequate, at least for the present. A more complete equipment for cooking and sewing is needed for the work in the elementary schools; at the high school this type of equipment is excellent. The manual training equipment is adequate for present needs. There are no science laboratories and only \$100 worth of chemicals and apparatus for class demonstration in the teaching of science. This is absolutely inadequate and insufficient. It is impossible to teach science efficiently without laboratories and apparatus. There is little use in supplying apparatus without separate rooms for laboratories and of course, laboratories without equipment are merely waste space. The provisions for the mechanical drawing class is not sufficient and the classroom is not properly adapted for such work. The tables are unsteady. the lighting is not right, and no chance is given for proper control and care of instruments or specimens of work done.

In none of the schools is there a sufficient supply of maps, globes, charts, and other teaching apparatus so necessary in these days when visual instruction is so greatly emphasized.

Some attention is paid to room libraries but not enough. The high school students are most fortunate in their proximity to the Carnegie library and in the hearty spirit of co-operation with the educational interests which pervades this institution.

HEATING AND VENTILATION

Little difficulty is encountered in providing a sufficient amount of heat for the school buildings. All the white schools are equipped with heating plants. The rooms in the colored schools are provided with unjacketed stoves. No provision is made by which to care for humidifying the air, and in the old buildings the provisions for distributing the heat are inadequate.

In the new buildings proper care has been taken to ventilate the classrooms by the use of fans forcing the air through separate ducts for each room. In these buildings also proper care has been taken to ventilate the cloakrooms and wardrobes. In the old buildings dependance must be placed on window adjustment for ventilation; in rare cases window boards are used where such a condition exists. The ventilating system for the high school is antiquated and insufficient.

The best authorities agree in calling for about 2000 cu. ft., of air per hour per pupil in the primary grades, 2500 cu. ft. per hour per pupil in the grammar grades, 3000 cu. ft. per hour per pupil in the high school. No tests were made to

determine exactly how near Winston-Salem comes to these standards but clearly in the buildings depending upon window ventilation alone such an amount of air per pupil cannot possibly be supplied, nor can the so-called "gravity systems" of ventilation be depended upon to meet these requirements.

JANITOR SERVICE

The janitor service is uniformly good. The visits for inspection were made at different times during the days and in all cases the rooms and corridors gave evidence of care and thoroughness on the part of the janitors. Some of the janitors still use the feather duster. Prepared, sanitary dust cloths should be substituted in these cases and the janitors made to use them. These cloths remove the dust, feather dusters simply change its position. Taken as a whole the work of the janitors is to be commended.

TOILETS

As a rule the toilet arrangements are only fair, though in the newer buildings they are very good. At the West school these arrangements are insufficient but the Superintendent says plans are maturing for making necessary provisions. In the new building at West End the toilet rooms are dark and not well ventilated. At the North school the odor from the toilets is offensive, the approach very bad. Dark passageways and insufficient light make the conditions very dangerous for both health and morals. The conditions in the East school are no better. The floor is dirty and wet, the approaches not satisfactory, and obscene markings appear on the walls.

Only three toilets and one urinal are provided at the Central School for 119 boys and four toilets for 92 girls. This is too small an allotment. The toilet rooms are kept scrupulously clean but do not have sufficient light. At all the other buildings conditions are very much better.

At the buildings for the colored children care is taken to watch these matters, but at Woodland Avenue, the toilets are of the open, outdoor type and ought not to be continued. Ample room is provided here in the basement of the new building for better arrangements and these should be made without delay. While the number of toilets and urinals at the Depot Street school is insufficient the authorities have done everything possible to provide ample facilities and have greatly improved the conditions which existed until recently. Present conditions are not entirely satisfactory.

The number of toilets on the whole is about right. Owing to the difference in demand according to the age of pupils no exact standard can be stated. If one toilet is provid-

ed for every 15 girls and one for every 25 boys with one urinal also for every 20 boys additional there will be no unnecessary crowding but really ample provision for almost any situation. This condition obtains in the newer buildings and practically so in the older ones.

Plenty of space, plenty of light and sunshine, are features to be considered in planning toilet arrangements for school buildings. Dark basement rooms, poorly ventilated, without sufficient space or equipment have no place in modern school buildings. Moreover, at least two sizes of seats ought to be installed in all buildings and the urinals ought to be made of hammered glass since this substance is non-absorbing and easily cleaned.

DRINKING FOUNTAINS

A sufficient number of sanitary drinking fountains have been installed in all the schools. These need careful attention in order to keep them truly sanitary and they get this attention. The outdoor, non-freezing fountains at the West End are especially commendable.

SWIMMING POOL

At the Granville school a swimming tank and shower baths were installed in the basement as forward steps in making the public schools effective community centers. Everyone gets great good and a wealth of pleasure from these pieces of school equipment. It is desirable that more ideas of this sort be built into the system.

REPAIRS

Owing to the poor quality of bricks used in the East and North school many unsightly places have appeared in the outside walls of these buildings which need attention. All the frame buildings need to be repainted if they are to be preserved and the exposed woodwork on all buildings needs painting. The walls and ceilings at the North school were poorly constructed and have had to be patched. Other places are weak or cracked and in some instances dangerous for the children. The plaster over the entire North building needs to be removed and the walls and ceilings re-plastered.

As a whole the buildings are kept in fairly good condition but there are a few broken window lights, some rotted pillars, a slight lack of attention to minor matters like cracked plastering, sprung doors, imperfect door knobs and locks, etc., which need greater care and nearly all the walls and ceilings ought to be re-tinted according to approved standards of color.

At the high school building and at both the Fairview and

Granville schools there is evidence of a slight lack of care about providing for the settling of the building after completion. Perhaps this was unavoidable but great care needs to be exercised in this matter. While this situation is not always a source of danger it may well be if not given due attention. New ground, unseasoned lumber, insufficient supports, lack of proper consideration of stresses, are all contributing factors in causing such defects.

THE HIGH SCHOOL SITUATION

Certain conditions at the High School are so important that it seems wise to discuss them in a separate section, and perhaps here is the best place.

The building is not properly located in relation to the district it serves. The high school, or at least its academic department ought to be from 1-4 to 1-8 mile further west than at present. If the plan of a junior high school were adopted the present building might serve to house it for the present and combine with it the high school industrial, commercial, and home-making departments with the thought of the building later becoming the vocational high school center.

The present building is not large enough. The ungraded class has to meet in a basement room of the Carnegie library. The place was never intended as a schoolroom and is not properly or sufficiently lighted, heated or ventilated. The very room which ought to be the brightest, best lighted, most comfortable, and best arranged, is cheerless, isolated, cold, and uncomfortable. The condition here is not fair to teacher or pupils, especially because the very *raison d'etre* of this class is to try to prolong the school life of the pupils in it; its surroundings hinder rather than help.

The commercial department has had to be moved out of the high school building and located in rooms never intended for and hence poorly adapted to any sort of school work. The pupils taking work in this department have to vibrate between these rooms and those in the High School, thereby exposing themselves to all kinds of weather and also tending to destroy that sense of relationship between culture and industry so necessary in our modern business life. The best possible has been made of a difficult situation but that best is not even good.

If the work in vocational and industrial training is to be extended and brought up to standard, which ought to be done, more room and equipment is necessary. A good start has been made in helping to develop the boy and girl gifted with manual skill and dexterity but better and more ample room must be provided for teaching the productive, decorative and

domestic arts and sciences or only mediocre results can be expected.

There are no science laboratories and no rooms available for them in the building. As a result there is little, very little science apparatus. One might as well expect to farm without a plow, or to manufacture cotten goods without machinery as to teach science without laboratories and apparatus.

There is no playground space at or near the building except as a part of one street is roped off during recess time. Not only so, but there is not even the excuse of a gymnasium or playroom to take the place of the outdoor play area. Play and recreation is as necessary for the complete development of youth as are books and libraries. More playroom is needed for the high school pupils.

All the classrooms are too large, seven are too long, five are too wide. As a result eight of the rooms have more desks in them than they ought to have, allowing the classes to be too large for the best work and overworking the teacher. A class room ought not to contain over 700 sq. ft., of floor space and not over 42 desks, 40 would be better. This space can be best proportioned by making the room 30 ft. long and 23 ft. wide. A longer room makes it difficult for the pupils at the back of the room to hear all the teacher says or to see clearly what is being put on the blackboard. If the room is wider than this and lighted from one side only, as it should be, sufficient light cannot carry to the row of desks furthest removed from the windows or to the blackboard opposite the windows. The desks should be so placed that the light may come in on the pupils left side and that the teacher may be able to see every desk or pupil at a single glance. These conditions do not obtain in the high school classrooms.

The auditorium is badly in need of repair and re-decoration. It is unfortunate that this room is on the second floor where no school auditorium should be.

The wardrobe provisions are far from ideal but much better than the situation originally was when no provision at all was made, Unventilated, open to the corridors, set off by only low partitions, jutting out into the corridors they present a hazard in case of fire or panic and an unsightly appearance as makeshift construction.

Enrollment in the high school increases around 50 pupils each year as the following figures show.

High School Enrollment

1910-11.....	202	
1911-12.....	213	11 increase
1912-13.....	230	17 "
1913-14.....	281	51 "
1914-15.....	326	45 "

1915-16.....	392	66	“
1916-17.....	437	45	“

Not only so but the tendency is all toward a still more rapid increase in enrollment. The present building is not sufficient to care for more than 440 pupils on the basis of 40 pupils to the class-room, and then no provision is made for laboratories and workrooms for special subjects.

It might be said that the high school population of Winston-Salem is increasing at a sufficient rate to demand three additional class-rooms every two years. The present building is filled to overflowing as has been stated. Within two years three more rooms will surely be needed, and probably more even if the policy of sending some of the classes to rooms outside the building is continued, which ought not to obtain.

There is at present a clear immediate demand for a minimum of one room for the ungraded class, three rooms for the commercial work, two rooms for manual training, one room for mechanical drawing, and one science laboratory. Those are the minimum and the immediate needs with the prospect of needing at least one more room within the next year to care for the increased enrollment.

RECOMMENDATIONS

For the improvement of the school plant it is recommended:

1. That the present policy of constructing two-story, brick buildings on the unit-plan and according to the best principles of school architecture be continued.
2. That no more frame building be built.
3. That the Depot Street building be abandoned and a new building be erected there as soon as possible.
4. That the Woodland Avenue brick structure be completed.
5. That a heating and ventilating system be installed for this building and proper toilet facilities be provided.
6. That proper care and forethought be taken in constructing new buildings to see that they are located in relation to the district they are to serve and in relation to car lines, factories, noisy streets, etc.
7. That the Central school building be abandoned as

soon as the present lease expires and that the district served by this school be consolidated with Granville district.

8. That playground apparatus be placed at all the schools.
9. That more adequate teaching apparatus be provided in all the schools.
10. That no more double desks be purchased for any of the schools.
11. That up-to-date heating and ventilation systems be installed in all new buildings.
12. That care be taken to secure correct and sufficient toilet facilities in all buildings.
13. That all needed repairs be made at once.
14. That a new high school building be constructed at once and that it be located with regard to the suggestions previously made about new buildings. This building is immediately necessary.

IV. THE PUPILS

NUMBERS

The magnitude of Winston-Salem's school business may be understood when one learns that in this current year there have been enrolled 3222 white children and 2139 colored children in the grade schools alone. To this can be added 414 in the high school, making a total enrollment of 5775 pupils as the supply of raw material for this business.

A better idea may be secured perhaps if one sees the actual increase in enrollment over a period of years. The following table shows the enrollment for each of the school years 1913-14, 1916-17, at each of the grade school buildings for white children. The figures in this form for the negro children are not easily obtainable but they would show a like if not a greater increase. The first column of this table shows the actual number of desks and chairs provided for the pupils enrolled.

White Schools

	No. of Sittings	ENROLLMENT			
		1916-17	1915-16	1914-15	1913-14
West End.....	973	917	892	884	808
North.....	665	758	615	647	578
Fairview.....	263	272	285	274	258
East.....	622	641	604	494	476
Central.....	230	224	227	196	185
Granville.....	456	443	408	359	300
Total.....	3209	3255.	3031	2854	2605

At a glance it is evident that there has been a very rapid increase in white enrollment during these years. In round numbers, the enrollment in the white schools has increased about 200 pupils yearly. That means about *five new rooms* are needed *every year* to meet the actual needs of natural growth. To put it another way, on the average through the year Winston-Salem needs a new schoolroom every two months to provide adequately for its normal increase in white school population alone. More vividly still, it may be

said that one new pupil has been enrolled in the white grade schools every day the schools have been in session for the past four years.

Is it any wonder then, as the table shows, the present number of desks is inadequate for the enrollment in the grade schools. If the daily attendance were what it ought to be the present seating capacity would be barely sufficient and at some of the buildings there would be greatly overcrowded rooms.

There seems little reason to expect that the year 1917-18 will see any falling off in this increase of school enrollment and some plan must be devised to meet the situation. Two ways are open for the solution of this problem. The most obvious way is to build enough new rooms to care for this increase; the other way is to see just where this increase is, i. e., during which school years and at which school centers and try to discover a way to handle the situation.

The following table shows where this increase and this congestion is the greatest for the white schools.

Table Showing Enrollment in the Different Grades of the Winston-Salem Schools Over a Period of Four Years

White Schools

	FIRST GRADE				SECOND GRADE			
	1913-14	1914-15	1915-16	1916-17	1913-14	1914-15	1915-16	1916-17
West End.....	175	198	169	175	125	111	144	136
North.....	119	122	115	125	90	100	77	83
Fairview.....	117	120	110	113	78	92	92	101
East.....	177	161	192	204	100	110	125	128
Central.....	41	68	78	81	39	37	41	33
Granville.....	104	99	112	113	57	67	76	77
Total.....	733	768	776	811	489	517	555	557
Increase.....		35	8	35		28	38	2
	THIRD GRADE				FOURTH GRADE			
	1913-14	1914-15	1915-16	1916-17	1913-14	1914-15	1915-16	1916-17
West End.....	162	154	126	142	113	138	142	134
North.....	73	76	47	98	115	126	126	130
Fairview.....	63	62	83	48				
East.....	55	84	117	111	54	59	74	79
Central.....	29	32	31	33	35	25	25	34
Granville.....	41	45	68	70	50	59	73	91
Total.....	423	453	472	502	367	407	440	228
Increase.....		30	19	30		40	37	88

Table Showing Enrollment in the Different Grades of the Winston-Salem Schools Over a Period of Four Years. (Continued.)

White Schools

	FIFTH GRADE				SIXTH GRADE			
	1913-14	1914-15	1915-16	1916-17	1913-14	1914-15	1915-16	1916-17
West End.....	110	105	119	126	84	109	117	114
North.....	86	126	102	101	60	81	82	95
Fairview.....								
East.....	38	35	44	65	26	27	30	28
Central.....	22	34	23	24	19		29	20
Granville.....	22	26	28	40	18	32	32	25
Total.....	278	296	316	356	207	249	290	282
Increase.....		18	20	40		42	41	8*

	SEVENTH GRADE			
West End.....	39	69	75	86
North.....	35	46	66	110
Fairview.....				
East.....	26	18	22	23
Central.....				
Granville.....	8	31	19	27
Total.....	215	199	204	246
Increase.....		16*	5	42

*Decrease

Clearly the increase is at no one point in the system but spread through all the grades, though the immediate difficulty appears at the North and East schools. Some of the third grade increase at the North school may be cared for at the Fairview school. This single change will not clear up the situation very much so far as meeting the 1917-18 demand is concerned. It is probable that the only relief is to be found in the so-called "platoon plan," unless the city can build more school buildings at once.

At the West End, North and East Schools, with Central and Granville consolidated, the platoon plan may be a very happy solution of the problem. The plan permits two sets of pupils to use the same building during the same day. It involves reorganization of both the teaching force and the course of study, more playground and teaching apparatus is needed, and a larger supervisory force. Even with these increased demands, however, the plan would be a cheaper solution of the overcrowding than a building program would be, and might prove most beneficial to the children judging from the experience of other cities which use it. The Superinten-

dent of Schools is familiar enough with the plan that further explanation of it need not be made in this report.

Perhaps partial relief may be secured by having one set of primary children attend school in the morning and another set attend to the same teacher in the afternoon. This would necessitate a re-arrangement of school hours for the primary teachers, more supervision of the primary work, and more pay for the primary teachers who do this extra work.

This last plan might be the best one at present in the schools for the colored children since the very large part of the overcrowding here is in the primary grades. Ultimately, a larger building program or adoption of the platoon plan must be considered for the colored children, since the colored school population is increasing rapidly.

Without doubt, this problem of rapidly increasing school population is the greatest single problem which now confronts the Winston-Salem school authorities. It reaches out into every field of the administration of the city's school system and vitally affects the future welfare of the entire population. From it evolve questions of finance, teaching force, supervisory officers, equipment, course of study, schedules, etc., which can be solved only by most careful consideration.

IN SCHOOL AND OUT

Reference has been previously made to the enrollment and attendance record of Winston-Salem. In order that this problem may be clearly set forth and Winston-Salem's record in relation to other cities of its size made known the following table has been worked out from the report of the U. S. Commissioner of Education for 1914-15, which was the last available report at the time this study was made.

Table showing per cent of school population enrolled in school and per cent of enrollment attending daily in 25 cities of the same population group as Winston-Salem, for 1914-15.

CITY	Percent Enrolled	Rank	Percent Attending	Rank
Selma, Alabama.....	47	23	84	10
Eureka, California (No Report).....				
Danbury, Connecticut.....	64	14	85	7
Columbus, Georgia.....	77	7	76	18
Galesburg, Illinois.....	52	19	86	6
Hammond, Indiana.....	61	15	61	23
Burlington, Iowa.....	70	9	88	3
Coffeyville, Kansas.....	96	4	69	22
Monroe, Louisiana.....	82	6	84	10
Peabody, Massachusetts.....	91	5	88	3
Ann Arbor, Michigan.....	75	8	85	7
St. Cloud, Minnesota.....	49	22	85	7
Hannibal, Missouri.....	58	17	81	15

Laconia, New Hampshire.....	69	10	87	5
Irvington, New Jersey (No report)				
Dunkirk, New York.....	61	15	82	14
Durham, North Carolina.....	59	18	77	17
WINSTON-SALEM, N. C.....	51	20	73	19
Lakewood, Ohio.....	69	10	90	2
Enid, Oklahoma.....	112	1	79	16
Butler, Pennsylvania.....	103	3	84	10
Cranston, Rhode Island.....	105	2	72	20
Marshall, Texas.....	69	10	71	21
Staunton, Virginia.....	68	13	83	13
Ashland, Wisconsin.....	50	21	91	1
Median.....	69		84	

Of course the Winston-Salem report includes all schools, white and colored. This is true in all the other southern states, however, and the comparison is fair even considering this fact of the other southern cities included in this table. Columbus, Ga., Monroe, Ala., Enid, Oklahoma, and Staunton, Va., all rank higher in both particulars than does Winston-Salem.

This table shows that Winston-Salem enrolls only one-half of her school population, and that only three-fourths of those enrolled are in actual daily attendance. Not only so, but in both cases Winston-Salem is much lower in actual percentage than the median per cent for the twenty-five cities. Only three cities report a lower percentage of enrollment and four report a lower percentage in attendance.

No further comment is necessary to show that Winston-Salem does not give proper care to the question of school enrollment and attendance. Too many children are not enrolled in school and too many are absent who should be in attendance.

PLACEMENT

All the forgoing has a direct effect upon the success of the school system in giving to the city full value for its school money. The Superintendent has repeatedly called attention in his annual reports to the relation between school attendance and pupil progress through the grades. Principals and teachers realize this relationship and do their utmost to remedy unfavorable conditions but they cannot do it all.

In view of what has been shown about poor attendance records and in view of the close relation existing between attendance and pupil progress it is interesting to study the number and percentages of children who are making or not making normal progress through the grades of the Winston-Salem schools.

The following tables show the enrollment of children of

different ages, the number in each grade, the number and percentage above normal age for all white schools, elementary and high, and for the colored schools. The figures are for the current year, 1916-17.

Age-Grade Distribution. Net enrollment on March 1, 1917. Number and Per cent of Pupils above Normal Age.

All White Elementary Schools

GRADE	AGE																	Total	Above Nor. Age	% Above Nor. Age
	6	7	8	9	10	11	12	13	14	15	16	17	18	19						
1	Boy'	112	131	76	44	26	7	9	2	3								410	167	41
	Girls	142	131	72	20	16	7	9	2									399	126	32
	Total	254	262	148	64	42	14	18	4	3								809	293	36
2	Boys		48	99	64	41	17	7	6	6								288	141	48
	Girls		64	103	52	28	12	8	2	1								270	103	38
	Total		112	202	116	69	29	15	8	7								558	244	43
3	Boys		10	60	75	62	39	25	19	1	1							292	147	50
	Girls		12	69	72	50	35	14	8	2	1							263	110	42
	Total		22	129	147	112	74	39	27	3	2							555	257	46
4	Boys			2	43	59	60	42	22	7	7	1						243	139	57
	Girls			8	43	64	53	35	27	4	5							239	124	52
	Total			10	86	123	113	77	49	11	12	1						482	263	54
5	Boys				1	16	35	43	39	19	13	6	2					174	122	70
	Girls					30	60	37	32	15	7	1						182	92	50
	Total				1	46	95	80	71	34	20	7	2					356	214	60
6	Boys						23	33	36	24	13	7		1				137	81	59
	Girls					1	32	41	35	25	5	2	1					142	68	48
	Total					1	55	74	71	49	18	9	1	1				279	149	53
7	Boys					1	18	35	38	19	11	2	1	1				126	72	57
	Girls						19	36	21	33	6	3	2					120	65	54
	Total					1	37	71	59	52	17	5	3	1				246	137	56
Total	Boys	112	189	237	227	204	182	177	159	98	53	25	4	2	1			1670	869	52
	Girls	142	207	252	187	189	199	163	142	68	51	9	4	2				1615	688	43
	Total	254	396	489	414	393	381	340	301	166	104	34	8	4	1			3285	1557	47

All White Elementary Schools (Continued)

GRADE	AGE										Total	Above Nor. Age	% Above Nor. Age
	12	13	14	15	16	17	18	19	20				
7			1	4	5					1	11	11	100
			3	6	2	1					12	12	100
			4	10	7	1				1	23	23	100
8	5	16	24	20	10	13	4	3			95	50	52
	1	7	17	22	11	3	2	1			64	39	61
	6	23	41	42	21	16	6	4			159	89	56
9			9	11	16	13	3	1	4		57	37	65
		1	8	22	20	4	2	1	1		59	28	47
		1	17	33	36	17	5	2	5		116	65	56
10				7	11	6	8	3			35	17	48
				10	23	7	8	1	2		51	18	35
				17	34	13	16	4	2		86	35	41
11				1	4	10	3	1	2		21	6	29
				1	11	10	8	2			32	10	31
				2	15	20	11	3	2		53	16	30
Total	5	16	34	43	46	42	18	8	7		219	121	55
	1	8	38	61	67	25	20	5	3		218	107	49
	6	24	62	104	113	67	38	13	10		437	228	52

Age-Grade Distribution. Net Enrollment on March 1, 1917. Number and Per cent of Pupils above Normal Age.

All Colored Schools

GRADE	AGE													Total	Above Nor. Age	% Above Nor. Age			
	6	7	8	9	10	11	12	13	14	15	16	17	18				19		
1	Boys	125	108	89	54	44	23	18	7	5	1	2					476	243	51
	Girls	175	125	95	53	55	27	20	6	5	3						564	264	47
	Total	300	233	184	107	99	50	38	13	10	4	2					1040	507	48
2	Boys		2	10	31	17	12	6	8	2	2						90	78	87
	Girls		16	21	29	28	21	9	5	3	2						134	97	65
	Total		18	31	60	45	33	15	13	5	4						224	175	78
3	Boys			6	15	26	14	11	13	8	1		1				95	74	78
	Girls			14	27	27	23	14	10	4	3						122	81	66
	Total			20	42	53	37	25	23	12	4		1				217	156	71
4	Boys			2	3	10	13	13	24	7	3	6	1				82	67	82
	Girls			1	5	32	21	28	15	14	5	6					127	89	70
	Total			3	8	42	34	41	39	21	8	12	1				209	156	75
5	Boys				1	4	11	12	18	9	2	7	7	1	1		73	57	78
	Girls				3	9	15	20	26	18	3	4	1	2	1		102	75	74
	Total				4	13	26	32	44	27	5	11	8	3	2		175	132	75
6	Boys						5	12	8	6	5	8	5	3	4		56	39	70
	Girls					1	17	20	19	17	5	6	3	1	1		90	52	58
	Total					1	22	32	27	23	10	14	8	4	5		146	91	62
7	Boys							1	4	11	3	2	2	1	7		31	26	84
	Girls							7	13	10	5	7	4	2	2		50	30	60
	Total							8	17	21	8	9	6	3	9		81	56	69
8	Boys							2	3	4	4	1		1			15	6	40
	Girls						1	1	8	6	6	2	4				28	12	43
	Total						1	3	11	10	10	3	4	1			43	18	42
9	Boys									3	2	4	4	1			14	9	64
	Girls							4	4	7	5	6	3	1			30	10	33
	Total							4	4	10	7	10	7	2			44	19	43
Total	Boys	125	110	107	104	101	78	75	85	55	23	30	20	6	12		932	599	64
	Girls	175	141	131	117	152	125	123	106	83	37	31	15	7	4		1247	710	60
	Total	300	251	238	221	253	203	198	191	138	60	61	35	13	16		2179	1309	60

With such figures as these as hand it would be possible to make a long and complicated dissertation. This, however, is not necessary. Suffice it here to point out one or two outstanding situations.

In the white elementary schools every other pupil, practically, is one year or more behind in normal progress through the grades, while 73 pupils, or about 2 in every 100, are *four years or more* behind schedule time. In addition to these facts is the very large amount of falling off, or dropping out from the first grade through the seventh. This last matter will be treated separately in succeeding paragraphs.

In the high school the percentage above normal age is also very large; more than 50% fail to make normal progress. Here also the number who leave school mounts far too high.

Among the colored children, where the attendance records show up so very poorly the progress through the grades likewise shows up most unfavorably. In several of the grades three out of every four pupils are from *one to seven* years behind time and in the others two out of every four are lagging from *one to nine* years in the rear. On the whole, *three* out of every *five* colored pupils fail to be promoted every year.

Of course there are many other causes besides irregular attendance which contribute to this condition in all the schools. Poor health, contagious diseases, crowded rooms which does not permit teachers an opportunity to give the necessary individual attention to pupils, insufficient teaching apparatus, etc. No one cause brings about this condition, but a long series of causes, attention to which has been and will be called in this report.

While it is costly to provide all these correct teaching conditions, it is much more costly to have one-half the entire student body lagging behind in their work, repeating work already gone over once.

Exactly how much worse this condition is in Winston-Salem than elsewhere can be illustrated by the following table which compares the situation in the white elementary schools with the schools in eight other cities of like size. Comment upon the comparison is unnecessary.

It is not to be expected that of every 100 pupils who enter the first grade an equal number will reach the seventh grade or enter the high school. Some of these children will move away, some may die, others may move into the district, etc. In order to provide for such conditions in making comparative studies the standard by which to judge the amount of elimination in any system is the so-called "larg-

Table showing comparison of Winston-Salem with eight other cities in its population group with respect to the per cent of over-age and under-age pupils

White Elementary Schools

CITIES	Of Normal Age		Under Age		Over Age 1 Year		2 Years		3 Years		4 Years or More		Total		
	B	G	B	G	B	G	B	G	B	G	B	G	B	G	
	Danbury, Connecticut.....	52.3	56.1	12.8	13.2	19.5	18.0	8.9	8.4	4.2	2.7	2.3	2.3	1.6	34.9
Columbus, Georgia.....	41.1	41.0	.5	.5	24.6	24.7	16.7	15.8	9.8	10.2	7.3	7.3	7.8	58.4	58.5
Galesburg, Illinois.....	66.5	71.9	3.1	3.1	19.9	16.9	6.6	5.5	2.5	2.0	1.4	1.4	.6	30.4	25.0
Peabody, Massachusetts.....	56.8	48.1	25.3	33.7	11.7	11.2	4.1	4.6	1.5	1.7	.6	.7	.7	17.9	18.2
Ann Arbor, Michigan.....	56.3	66.2	6.5	7.5	19.1	17.0	11.3	6.0	4.8	2.8	2.0	2.0	.5	37.2	26.3
Irvington, New Jersey.....	55.3	55.3	9.8	21.8	20.4	15.2	11.0	5.6	2.7	1.5	.8	.6	.6	34.9	22.9
Dunkirk, New York.....	51.6	56.9	4.4	13.0	17.6	18.7	10.2	8.4	3.1	2.2	3.1	3.1	.8	34.0	30.1
Enid, Oklahoma.....	55.6	54.3	1.2	2.6	22.7	16.7	11.5	11.8	6.0	4.3	3.0	3.0	.3	43.2	33.1
WINSTON-SALEM, N. C.....	47.1	22.7	.8	1.3	22.7	19.7	14.8	12.9	7.9	5.8	6.5	6.5	4.0	51.9	42.4
Median.....	55.3	56.9	14.4	7.5	19.9	17.0	11.0	8.4	4.2	2.7	2.3	2.3	.7	34.9	30.1
High.....	66.5	71.9	25.3	33.7	24.6	24.7	16.7	15.8	9.8	10.2	7.3	7.3	7.8	58.4	58.5
Low.....	41.1	41.0	.5	.5	11.7	11.2	4.1	9.6	1.5	1.5	.6	.6	.3	17.9	22.9



est age group." This is the largest number of children of any one age in a school system for any one given school year. Comparison of one system with another is made by finding the *percentage* relation between the number in this largest age group and the number in each of the grades in the several schools compared. In theory the percentage relation should be 100 for all the grades. Where it is more than this a corresponding amount of retardation is evident. Where it is less than this a corresponding amount of elimination is shown.

The following table compares Winston-Salem with eight other cities of its own population group in this way for both the white and the negro schools.

Table showing the percentage relation between the largest age group and the number found in each grade in Winston-Salem compared with certain other cities of like size.

White Schools

CITIES	Largest Age Gr.	Elementary School Grades								H. S. Years				
		1	2	3	4	5	6	7	8	1	2	3	4	
Danbury, Conn.....	B	142	117	149	122	139	115	92	58	43	49	25	14	
	G	130	102	137	124	146	90	89	72	44	61	43	18	
Columbus, Ga.....	B	174	126	121	134	95	69	54	36		32	18	7	4
	G	194	166	105	119	104	80	52	47		41	28	11	5
Galesburg, Ill.....	B	169	138	92	114	104	92	103	77	64	63	43	32	25
	G	170	127	104	108	91	101	93	91	68	67	64	78	32
Peabody, Mass.....	B	113	146	92	80	100	92	95	91	75	38	24	17	20
	G	105	158	86	90	98	107	95	80	56	36	26	19	20
Ann Arbor, Mich.....	B	100	180	98	124	100	112	87	101	75	97	59	52	107
	G	98	190	69	85	117	86	108	90	101	108	79	61	61
Irvington, N. J.....	B	93	152	135	133	126	107	76	54	54	29	8	4	3
	G	104	114	132	106	93	74	82	61	29	41	7	4	2
Dunkirk, N. Y.....	B	103	152	113	89	103	78	87	71	61	44	37	7	10
	G	140	114	81	66	69	61	49	51	50	19	23	24	9
Enid, Oklahoma.....	B	104	141	94	108	145	125	63	69	56	48	12	15	3
	G	101	124	72	125	117	131	97	82	87	74	34	33	12
Winston-Salem, N. C....	B	131	313	219	223	186	133	104	96		72	43	26	16
	G	142	280	190	185	168	128	100	84		45	41	35	22
Median.....	B	113	146	113	122	104	107	87	71	61	48	25	15	15
	G	130	127	104	108	104	90	93	80	56	45	34	24	16
High.....	B	169	313	219	223	186	133	104	101	75	97	59	52	107
	G	194	280	137	185	168	128	108	91	101	108	64	61	61
Low.....	B	93	117	92	80	100	78	54	36	43	29	8	4	3
	G	98	102	72	66	91	61	49	47	29	29	7	4	2

Table showing the percentage relations between the largest age group and the number found in each grade in Winston-Salem compared with certain other cities of like size.

Negro Schools

CITIES	Largest Age Gr.	Elementary School Year								H. S. Year				
		1	2	3	4	5	6	7	8	1	2	3	4	
Danbury, Conn.-----	B	142	117	149	122	139	115	92	58	43	49	25	14	
	G	130	102	137	124	146	90	89	72	44	61	43	18	
Columbus, Ga.-----	B	147	126	121	134	95	69	54	36		32	18	7	4
	G	194	166	105	119	104	80	52	47		41	28	11	5
Galesburg, Ill.-----	B	169	128	92	114	104	92	103	77	64	63	43	32	25
	G	170	127	104	108	91	100	93	91	68	77	64	78	32
Peabody, Mass.-----	B	103	146	92	80	100	92	95	91	75	38	24	17	20
	G	105	158	86	90	98	107	95	80	56	36	26	19	20
Ann Arbor, Mich.-----	B	100	180	98	124	100	112	87	101	75	97	59	52	107
	G	98	190	69	85	117	86	118	90	101	108	79	61	57
Irvington, N. J.-----	B	93	152	135	133	126	107	76	54	54	29	8	4	3
	G	104	114	132	106	93	74	82	61	29	41	7	4	2
Dunkirk, N. Y.-----	B	103	152	113	89	103	78	87	71	61	44	37	7	10
	G	140	114	81	66	69	61	49	51	50	19	23	24	9
Enid, Oklahoma-----	B	104	141	94	108	145	125	63	69	56	48	12	15	3
	G	101	124	72	125	117	131	97	82	87	74	34	33	12
Winston-Salem, N. C.---	B	125	381	72	76	66	58	45	25		12	11		
	G	175	322	76	70	73	58	51	28		16	17		
Median-----	B	113	146	98	114	103	92	87	69	61	44	24	14½	10
	G	130	127	86	106	98	86	89	72	56	41	28	21½	12
High-----	B	169	381	149	133	145	125	103	101	75	97	43	52	107
	G	194	322	137	125	117	131	108	91	101	108	64	78	61
Low-----	B	93	117	74	76	66	58	45	25	43	12	8	4	3
	G	98	102	69	66	69	58	49	28	29	16	7	4	2

These tables show very clearly that in the white schools there is an unusual number of repeaters in the first five grades and a rapid dropping out from the seventh grade on through the high school. In the negro schools the first grade percentage shows up a great number of repeaters and elimination or dropping out begins at once in great numbers with the second grade continuing on through the two years of high school work offered the negroes.

These are the facts. What the actual causes are in the

case of Winston-Salem can be determined only by a very careful and systematic investigation of the course of study and methods of teaching. The working conditions as set forth in this report doubtless contribute to the present situation but they are probably not fundamental. It is possible that more provision needs to be made for opportunity to give individual attention to many pupils by some plan of special teachers, part time classes, vacation schools, more flexible promotion, or some other of the various means now used in handling the problem of retardation and elimination. As has been said, the Superintendent has recognized and set forth this condition of affairs in his annual reports and the time seems to be at hand when something needs to be done about it. What shall be done rests with the city's delegated school authorities.

RECOMMENDATION

It seems wise, therefore:

That the course of study and methods of teaching employed in the schools be carefully investigated with the idea in mind of making such changes in these two respects and in respect to teaching conditions in general as will serve to prevent so great an amount of retardation and elimination.

V. THE TEACHING STAFF AND SUPERVISORY OFFICERS

By DR. J. H. JOHNSTON

The present teaching staff of the Winston-Salem schools includes 142 teachers. Of these, 106 are white and 36 are colored.

The following tables show the important facts regarding these teachers. The items recorded for each teacher in order are: Grade or subject taught, School, Sex, Color, Age, Years Training, Experience (in teaching) in Winston-Salem, Experience (in teaching) Elsewhere, Salary Now, and Salary 1913, (the year Winston and Salem were consolidated.)

TABLE I.
ELEMENTARY SCHOOL TEACHERS
WHITE

	Grade or Subject	School	Sex	Color	Age	Years Training		Experience		Present Salary	Salary to Begin
						College	Normal	Winston-Salem	Elsewhere		
1	1	Gran.	F	W	40	4		1	18	\$450.00	\$450.00
2	1	Gran.	F	W	40	2		8	6	517.00	427.50
3	1	Gran.	F	W	40		2½	2	16	495.00	472.50
4	2	Gran.	F	W	26	6		4	3	472.50	405.00
5	2	Gran.	F	W	28	3		2	8	495.00	450.00
6	3	Gran.	F	W	23	4		4	4	405.00	225.00
7	3	Gran.	F	W	22	3		2	2	450.00	405.00
8	4	Gran.	F	W	26	5		3	3	495.00	450.00
9	4	Gran.	F	W	27	2		4	3	495.00	427.50
10	3	Gran.	F	W	28			3	14	495.00	450.00
11	5	Gran.	F	W	30	3		4	5	562.50	495.00
12	7	Gran.	F	W	25	4		2	3	562.50	540.00
13	1	Cen.	F	W	35	3		2	14	585.00	540.00
14	1	Cen.	F	W	21	3		1		572.50	
15	2	Cen.	F	W	23	6		3		517.50	450.00
16	3	Cen.	F	W	24	3		4		517.50	450.00
17	4	Cen.	F	W	28		4	3	5	585.00	495.00

TABLE I.—CONTINUED

	Grade or Subject	School	Sex	Color	Age	Years Training		Experience		Present Salary	Salary to Begin
						College	Normal	Winston-Salem	Elsewhere		
18	5	Cen.	F	W	34			2	12	540.00	540.00
19	6	Cen.	F	W	26	2		4	2	585.00	495.00
20	1	East	F	W	31			7	2½	517.50	400.00
21	1	East	F	W	32			3	8	562.50	495.00
22	1	East	F	W	29			3	4	562.50	495.00
23	1	East	F	W	22	3		1	1	495.00	
24	2	East	F	W	22	2		2		472.50	450.00
25	2	East	F	W	27		4	10		517.50	427.50
26	2	East	F	W	30			2	8	517.50	495.00
27	3	East	F	W	23	3		1	4	495.00	
28	3	East	F	W	22	2		2	2	495.00	
29	3	East	F	W	30	2		5	5	562.50	495.00
30	4	East	F	W	31		5	4	4	562.50	472.50
31	4	East	F	W	48	4		20	2	562.50	495.00
32	5	East	F	W	23	4		3		495.00	360.00
33	5	East	F	W	30	2		5	2	317.50	427.50
34	6	East	F	W	35	4		13		585.00	540.00
35	7	East	F	W	22	2		2	3	562.50	495.00
36	Asst.	East	F	W	22	4		1		270.00	
37	1	Fair	F	W	35	4		4	10	657.50	495.00
38	1	Fair	F	W	28		4	1	5	540.00	
39	1	Fair	F	W	26	2		6		405.00	315.00
40	2	Fair	F	W	22	2		2		405.00	315.00
41	2	Fair	F	W	24	2½		2	4	450.00	405.00
42	2	Fair	F	W	29	3		2	7	540.00	540.00
43	3	Fair	F	W	25		5	4	2	495.00	405.00
44	Asst	Fair	F	W	22	2		2	1	382.50	360.00
45	1	North	F	W	25	3		6		\$495.00	\$360.00
46	1	North	F	W	26	2		7		517.50	382.50
47	1	North	F	W	25	3		5		427.50	315.00
48	2	North	F	W	25	1		7		472.50	360.00
49	2	North	F	W	24	5		1	4	405.00	
50	3	North	F	W	22	3		1	3	450.00	
51	3	North	F	W	26	2		7	1	472.50	360.00
52	4	North	F	W	26	2		7	1	472.50	382.50
53	4	North	F	W	24	4		1	3	450.00	
54	4	North	F	W	34	2		16		540.00	472.50
55	5	North	F	W	27	3		3	4	540.00	495.00
56	5	North	F	W	25	3		6		495.00	337.50
57	6	North	F	W	21	4		1	1	472.50	
58	6	North	F	W	21	4		1½	2½	495.00	450.00
59	7	North	F	W	30	4		2	6	517.50	495.00
60	7	North	F	W	42	4		4	1	585.00	450.00

TABLE I.—CONTINUED

	Grade or Subject	School	Sex	Color	Age	Years Training		Experience		Present Salary	Salary to Begin
						College	Normal	Winston-Salem	Elsewhere		
61	7	North	F	W	26	3		4	2	585.00	495.00
62	Asst	North	F	W	25	2		5		450.00	337.50
63	1	West	F	W	40	2		12	10	607.50	540.00
64	1	West	F	W	29	2		9		540.00	450.00
65	1	West	F	W	25	2		3½		427.50	315.00
66	1	West	F	W	23	1		4		360.00	225.00
67	2	West	F	W	36	3		13		630.00	540.00
68	2	West	F	W	27	2		7		540.00	450.00
69	2	West	F	W	23	5		3		360.00	225.00
70	2	West	F	W	26	3		6		450.00	337.50
71	3	West	F	W	25	4		2	1	540.00	540.00
72	3	West	F	W	33	4		7	4	517.50	427.50
73	3	West	F	W	22		2	2		405.00	360.00
74	3	West	F	W	30	5	2	5	5	562.50	472.50
75	4	West	F	W	26	5		1	4	495.00	
76	4	West	F	W	30			5	5	562.50	495.00
77	4	West	F	W	24	3		1	2	450.00	
78	4	West	F	W	29	2		4	4	450.00	405.00
79	5	West	F	W	24	4		3	3	495.00	450.00
80	5	West	F	W	24	4		2	1	540.00	495.00
81	5	West	F	W	24	4		1	2	540.00	
82	6	West	F	W	36	4		7	9	585.00	495.00
83	6	West	F	W	30	3		3	6	540.00	495.00
84	6	West	F	W	30	4		4	5	585.00	495.00
85	7	West	F	W	25	4		3	2	585.00	540.00
86	7	West	F	W	27	5		1	7	540.00	
87	Asst	West	F	W	23	3		1	2	360.00	

TABLE II.
ELEMENTARY SCHOOL TEACHERS
COLORED

	Grade or Subject	School	Sex	Color	Age	Years Training		Experience		Present Salary	Salary to 5Begin
						College	Normal	Winston-Salem	Elsewhere		
88	5	O. S.	M	C	40	4		4	15	\$446.25	\$382.50
89	1	O. S.	F	C	38		3	4	12	297.50	212.50
90	1B 2	O. S.	F	C	28		4	4	6	233.75	170.00
91	1A 2	O. S.	F	C	24		4	4	2	233.75	170.00
92	1A 1	O. S.	F	C	21		3	2	1	233.75	212.50
93	1A 1	O. S.	F	C	23		3	4		233.75	170.00
94	2A3A	O. S.	F	C	23		3	3		255.00	170.00
95	4A	O. S.	F	C	37			3	2	233.75	212.50
96	7	C. H.	F	C	40		4	15		382.50	318.75
97	1B	C. H.	F	C	36		6	4	11	382.50	340.00
98	1 & 2	C. H.	F	C	24		4	6		318.75	255.00
99	3	C. H.	F	C	30	4		5	3	318.75	297.50
100	4	C. H.	F	C	23		3	1		297.50	
101	5	C. H.	F	C	25		4	2	1	318.75	297.50
102	6	C. H.	F	C	27	4		2	4	318.75	297.50
103	9	D. S.	M	C	55	4		16	10	722.50	701.25
104	1B	D. S.	F	C	39		3	21		382.50	361.25
105	1A	D. S.	F	C	26	5		5	2	297.50	233.75
106	1B	D. S.	F	C	27		2	9		318.75	276.25
107	1A	D. S.	F	C	23		6	2		297.50	276.25
108	2	D. S.	F	C	27		2	10		297.50	255.00
109	3	D. S.	F	C	21		4	2		212.50	170.00
110	4	D. S.	F	C	28		4	5	1	255.00	233.75
111	5	D. S.	F	C	28		2	1	11	276.25	
112	6A	D. S.	F	C	28		3	9	2	318.75	276.25
113	8 & 7	D. S.	F	C	30		3	9	4	340.00	276.25
114	8	D. S.	F	C	34		5	5	9	318.75	255.00
115	1 B1	W. A.	F	C	36		2	7	3	318.75	255.00
116	1 B2	W. A.	F	C	47		6	5	13	233.75	212.50
117	1 B3	W. A.	F	C	31		4	10		318.75	297.50
118	1A	W. A.	F	C	28		6	7		340.00	276.15
119	1A	W. A.	F	C	24		3	1	5	233.75	
120	1 A2	W. A.	F	C	23		2	5	2	297.50	255.00
121	2	W. A.	F	C	22	2		4		255.00	170.00
122	3 1	W. A.	F	C	21	4		3		233.75	170.00
123	3	W. A.	F	C	23	2		6		276.25	233.75
124	4	W. A.	F	C	28		3	5	5	318.75	255.00
125	5	W. A.	F	C	38		6	7	7	297.50	255.00

TABLE III.
HIGH SCHOOL TEACHERS
WHITE

	Grade or Subject	Sex	Color	Age	Years Training		Experience		Present Salary	Salary to Begin
					College	Normal	Winston-Salem	Elsewhere		
126	Math.....	M	W	26	4		5		1125.00	\$990.00
127	Mod. L.....	M	W	24	5		1		900.00	
128	History.....	M	W	25	5		1	2	900.00	
129	Science.....	M	W	24	4		1		855.00	
130	English.....	F	W	36	3		20	2	720.00	630.00
131	History.....	F	W	35	3		10	7	675.00	585.00
132	Math.....	F	W	25	4		3	1	630.00	585.00
133	Math.....	F	W	26	4		2	4	630.00	485.00
134	Latin.....	F	W	30	2		3	6	630.00	540.00
135	English.....	F	W	40	3½		1	19	630.00	
136	Latin.....	F	W	26	4		1	4	630.00	
137	Com.....	F	W	30	1		7	2	900.00	810.00
138	Com.....	F	W	22			1		495.00	
139	Dom. Science..	F	W	27	1		3	2	810.00	720.00
140	Man. Training..	M	W	40			2		1200.00	960.00
141	Printing.....	M	W	32			1		1300.00	
142	Intr. High.....	F	W	28	5		2	7	630.00	585.00

EXPLANATION OF THE TABLES

H. S. is used as an abbreviation for high school in the second item of the tables. All of the other schools are elementary schools. Schools, "O. S.," "D. S.," "C. H.," and "W. A.," are negro schools. All of the others are white schools.

Under Years Training, "Col." represents college and "Nor." represents normal school. The State Normal College has been represented in the tables as a college rather than as a normal school, as the grade of instruction offered there cannot fairly be ranked with that offered at the typical normal school. The salaries paid before 1913 are not shown, as this was the year of the consolidation of Winston and Salem and consequently the first year of the operation of the present system as a unit.

EXPERIENCE

The central tendency in the experience of Winston-Salem teachers shows nothing surprising. The median number of years total teaching experience among these teachers is practically seven. The median number of years teaching experience in Winston-Salem is barely four years. The median age of the teachers is a little below twenty-seven.

APPOINTMENT

The teachers are recommended for one-year terms by the City Superintendent of Schools, in consultation with the principals of the schools concerned. Acting on these recommendations the Board of School Commissioners appoint the teachers.

In practice this system has worked well, the superintendent and the present board having established excellent working relations with one another. However, there is nothing to prevent at any time the members of the Board themselves recommending and electing teachers without regard to the Superintendent, and it is quite possible that with a different board or a different superintendent the board may assume the duty of choosing teachers, which is certainly a function of the superintendent. It should be formulated as one of the rules governing school affairs and clearly understood by both superintendent and board that the selection of teachers is a function of the superintendent, to be exercised in co-operation with the principals, and that the function of the board in this matter is to affirm, or perhaps in rare instances, to reject. If the board has acted wisely in selecting the superintendent it will seldom find it necessary to reject the teachers of his choice.

The superintendent is the man whose business it is to

know how to distinguish good and poor teachers. He will be help responsible for the successful operation of his school system, which of course depends finally on the teaching corps more than on anything else, and he should be given the freedom and the responsibility of selecting his teaching staff.

The board should be made up of a body of men selected for their ability to formulate large school policies and to direct the administration of a school system along the lines of sound business policy. They should be, therefore, good business men. They cannot be expected to be educational experts.

One of their most important duties is the selection of a superintendent of schools. To this superintendent of their choice they should leave those matters which demand professional knowledge, and one such matter, obviously, is the selection of teachers.

QUALIFICATIONS OF TEACHERS FOR APPOINTMENT

Winston-Salem has set rather high standards in the amount of training required of teachers for appointment to positions in the system.

For the past few years the rule has been that no new teacher is appointed to a position in the elementary school who has not completed a high school course and had at least two years of work in a normal school, except in a few cases in which the candidates have had a number of years successful teaching experience.

No new teacher is appointed to a position in the high school who has not completed the work of a college, normal school, or university. The exceptions to this rule are the teachers of commercial training, printing and domestic science work. The two other teachers in the high school who have less than four years' college or normal training are teachers who have served in the Winston-Salem system ten and twenty years, respectively. These teachers were appointed some years before the beginning of the present superintendent's administration. On the whole, the professional requirements for appointment to teaching positions in the Winston-Salem system are reasonably high.

Sixty-seven of the eighty-seven elementary teachers are natives of North Carolina, thirty-two are natives of Forsyth county, and thirty are natives of Winston-Salem.

Eleven of the seventeen high school teachers are natives of North Carolina, two are natives of Winston-Salem.

Of the thirty-six negro teachers, thirty are natives of North Carolina, eleven are natives of Forsyth county, and eleven are natives of Winston-Salem.

There is little evidence here of the process of "inbreeding of teachers" or the partiality to home talent that has been found in some of the recent surveys of school systems. It is well for Winston-Salem that she has adopted the policy of employing the kind of teachers desired, wherever they may be found. The number of natives of Winston-Salem and of Forsyth County on the teaching staff of the white schools is comparatively small, especially so, considering the location of Salem College.

SALARIES

The average annual salary of white teachers (all women) is \$500. The average salary for men teachers in the high school is \$1,000. The average salary for women teachers in the high school is \$675.00. The following table shows the salaries paid teachers in a number of cities throughout the country. All of these cities are classed in the same group with Winston-Salem on the basis of population, in the latest report of the United States Commissioner of Education. This is the same group of cities used in comparison with Winston-Salem throughout the report.

The following table has been compiled from data found in the 1916 Report of the Commissioner, which report includes statistics covering the school year 1914-15. It shows the average annual salaries paid elementary school teachers in each of the twenty-five cities.

Eureka, Cal.	\$980.00	Butler, Pa.	\$615.00
Lakewood, Ohio	907.00	Columbus, Ga.	588.00
Irvington, N. J.	861.00	Enid, Okla.	563.00
Hammond, Ind.	851.00	Selma, Ala.	562.00
Ann Arbor, Mich.	764.00	Marshall, Texas	554.00
Ashland, Wis.	691.00	Coffeyville, Kan.	531.00
St. Cloud, Minn.	682.00	Kranston, R. I.	508.00
Dunkirk, N. Y.	680.00	Staunton, Va.	492.90
Laconia, N. H.	673.00	Durham, N. C.	492.00
Burlington, Iowa	670.00	Hannibal, Mo.	488.00
Danbury, Conn.	657.00	Monroe, La.	446.00
Galesburg, Ill.	643.00		
Peabody, Mass.	631.00	WINSTON-SALEM, N. C. ...	428.00

In this group of cities, which represents a purely random sampling of the cities of this size throughout the country, Winston-Salem ranks at the bottom of the list in salaries paid to its elementary-school teachers. The average salary in Winston-Salem during the present year, \$500, is somewhat higher than that for 1914-15, shown in the foregoing table. But the salaries in the other cities during the past two years have likewise increased, and Winston-Salem's ranking in the list is probably not much different from what it was two years ago.

Winston-Salem compares more favorably with other cit-

ies of its size in North Carolina and throughout the South than with the cities of the foregoing list, but with its large per capita wealth it should be able to pay its teachers salaries equal to those of cities at all near its size the country over. The city needs a minimum teacher-salary schedule. It has within recent years established in practice minimum requirements for appointment to teaching positions which insure a fairly high grade of professional preparation on the part of teachers entering the system. It should now institute a minimum salary schedule which will guarantee to incoming teachers a comfortable living wage.

The surveyors of the Butte, Montana, school system recommended the following schedule for that city: (Butte's population, according to the 1910 census, was 39,161, not very much greater than the population of Winston-Salem.) For elementary school teachers who are qualified by professional training and experience, (as all Winston-Salem teachers must be) a beginning salary of \$900.00 per year and increasing automatically by annual increments of \$50.00 to the sum of \$1000.00.

For high school teachers the surveyors recommend a minimum salary of \$1250.00 to be increased by \$50.00 annually until \$1400.00 is reached.

Winston-Salem should not at once attempt so ambitious a program as this, but she might well afford to fix her minimum beginning salaries at \$500, for elementary school teachers, the present average salary, and at \$700 and \$900, respectively for women and men teachers in the high school.

In the negro schools the present average annual salary of \$300 might well be adopted as the minimum salary. The present members of the teaching staff in the negro schools of Winston-Salem are, on the whole, teachers with a considerable amount of professional training, the majority of them having had four years or more of normal training. They surely deserve an increase in salary, as well as better conditions for work; particularly less crowded rooms, as suggested in another section of this report.

The white men principals are the most favored class of school officers in the system in regard to salary, considering the conditions under which they work, but this does not mean that their status is what it should be. The salaries for the three men principals are \$1100, \$1400, and \$1525, respectively. The salaries of the two women principals are \$855.00 and \$922.50, respectively.

All of the principals in Winston-Salem should be men. The administrative and supervisory duties of a school principal can almost always be better carried out by men teachers than by women teachers. Not only do men exert a

stronger influence over the pupils but they can, as a rule, secure better co-operation and they have less jealousy and opposition to contend with among their women teachers. Many men who are mediocre as teachers make good principals when they are not required to teach, as the principals in the Winston-Salem school at present are not. In a city so largely composed of industrial workers, as in Winston-Salem, the type of pupil population perhaps especially demands men as principals, in the interests of discipline.

The duties and responsibilities of principals vary so widely in schools of various sizes that there should be a rather wide range in salaries. However, a conservative minimum salary should be fixed at not less than \$1000. This rather low minimum should not be allowed to influence the increase in the larger schools, where the present salaries need to be gradually enlarged.

The principalship of the high school is a responsible position, and will increase steadily in importance as the school population grows, as new vocational departments are introduced, and as the present departments expand. The minimum beginning salary of the principal of the high school could safely be placed at \$1600.

In all of the recommendations regarding minimum salaries it is intended that they should be accompanied by provisions for increases on definite bases. These provisions should be something like the following:

For elementary teachers an annual increase of \$50.00 for two years, after a probationary period of two years for inexperienced teachers. After the salary of \$500.00 is reached a further increase should be allowed for each of three summers spent at approved summer schools in courses approved by the superintendent. A further increase of \$100 in annual salary should be allowed for each year of absence on leave during which the teacher attends an institution approved by the superintendent, and devotes herself to further professional study.

In the case of high school teachers, the increases allowed for summer schools and years of study should be \$75 and \$150, respectively. For principals, the salary for the same kind of efforts toward professional growth should be \$100 and \$200, respectively. And for negro teachers the increases on the same bases should be \$25 and \$50, respectively. It seems hardly necessary as yet to suggest a maximum salary schedule for Winston-Salem.

HOURS OF TEACHING

In point of hours taught per day the Winston-Salem teachers are well within the limits prescribed by such well-

recognized standardizing associations as The North Central Association. All teachers in the high school teach five recitations per day. These periods are 40-45 minutes long. No white elementary teachers teach more than one grade. In no case does a teacher in the high school teach more than one subject.

The average number of recitation periods taught by elementary school teachers is six per day. The length of these periods is thirty minutes.

There are seven regular recitation periods in the high school day, but every teacher has two study periods.

On the whole the amount of teaching required of teachers in Winston is very reasonable.

SUPERVISION

It is appropriate to repeat here the recommendation found in another section of this report. The Superintendent should be relieved of much of the business management and clerical work which now, in the absence of a business manager and adequate office help, falls to his lot.

The Superintendent is a comparatively highly paid school man. He is paid for expert knowledge as to the general management and administration of a school system and in the selection and supervision of teachers. The city cannot afford to allow such an officer to occupy his time with office duties and clerical work which could be done as well by less costly help.

In one respect, the Winston-Salem schools are unusually fortunate with regard to supervision. The principals have no regular teaching to do, and hence have time for real supervision. Very few towns the size of Winston-Salem have gone so far in the direction of making their principals (elementary and high school) real supervisory officers. A common practice in good school systems of approximately the size of Winston-Salem is to have the principal teach at least one class. This need not interfere seriously with the duties of the principal and it is valuable in keeping the principal in closer contact with the pupils and their work.

The bulk of the supervisory work must be left to the principals, of course, but the superintendent should be able to get around to the various schools at frequent intervals, confer with the principals regarding who, in the opinion of the principal, need special attention, and occasionally to visit the rooms and see for himself the kind of work which his teachers are doing.

TLACHER RATING

The teacher-rating scale in use in Winston-Salem is a

modification of the Boyce Scale.* The scoring of the various teachers is made on this scale and the rating is kept as a permanent record. Such a record is useful, but the principals should have a rating scale or form to use co-operatively with the teachers on individual recitations. In other words, both the principal and the teacher need some short list of items which comprises the elements of good teaching, and they need to use this list in forming their judgments of the recitation.

TEACHER PROMOTION

Promotion consists principally of increase in salary. This increase in salary is often accompanied by transfer to the next higher grade, however, and this change is also considered an advance or promotion.

Promotion depends most largely upon successful experience. While this is perhaps the best basis it should not be the only one. Recognition should be given to continued professional growth in both the form of study in the summer schools of American colleges and universities and study during leave of absence in attendance at American or foreign educational institutions. Not only should some definite increase in salary be allowed for satisfactory completion of courses in a summer school or during the regular term of some approved educational institution, but such study should be allowed toward qualifying one for high positions in the system (i. e. teachers might thus pass sometimes from the elementary school to the high school.)

TEACHERS' MEETINGS

A course of professional reading of a helpful sort is carried on in the general teachers' meeting under the leadership of the superintendent. However, teachers should be encouraged to do much more professional reading than can be in any way covered in these one-hour meetings.

Some financial distinction should certainly be made between teachers who try to keep themselves informed regarding modern theory and practice in school work and those who do not.

Besides the general monthly teachers' meeting under the direction of the superintendent, the teachers in each school come together as a body in semi-monthly meetings, or oftener. These meetings should provide the opportunity for some intensive study of important phases of educational theory and school practice. The principal should be the leader. He should feel the responsibility for a definite and well-planned program for each meeting and for some prac-

*See Fourteenth Yearbook of the National Society for the Study of Education.

tical and fruitful results in the improvement of the work of his school.

These meetings provide an excellent opportunity for planning co-operative experiments in methods as well as in valuable reading and study. It is through the work of just such bodies as these that modern educational theories are to be tested.

There are still other meetings, in which teachers of certain grades come together and discuss the special problem relating to their particular grade of work. These meetings should be better organized and more frequent. Their usefulness could be greatly increased by having specialists or supervisors in the various grades, and in the different types of work, to meet with the respective groups.

SPECIAL SUPERVISORS

The city is unfortunate in having no special supervisors. Such supervisors are especially necessary in music and drawing if these are to be included as a regular part of the grade work, as they should be.

It is recommended in this report that the principals teach at least one class. Perhaps two classes added to their administrative and supervisory duties would not be oppressive. Such an arrangement is good in itself, and incidentally it would make easier the employment of special supervisors.

SIZE OF CLASSES

The high school pupils are by no means evenly distributed among the various teachers, as the following table shows. In this table, the number in a parenthesis indicate the total number (boys and girls) enrolled by each teacher and the total number in average daily attendance with the corresponding teachers.*

TABLE IV.—WINSTON-SALEM CITY SCHOOLS—HIGH

Grade	Teacher's Name	Enrollment			Av. Daily Attend.			No. of Desks Singles
		B	G	Total	B	G	Total	
11	Moore	21	32	53	19	30	49	51
10G	Wiley		51	51		45	45	48
10B	Edwards	35		35	32		32	35
9C	Whitescarver	25	26	51	20	21	41	48
9A1	Miller	32		32	26		26	38
8A2	Baugham		33	33		29	29	47
8A3	Wright	17	7	24	12	5	17	45
8C1	Viele		25	25		20	20	51
8C2	Jeter	37		37	31		31	37
8A2	Hildebrand		32	32		30	30	40
8A1	Mahaffey	41		41	39		39	45
Int. H. S.	Royster	11	12		6	10		27

*Similar tables for the elementary school were omitted for lack of space.

The number enrolled per teacher ranges from 20 to 53, while the number in average daily attendance ranges from 17 to 45. Forty-five pupils is too large a number for the most efficient work in high school, while a class of 17 involves a waste of both in room space and in the time of the teacher. The former criticism is true to some extent of the classes of 39, 39, and 41 pupils respectively, and the latter criticism is true, to some extent, of the class of 20.

On the whole the classes of the white elementary schools are of a desirable size. Only two of the rooms have more than 40 pupils and only four have less than 20.

THE NEGRO SCHOOLS

It is in the negro schools that the size of class is a serious and a pressing problem. The worst conditions prevail in the Depot Street School.

The following table will show clearly the crowded conditions of rooms in the negro schools:

TABLE V

Size of Class	No. of Classes
10-19 pupils	2
20-24 "	2
25-29 "	4
30-34 "	12
35-39 "	6
40-44 "	7
45-49 "	4
50 "	1
	38

The range in size of these classes is from 12 to 92. Some way should certainly be devised to cut down the numbers of the classes which have more than 40, preferably all which have more than 35. On the other hand the teachers who are teaching classes of 12 to 17, respectively, are largely wasting time.

But besides the poor teaching which must result from the overcrowded condition in some of the rooms another most serious result is evident when one compares the enrollment with the average daily attendance. A number of these teachers in negro schools enroll as many as 80 pupils. It is impossible, with the present teaching force, building and equipment to put into force the compulsory attendance law. The rooms could not in many cases seat all of the pupils enrolled. As elsewhere stated, this condition is intolerable.

A redistribution of children would probably be practicable now, as a means of relieving the already overcrowded classes. But when the large body of children now enrolled

and not attending school, is brought into the school more rooms and more teachers will have to be provided. They should be provided as soon as possible.

The present policy of segregating the sexes in the classes of the first three years of the high school is a step in the right direction toward meeting the varying needs and interests of boys and girls during early adolescence.

CONGESTION

Tables showing the average daily attendance at each of the schools by months, throughout the year, indicate that the rooms which are only reasonably well filled during certain months of the year are during other months badly crowded. The general tendency is toward a rather large attendance during the first school months, tapering off to a much smaller number during the last few months of the year.

The following tables show clearly the decrease in attendance throughout the year for four schools. Tables showing the conditions in the other schools are omitted for lack of space, but they show, in general, the same condition, with the exception of two negro schools. In one of these schools the conditions are almost reversed, while in another there seems to be no general tendency toward an increase or a decrease.

TABLE VI.

GRANVILLE SCHOOL

Average Daily Attendance, and Percentage of Attendance Based on Median (5th Month) Enrollment.

No.	1913-1914						1914-1915					
	Average Daily Attendance			Percentage of Attendance			Average Daily Attendance			Percentage of Attendance		
	B	G	T	B	G	T	B	G	T	B	G	T
1	126	106	232			80	117	139	316			88
2	128	107	235			81	174	136	310			87
3	123	101	224			77	171	128	299			83
4	122	105	227			78	171	125	296			82
5	124	104	228			78	170	118	288			80
6	113	87	200			70	166	115	281			80
7	112	91	203			70	160	115	275			76
8	106	89	195			67	154	105	259			72
9	101	82	183			63	144	105	249			69
Total...	117	97	214	75	72	74	165	121	286	83	76	80
Med En.	155	135	290				198	160	358			
	1915-1916						1916-1917					
	Average Daily Attendance			Percentage of Attendance			Average Daily Attendance			Percentage of Attendance		
	B	G	T	B	G	T	B	G	T	B	G	T
1	180	138	318			80	212	154	366			83
2	182	143	325			82	216	156	372			85
3	184	134	318			80	209	148	357			81
4	177	132	309			78	196	142	338			77
5	179	133	312			79	172	124	296			67
6	178	130	308		78							
7	176	131	307			77						
8	163	122	285			72						
9	141	99	240			61						
Total...	173	129	302	76	76	76						
Med. En.	226	170	396				250	189	439			

TABLE VII.
CENTRAL SCHOOL

Average Daily Attendance, and Percentage of Attendance Based
on Median (5th Month) Enrollment.

	1913-1914						1914-1915					
	Average Daily Attendance			Percentage of Attendance			Average Daily Attendance			Percentage of Attendance		
	B	G	T	B	G	T	B	G	T	B	G	T
1	89	61	150			83	98	70	168			86
2	93	62	155			86	93	67	160			82
3	97	57	154			86	88	67	155			79
4	90	58	148			82	89	71	160			82
5	93	62	155			86	89	69	158			81
6	73	55	128			71	89	66	155			79
7	84	53	137			76	86	67	153			78
8	77	64	141			78	86	67	153			78
9	74	54	128			71	83	63	146			74
Total...	86	58	144	82	76	80	89	67	156	78	81	80
Med. En	104	76	180			114	82	196				
	1915-1916						1916-1917					
	Average Daily Attendance			Percentage of Attendance			Average Daily Attendance			Percentage of Attendance		
	B	G	T	B	G	T	B	G	T	B	G	T
1	104	94	198			88	108	97	205			92
2	104	92	196			87	104	93	197			88
3	103	92	195			87	101	90	191			85
4	98	89	187			83	98	83	181			81
5	95	80	175			78	89	74	163			73
6	96	84	180			80						
7	97	82	179			80						
8	88	75	163			72						
9	77	68	145			64						
Total...	96	84	180	87	77	80						
Med. En	116	109	225				118	105	223			

TABLE VIII.
EAST SCHOOL

Average Daily Attendance, and Percentage of Attendance Based on Median (5th Month) Enrollment

No.	1913-1914						1914-1915					
	Average Daily Attendance			Percentage of Attendance			Average Daily Attendance			Percentage of Attendance		
	B	G	T	B	G	T	B	G	T	B	G	T
1	175	211	386			84	204	202	406			83
2	176	205	381			83	187	213	400			82
3	175	215	390			84	192	216	408			84
4	163	193	356			77	177	205	382			78
5	162	189	351			76	182	202	384			79
6	149	173	322			70	179	198	377			77
7	161	198	359			78	161	201	362			74
8	156	182	338			73	163	200	363			74
9	149	178	327			71	166	196	362			74
Total...	163	194	357	75	78	77	179	204	383	76	80	78
Med. En	216	245	461				233	254	487			
No.	1915-1916						1916-1917					
	Average Daily Attendance			Percentage of Attendance			Average Daily Attendance			Percentage of Attendance		
	B	G	T	B	G	T	B	G	T	B	G	T
1	231	267	498			85	251	300	551			87
2	220	264	484			84	241	291	532			83
3	222	255	477			81	232	271	503			80
4	221	256	477			81	204	251	455			72
5	214	247	461			78	193	235	428			67
6	213	248	461			78						
7	218	248	466			79						
8	188	231	419			71						
9	165	195	360			61						
Total...	210	246	456	76	78	77						
Med. En	273	316	589				289	345	634			

TABLE IX.

FAIRVIEW SCHOOL

Average Daily Attendance, and Percentage of Attendance Based on Median (5th Month) Enrollment

	1913-1914						1914-1915					
	Average Daily Attendance			Percentage of Attendance			Average Daily Attendance			Percentage of Attendance		
	B	G	T	B	G	T	B	G	T	B	G	T
1	111	95	206			83	117	105	222			82
2	106	98	204			83	114	98	212			78
3	98	92	190			77	111	94	205			76
4	93	86	179			72	111	95	206			76
5	95	91	186			75	111	90	201			74
6	85	79	164			67	105	87	192			71
7	87	76	163			67	94	83	177			65
8	87	78	165			67	90	81	171			63
9	87	83	170			69	86	72	158			58
Total...	94	87	181	73	74	73	104	89	193	71	72	71
Med. En	129	118	247				147	124	271			
	1915-1916						1916-1917					
	Average Daily Attendance			Percentage of Attendance			Average Daily Attendance			Percentage of Attendance		
	B	G	T	B	G	T	B	G	T	B	G	T
1	106	123	229			84	113	112	225			85
2	112	119	231			84	112	107	219			83
3	113	111	224			82	105	107	212			80
4	109	117	226			82	99	98	197			75
5	108	108	216			79	93	84	177			67
6	108	104	212			77						
7	107	108	215			79						
8	98	103	210			73						
9	72	72	144			53						
Total...	104	107	211	78	76	77						
Med. En	132	141	273				134	130	264			

Though the attendance records by grades have not been investigated for the years covered above, it is probable that the heaviest elimination occurs in the lower grades. While the attendance could probably be very much improved by a vigorous attendance officer, the faults of attendance are, to a considerable extent, due to the prevalence of contagious diseases and minor physical troubles, chiefly among the lower grade children.

Better care of the children by more efficient medical inspection will lessen the discrepancies between the entrants and the numbers who remain through the year, but a considerable discrepancy will probably exist for a long time.

It is quite obviously wasteful of the time of teachers to have them begin the year with a normal-sized class, and continue to teach the same class after it has dwindled to three-fourths, or less, of its normal size.

The two possible solutions which seem most feasible are to employ additional teachers during the period when the attendance is largest; and to have some of the primary grade pupils attend school in the morning and others to attend in the afternoon, the same teacher teaching both groups. There is no particular reason why a primary grade teacher should teach a shorter day than the grammar grade teacher does. There is no necessity for securing more primary teachers if by judicious arrangement and perhaps a slight salary increase the present force can handle the situation.

The best plan for Winston-Salem is probably a combination of the two plans suggested above. Such primary grade teachers as are available, including substitute teachers, might be used to relieve the congestion to some extent, but it will be necessary sometimes to have a teacher direct two classes, by having one in the morning and one in the afternoon.

This a more or less common practice. It has been employed with satisfactory results also in kindergarten work.

REORGANIZATION

Winston-Salem has made some attempts during the past few years to provide adequately for the various interests and capacities of pupils at the adolescent stage, by introducing new types of school work. Commercial work, printing, and manual training courses are being offered and are popular forms of work. But the need for new types of work is just now being realized, and have by no means been provided for. The present high school building is crowded almost to capacity, even with the work now offered, and it is extremely difficult to effect any great improvements or en-

largements in the work with the present building, equipment, and teaching corps.

A new high school building must be provided at once, as suggested in another section of this report, as a means of improving the teaching conditions in the high school. It is most urgently recommended that at the time plans are made for the improvement and enlargement of the high school, the establishment of a junior high school, covering the last two years of the present elementary school and the first year of the high school, be considered. This plan of organization is spreading rapidly over the country. It is especially adapted to such cities as Winston-Salem, with large industrial and commercial interests. It is but natural that a large proportion of the pupils will, on leaving school, go into the pursuits which the older members of their families are interested in, and the school work should be somewhat influenced by the dominant vocational interests of the particular city or community in which the school is located. It must be clearly understood that the schools are not simply preparing more efficient workers for the big trade and industrial organization but that they are endeavoring to offer their pupils such opportunities as will enable them to make an intelligent choice of a vocation and to enter upon it on as high a level as possible.

LIVING CONDITIONS OF TEACHERS

The living conditions of teachers in Winston-Salem are far from satisfactory. Complaints to the board by teachers are frequent. The board should make a careful investigation of the living conditions of teachers with a view to improving these conditions.

A possible solution to the problem of securing suitable living conditions for teachers, which seems worthy of very careful consideration by the board is the purchase or lease of houses by the board; these houses to be put in charge of a matron and rooms and board furnished to the teachers in them at cost.

This plan is essentially that of the teacher-cottage or the teacherage plan which is becoming so popular in country communities. Local conditions must be taken into account before instituting such a plan as this anywhere, but the acuteness of the problem in Winston-Salem at present makes such a scheme worthy of very serious consideration.

PENSIONS FOR TEACHERS

Most of the progressive cities of the countries have established some form of teacher pensioning system. The proportion of the pension fund which should be contributed

by the teachers themselves, and the proportion which should be contributed by the city (or in state systems by the state) has been fixed in various ways in the various cities. It is generally agreed, however, that there should be some system of pensioning teachers and that the pension fund should be supported cooperatively by the city and by the teachers in service who later expect to receive pensions.

The board of education should consider at once the general proposition of a cooperative pension system for teachers. The board should determine what proportion of the pension fund shall be provided from the public school funds and what proportion should be paid by the teachers and should submit the general proposition to the teachers. The age of teachers and the number of years service required to make one eligible for a pension, and the amounts of the pensions should be determined after a careful consideration of existing teacher-pensioning systems.

RECOMMENDATIONS

1. More direct supervision by the Superintendent should be made possible by employing a business manager and more clerical assistance.
2. At least one class or one period per day should be taught by each principal. The work of two regular teachers can be handled thus conveniently by the combined efforts of the principals without depriving them of time needed for administrative duties and supervision. This economy in teaching force should save to the school system funds almost sufficient to employ two badly needed special instructors.
3. Appoint inexperienced teachers annually on probation for the first two years they are in the system. Appoint teachers for a number of years, or for an indeterminate period after two years on probation, preferably the latter. Dismissal will then come only in cases where the teachers' work has been unsatisfactory, and where the Superintendent has notified such teachers several months before the end of the term that their work is unsatisfactory, and has given them a chance to overcome their deficiencies.
4. Teachers should be appointed by the Superintendent in consultation with the principals. These appointments should in all cases be confirmed by the board, but it should be stipulated and clearly understood

- that recommendations for appointment to teaching positions can come only through the Superintendent.
5. The requirements of teachers for appointment are good at present, considering the present teacher-training facilities of the State, but they should be gradually raised until all beginning elementary school teachers shall be graduates of good normal colleges and all beginning high school teachers shall be graduates of colleges of good standing and shall have done one year of graduate study. Some preference should be shown for those teachers and prospective teachers who have received a considerable amount of professional training in schools or departments of education.
 6. For white elementary school teachers after the period of probation, a minimum beginning salary of \$500 should be provided with annual increases of \$50 for the first two years. Additional annual increases of \$50 should be allowed for each summer spent in study at approved colleges or universities, for the first three summers so spent. An increase of \$100 in annual salary should be granted for each year on leave spent in professional study at an approved institution.

For high school teachers, male and female, the minimum salaries should be \$700 and \$900 respectively. Increases of \$75 and \$100, respectively should be allowed for summer study and years of study on leave.

For principals, increases of \$100 and \$200 respectively in annual salary ought to be made on the same terms as for teachers.

For negro teachers increases of \$25 and \$50 should be granted on the same basis as for white teachers.

7. All persons appointed to principalships in the future should be men.
8. A teacher-rating scale should be used by the principals and the teachers in cooperation, to make possible more clear and constructive criticism of classroom work.
9. A special study of the variability in size of classes in both the high school and the elementary schools needs to be made, with a view to securing more

even distribution of pupils among teachers and rooms.

More adequate provisions must be made both in rooms and in teachers for the negro school population.

10. The present limited practice of segregation of the sexes during the period of adolescence should be extended.
11. The mature pupils retarded in school work should be removed from the elementary schools to special classes.
12. Careful consideration should be given a plan of re-organization which will provide for the junior and senior high school form of organization.
13. The Board of Education should consider a plan to provide houses with matrons as homes for teachers, or to find some other remedy for the present undesirable living conditions which obtain among the teachers.
14. The school board should consider the establishment of a co-operative teacher-pensioning system, supported in part by public school funds and in part by contributions from teachers.

VI. FINANCES

BASIS OF SUPPORT

Let it be understood from the very outset that every effort is put forth by the school authorities to give full value for every dollar invested in schools by the citizens of Winston-Salem. Let it be further understood also that the school authorities are very successful in their efforts. High standards of work are insisted upon and a most unusual spirit of service pervades the entire corps of school officials. By careful planning, by unceasing forethought, by unrewarded labor, the school funds are made to produce unusually creditable results.

There can be, however, no denying of the fact that Winston-Salem is running a cheap system of schools from the viewpoint of actual cost to the citizens. A cheap system of schools cannot be highly efficient any more than a cheap process of manufacture can produce first class manufactured products. On the other hand, it does not follow that because a system of schools is costly it is therefore efficient. The truth is rather that it costs considerable money to run an efficient system of schools. The question for the Winston-Salem citizens to decide is whether or not they decide to make their school system conform to standards of efficiency. If they do so desire then they must expect to pay more for educational privileges than they are now paying.

It is false school economy to overwork the Superintendent, underpay teachers, provide insufficient equipment, overcrowd classrooms, and insufficiently supervise methods and processes. Temporary conditions may warrant the adoption of such tentative measures as a make-shift, but they should never be allowed to become established precedents leading on to a fixed policy. In the end insufficient maintenance funds for schools like insufficient operating capital for a business always affect unfavorably the quantity and quality of the finished product.

The discussion of Winston-Salem's school finances is based on the assumption that the citizens wish to have a system of schools commensurate with the size, wealth and importance of their city. Any less an assumption would be

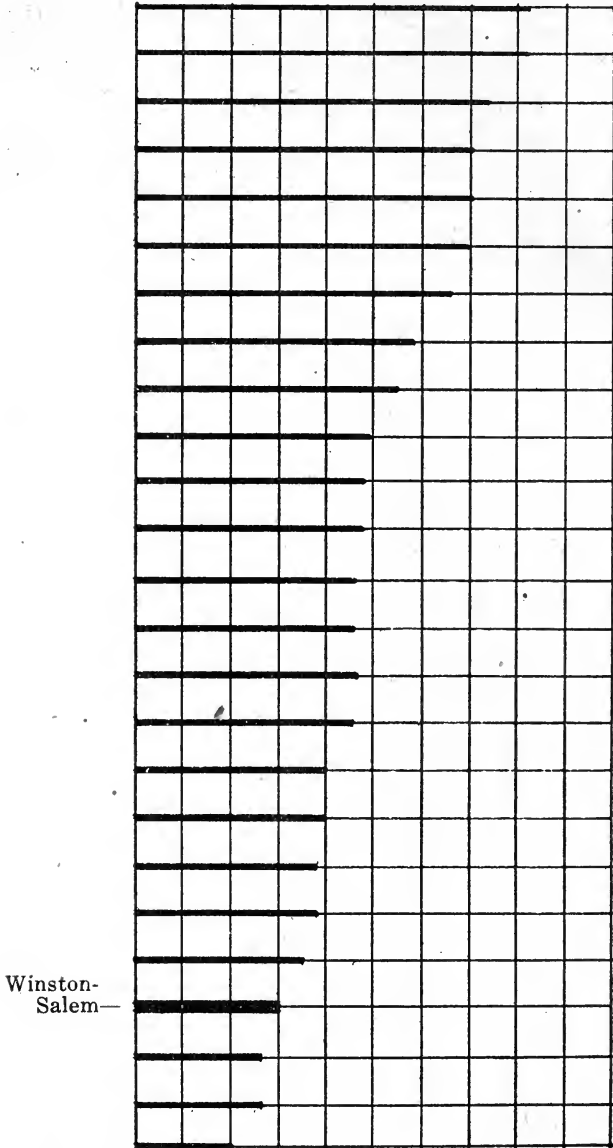
unworthy the progressive spirit of the people in Winston-Salem.

The first question is, naturally, how much does the school system cost each of the citizens and how does it compare in this respect with other cities of its size. The following table and graph answers the questions, the figures being the median figures for each city over a five-year period.

Table showing the median cost per capita for school maintenance in 25 cities the same population group with Winston-Salem, for 1914-15.

Cities	Amount	Rank
Lakewood, Ohio.....	\$8.25	1
Irvington, N. J.	8.19	2
Ann Arbor, Mich.....	7.11	3
Ashland, Wis.....	6.81	4
Hammond, Ind.	6.78	5
Eureka, Cal.	6.74	6
Coffeyville, Kan.....	6.25	7
Burlington, Iowa.....	5.38	8
Peabody, Mass.	5.19	9
Cranston, R. I.....	4.74	10
Butler, Pa.	4.57	11
Galesburg, Ill.	4.55	12
St. Cloud, Minn.....	4.54	13
Dunkirk, N. Y.	4.43	14
Enid, Okla.	4.17	15
Danbury, Conn.....	4.02	16
Durham, N. C.	3.86	17
Columbus, Ga.	3.81	18
Marshall, Texas.....	3.47	19
Hannibal, Mo.	3.45	20
Laconia, N. H.	3.02	21
WINSTON-SALEM, N. C.	2.84	22
Selma, Ala.	2.36	23
Monroe, La.	2.18	24
Staunton, Va.	1.86	25
MEDIAN	4.54	

Graph showing Median Five-Year Cost for schools in 25 cities of Winston-Salem's class, and Winston-Salem's rank.



Being interpreted, these figures mean that it costs every man, woman and child \$2.84 per year to maintain schools. Twenty-one of the twenty-five cities, which were chosen by lot, demand more money per capita for schools than does Winston-Salem, even the sister city of Durham demanding \$1.02 more per capita for school support. This is indeed cheap public school support.

But, perhaps Winston-Salem runs its entire city government on a very economical basis and perhaps the schools get their full share of the city's tax money. The following ten cities are about the size of Winston-Salem. The table shows the total city expense, the ratio of school expense to total city expenses, their rank in this respect, and compares Winston-Salem's record over the four-year period since consolidation, with these cities. The graphs present the proportion of Winston-Salem's tax devoted to schools, the increase in this proportion from year to year, and contrasts the increase in school enrollment with the increase in school tax-money.

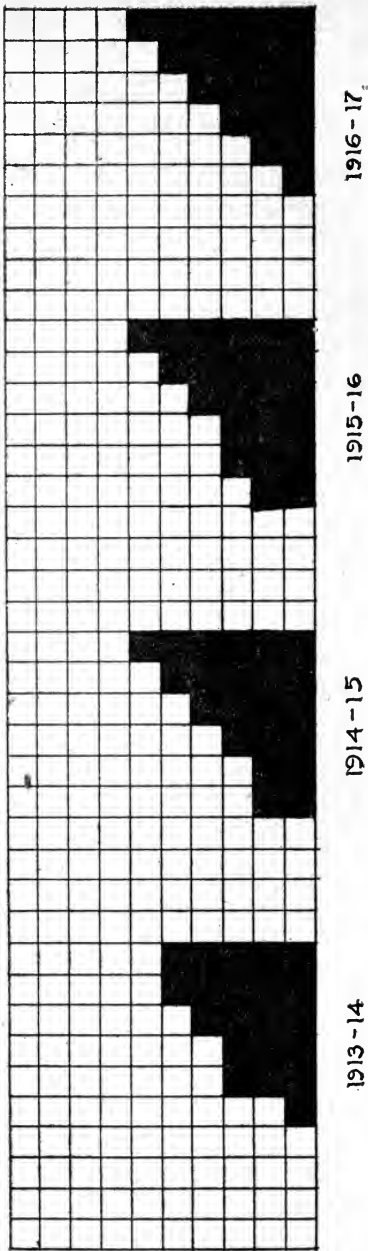
Table showing ratio of expense of schools to total city expenses in 10 cities of Winston-Salem's population, and showing also the per capita expense for schools.

City	School Expense	Total city Expense	Ratio of School to City Expense	Rank
Joplin, Mo.	\$120,347	\$226,893	.530	1
New Castle, Pa.	146,035	296,778	.492	2
Racine, Wis.	140,916	337,999	.417	3
Oshkosh, Wis.	107,605	288,144	.374	4
Newport, Ky.	80,409	216,928	.371	5
Joliet, Ill.	117,329	339,880	.345	6
Taunton, Mass.	142,618	415,829	.343	7
Auburn, N. Y.	123,028	381,455	.323	8
Woonsocket, R. I.	96,801	334,744	.292	9
Knoxville, Tenn.	97,215	316,925	.150	10

Winston-Salem's average 1913-14 to 1916-17 in comparison

Winston-Salem, N. C.	\$91,312	\$476,233	.200
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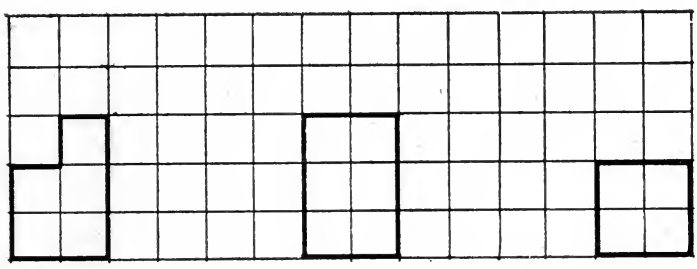
Graph Showing Percentage of City's Expenditure Which Was Devoted to the Support of Schools Each Year Since Consolidation



Here again it appears that Winston-Salem does not provide enough money for its schools and the indication is that this is due to its giving only about one-fifth of its total city taxes to schools when other cities of like size give as high as one-half the total city taxes for schools and the great bulk give one-third or more.

The third graph clearly shows that there has not been any increase in the proportion of city funds devoted to schools even when the school enrollment has gone ahead by leaps and bounds.

Graph showing increased per cent of total city expenditures over those for 1914-15 which was devoted to the schools

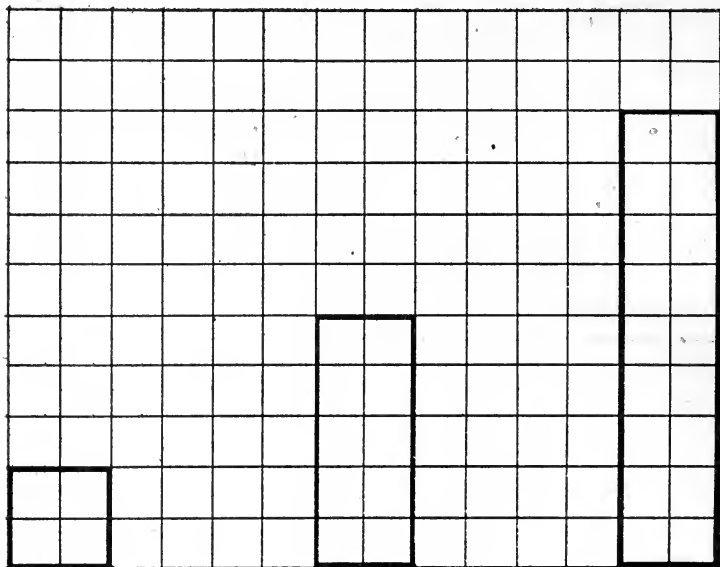


1913-14
To
1914-15

1914-15
To
1915-16

1915-16
To
1916-17

Graph showing increased per cent of school enrollment
over that for 1913-14



1913-14
To
1914-15

1914-15
To
1915-16

1915-16
To
1916-17

PER PUPIL COSTS

A fairer measure of the cost for school maintenance is to be found by using the cost per pupil enrolled and per pupil in attendance. On this basis an estimate can more justly be made as to where the city stands in its maintenance of schools. The question to be answered is this, Are the children of Winston-Salem, in comparison with children with children in other cities of like size, having a sufficient sum spent on them for their education? If Winston-Salem is found near the bottom of the list there is no sense in attempting to use the fact as an argument that the Winston-Salem school system is therefore run more economically than the others. The truth will be simply that this city by comparison is running a cheap school system which, in the long run, will prove inefficient. If, on the other hand, Winston-Salem is found well up on the list it will show how adequately the city really is providing for the children's educational needs.

The next two tables show the per pupil cost in Winston-Salem and 24 other cities based on enrollment and based on attendance.

Table showing the median cost of school maintenance per pupil enrolled in 25 cities in the same population group with Winston-Salem, for 1914-1915.

CITIES	Amount	Rank
St. Cloud, Minnesota	\$44.22	1
Ann Arbor, Michigan	39.40	2
Eureka, California	37.97	3
Ashland, Wisconsin	33.76	4
Lakewood, Ohio	33.33	5
Burlington, Iowa	32.84	6
Peabody, Massachusetts	32.54	7
Dunkirk, New York	31.35	8
Hammond, Indiana	30.49	9
Irvington, New Jersey	30.29	10
Danbury, Connecticut	30.16	11
Butler, Pennsylvania	26.83	12
Galesburg, Illinois	26.16	13
Laconia, New Hampshire	25.11	14
Coffeyville, Kansas	23.35	15
Enid, Oklahoma	21.39	16
Cranston, Rhode Island	21.38	17
Columbus, Georgia	20.88	18
Hannibal, Missouri	20.02	19
Selma, Alabama	19.99	20
Durham, North Carolina	19.91	21
Marshall, Texas	16.42	22
Staunton, Virginia	15.87	23
WINSTON-SALEM, NORTH CAROLINA	13.95	24
Monroe, Louisiana	10.81	25
Median	\$26.16	

The tables are not flattering to a city of Winston-Salem's wealth and prominence. Eleven cities of the group pay more than twice as much per pupil enrolled. Fewer than this pay twice as much per pupil in attendance because Winston-Salem's average daily attendance is so low the cost for non-attendance is proportionately greater than the cost on the enrollment basis.

It might be mentioned here once more that failure to secure regular attendance is a costly procedure. The second table here given shows this fact very clearly. Without considering pupil welfare at all, it is not good financial sense to neglect enforcement of attendance on school.

able showing the median cost for school maintenance per pupil in daily attendance in 25 cities of the same population group with Winston-Salem, for 1914-1915.

CITIES	Amount	Rank
St. Cloud, Minnesota.....	\$52.74	1
Hannibal, Indiana.....	52.32	2
Ann Arbor, Michigan.....	47.30	3
Eureka, California.....	43.81	4
Lakewood, Ohio.....	41.22	5
Irvington, New Jersey.....	40.42	6
Ashland, Wisconsin.....	38.38	7
Burlington, Iowa.....	38.37	8
Danbury, Connecticut.....	37.16	9
Dunkirk, New York.....	35.90	10
Peabody, Massachusetts.....	34.80	11
Butler, Pennsylvania.....	32.85	12
Coffeyville, Kansas.....	31.37	13
Galesburg, Illinois.....	30.72	14
Cranston, Rhode Island.....	29.50	15
Laconia, New Hampshire.....	29.40	16
Columbus, Georgia.....	26.23	17
Enid, Oklahoma.....	26.17	18
Durham, North Carolina.....	25.85	19
Selma, Alabama.....	25.35	20
Hannibal, Missouri.....	24.46	21
Marshall, Texas.....	22.47	22
WINSTON-SALEM, NORTH CAROLINA.....	19.50	23
Staunton, Virginia.....	18.30	24
Monroe, Louisiana.....	12.53	25
Median.....	\$31.37	

The distribution of this per pupil cost among elementary and high school students respectively shows a similar condition. Winston-Salem is not spending as much per pupil in the elementary schools and not nearly as much in the high school as cities of like size with herself. The next two tables give the facts.

Table showing per pupil cost for elementary school maintenance in 25 cities of the same population group with Winston-Salem for 1914-15, enrollment basis.

CITY	Per Pupil Cost	Rank
Virginia, Minn.	\$39.33	1
Lakewood, Ohio	31.26	2
Irvington, N. J.	29.42	3
Eureka, Cal.	29.05	4
Danbury, Conn.	28.45	5
Peabody, Mass.	27.53	6
Port Huron, Mich.	27.36	7
Ashland, Wis.	26.41	8
Dunkirk, N. Y.	26.25	9
Laconia, N. H.	25.80	10
Braddock, Pa.	24.02	11
Ottumwa, Iowa	22.92	12
Galesburg, Ill.	21.08	13
Richmond, Ind.	20.82	14
Tulsa, Okla.	19.19	15
Durham, N. C.	15.76	16
Barre, Vt.	14.91	17
Hannibal, Mo.	14.71	18
WINSTON-SALEM, N. C.	14.07	19
Coffeyville, Kansas	13.52	20
Marshall, Texas	12.83	21
Jackson, Tenn.	11.59	22
Waycross, Ga.	11.56	23
Baton Rouge, La.	11.20	24
Gadsden, Ala.	10.28	25
Median	\$21.08	

The list of cities used elsewhere in this study is not used here because so many of them failed to report these items. Fair substitutions have been made.

Table showing per pupil cost for high school maintenance in 25 cities of the same population group with Winston-Salem for 1914-15, enrollment basis.

CITY	Per Pupil Cost	Rank
Virginia, Minn.	\$119.44	1
Lakewood, Ohio	76.03	2
Eureka, Cal.	63.48	3
Tulsa, Okla.	57.11	4
Dunkirk, N. Y.	54.87	5
Ashland, Wis.	54.19	6
Irvington, N. J.	53.39	7
Laconia, N. H.	50.70	8
Braddock, Penn.	50.43	9
Richmond, Ind.	48.71	10
Peabody, Mass.	48.03	11
Galesburg, Ill.	47.11	12
Port Huron, Mich.	46.05	13
Coffeyville, Kansas	45.48	14
Ottumwa, Iowa	43.59	15
Barre, Vt.	42.82	16
Durham, N. C.	39.77	17

CITY	Per Pupil	Rank
Hannibal, Mo.	36.12	18
Waycross, Ga.	35.17	19
Marshall, Texas.	34.31	20
Danbury, Conn.	34.05	21
Gadsden, Ala.	32.19	22
WINSTON-SALEM, N. C.	31.41	23
Baton Rouge, La.	23.36	24
Jackson, Tenn.	13.72	25
Median	\$46.05	

The list of cities used elsewhere in this study is not used here because so many failed to report these items. Fair substitutes have been made.

It is further evident that the high school students are getting their just share of what money is spent. This is shown by the fact that whereas the city ranks 19 in its expenditure for elementary schools it ranks 23 in its expenditure for high schools. In comparison with other cities, therefore, Winston-Salem spends not only less per pupil on its high school but gives the high school a smaller share, proportionately, of the school funds than is the general custom.

Absolutely, relatively, individually, and by comparison, therefore, Winston-Salem is not giving its school system adequate financial support. Whether or not the city can do more is another question and not one which directly concerns this report. The fact must be faced, however, by the citizens and by the school authorities.

DISTRIBUTION

The citizens will justly ask to what purposes this money is put. Why does it take so much money to run the schools? Who gets all the money? The questions are fair ones and the Superintendent has given the answers in his annual reports. It is true, however, that even after asking such questions many citizens will not take the trouble to study the reports and find the answers for themselves.

The city spends now a total of around \$100,000 annually for maintenance of its public school system. The following table shows what proportion of every dollar goes for the purpose stated in the table. The distribution in Winston-Salem is contrasted with the distribution in 25 cities of like size. The figures are for a period of five years. For more complete comparison the percentages are given for the highest, lowest and median reported figures.

Summary table showing the median percentage of distribution of expenditures for schools in 25 cities of the same population group with Winston-Salem for the five years 1910-11 to 1914-15.

	High	Low	Median	Winston-Salem Median
1. Board of Education and business offices	2.6	0.0	0.6	0.2
2. Superintendent's Office	8.0	0.0	3.8	4.1
3. Salaries and expenses of supervisors	6.2	0.0	2.1	1.8
4. Salaries and expenses of principals	10.9	0.0	6.6	10.9
5. Salaries of teachers	76.3	55.5	63.9	67.9
6. Textbooks	5.3	0.0	0.1	0.0
7. Stationery, supplies, other instruction expenses	6.2	0.0	0.5	0.0
8. Wages of janitors and other employees	10.6	3.2	7.1	4.1
9. Fuel	6.1	1.2	3.4	2.9
10. Water, light, power, janitors' supplies	4.2	0.1	2.2	0.4
11. Maintenance, replacement of equipment	8.9	1.2	4.3	3.6
12. Libraries	4.6	0.0	0.0	0.0
13. Promotion of health	1.4	0.0	0.0	0.0
14. Transportation of pupils	2.6	0.0	0.0	0.0
15. Payments to other schools, pensions, rent	8.0	0.0	0.0	0.0

In plain English these figures mean that, for example, from nothing to two cents and six mills of every dollar is spent in cities of this size to pay the expenses of the Board of Education and business offices. One half the twenty-five cities studied spent less than six mills and one half spend more for this item. Winston-Salem spends two mills for this purpose. In the same way the figures can be interpreted for each item.

Evidently then Winston-Salem spends too little for the expense of business control. If it had a business manager this item would appear in about the right proportion. The item for expenses of supervisors is not exactly correct since the so-called supervisors are really teachers. This item should be 0.0 and is too low a percentage. The proportion of money spent for principals is very high. As pointed out previously there is no need for two principals in the Central and Granville schools.

The proportion spent for teachers is a little high. This does *not* mean, however, that the total amount paid teachers is too much, but that a very little too much of the too small total goes to teaching. This is not a bad condition to obtain in view of the lack of a supervisory force, in fact this is exactly what ought to be expected.

One other item needs particular attention, viz., item 11. Not a sufficient proportion of the maintenance fund goes for the replacement of equipment, repairs, etc. This is partly due to the fact that so many of the buildings are comparatively new. However, as this report shows some of the buildings are now in need of rather extensive repairs and

some new desks and other permanent equipment need replacing.

It may be well, in view of what this report has to say about insufficient teaching apparatus, to call attention to the fact that Winston-Salem spends nothing for general instruction supplies while some of the cities spend six cents or more of every dollar for such a purpose. More than half of these cities spend one and one-half cents of every school dollar to provide teaching apparatus.

Whether or not a city's distribution of expenses corresponds to the custom throughout the country means little except when considered in the light of conditions prevailing in the city under consideration. If a city *appears* to need a larger supervisory force and if the distribution of its expenditures shows it is not spending so much proportionately as other cities of its class for supervisors the total evidence would seem to show rather conclusively that the need is very real. Again, when other cities find it profitable to spend part of the school money in providing office force and a city of like size is overworking its Superintendent to get office work done and spending nothing for such a purpose, wisdom would seem to dictate that such a city should provide proper clerical assistance.

The table, then, serves as a guide and a check upon opinion and upon indications seen at different angles. The table has value not as a final determinant but only as an indicator. This table does emphasize the need for certain changes in the Winston-Salem system to which attention has previously been called in this study.

BUILDING COSTS

The accompanying table will serve to show how much the city may expect to be obliged to pay for the construction of future buildings. Of course building prices will change from time to time but the table here given will serve at least as a starting point. The table needs no explanation or discussion.

COST PER UNIT

SCHOOL AND DATE BUILT	Cubical Content	Cost of Building, Including Architect's Fees, Grading, Etc.			Cost of Mechanical Equipment, Heating, Ventilating, Plumbing, Electrical			Cost of Educational Equipment (Furniture)			Total Cost				Cost Per Cu. Ft. (In Cents)				Actual Academic Classrooms	Total Cost per Academic Classroom			Capacity of School on Basis of 40 Per Room	Cost per Pupil (In Cents) (40 Per Room)				Total Floor Area (Everything)	Floor Area in Actual Classrooms			Floor Area in Auditorium	Floor Area in Special Classrooms	Other Floor Area	Cost Per Sq. Ft. Floor Area				Actual Cost of Space Occupied by			
		Cost of Building, Including Architect's Fees, Etc.	Mechanical Equipment	Educational Equipment	Total	Building, Including Architect's Fees, Etc.	Mechanical Equipment	Educational Equipment	Total	Building, Including Architect's Fees, Etc.	Mechanical Equipment	Educational Equipment	Total	Building, Including Architect's Fees, Etc.	Mechanical Equipment	Educational Equipment	Total	Actual Classrooms		Auditorium	Special Class Rooms	All Other Space		Building, Including Architect's Fees, Etc.	Mechanical Equipment	Educational Equipment	Total		Actual Classrooms	Auditorium	Special Class Rooms				All Other Space							
School, 1908	446,000	\$30,000	67	.009	076	3,000	440	\$63.18	\$9.00	\$72.27	21,240	8,500	4,320	8,420	\$1.41	1.05	\$1.60	\$11.935	\$6.001	680	\$11,872				\$1.15	14,700	2,520	680	\$11,872													
nd (old) 1883	497,000	30,000	68	.006	071	1,765	680	44.12	4.41	48.53	28,600	4,000	2,400	11,400	1.05	1.12	1.10	10,075	2,520	680	12,160				1.12	10,075	3,434	680	12,160													
nd (Primary) 1911	151,900	45,000	68	.007	105	2,000	320	46.87	3.12	49.99	8,400	5,632	3,366	2,788	1.78	1.90	1.12	11,680	3,434		9,684				.10	11,680	3,162		9,684													
1910-1911	463,600	25,000	69	.005	059	1,471	690	36.76	3.67	40.43	23,400	11,452	3,666	9,592	1.02	1.12	.10	12,876	3,434		10,212				.16	12,876	3,162		10,212													
1913	208,300	23,000	114	.005	119	3,012	320	71.88	3.43	75.31	10,400	5,800	2,550	6,890	1.24	1.31	.07	13,265	3,162		8,544				.07	13,265	4,350		8,544													
1910-1912	367,400	25,000	68	.004	072	1,656	640	39.06	2.34	41.40	20,140	10,700	3,000	10,200	1.42	.24	.05	10,962	4,350		14,790				.07	10,962	3,237		14,790													
1914	415,000	30,000	5,000	.005	089	3,033	480	62.50	4.17	77.09	20,760	7,500	3,000	10,200	1.42	.24	.07	13,265	4,350		14,790				.05	13,265	4,350		14,790													
1887 (1895)	229,120	12,000	5,000	.004	056	1,182	440	27.27	2.27	29.54	14,320	8,160	2,448	3,612	.84	.64	.06	7.70	3,379		1,625				.06	7.70	3,379		1,625													
1913	57,750	5,000	6,000	.009	095	688	320	15.62	1.56	17.18	7,820	5,280	3,600	1,200	1.25	1.10	1.35	4,500	5,320		1,500				.10	4,500	5,320		1,500													
1905 (1914)	91,800	6,000		.005	07	837	250	21.43	1.78	23.21	4,800	3,600	5,040	1,200	1.43	.09	1.52	3,720	5,320		7,207				.09	5,320	5,320		7,207													
15-nd Ave. (Brick only)	175,200	12,500		.004	075	1,656	320	39.06	2.34	41.40	8,760	5,040	5,040	3,720	1.43	.09	1.52	5,320	5,320		7,207				.09	5,320	5,320		7,207													

15-nd Ave. (Brick only)

FUTURE POLICY

In the light of these facts what policy ought Winston-Salem to pursue as regards its school system? Can it rest content where it is? Will it try to carry out an extensive plan of providing greater financial backing for this great business of educating its children? Do the citizens desire a cheap school system or will they strive to develop an efficient system and pay the requisite price?

Perhaps the answer can best be given when the citizens know what it will cost to make the system efficient. On a very conservative estimate (and it must be understood this is an estimate), the immediate needs of the system involving extra expenditures for the next five years are the following:

MAINTENANCE

Present \$100,000 for	5 years @	\$100.00	per year	\$500,000
Business manager for	5 years @	1000.00	per year	5,000
Primary Supervisor for	5 years @	750.00	per year	3,750
Grammar Supervisor for	5 years @	750.00	per year	3,750
Supervisor special subjects for	5 years @	750.00	per year	3,750
Evening Schools for	5 years @	1500.00	per year	7,500
Health Officer for	5 years @	1000.00	per year	5,000
Attendance Officer for	5 years @	750.00	per year	3,750
Salary increases for	5 years @	5000.00	per year	25,000
				\$557,500

BUILDINGS

High School	\$250,000
New Grade	50,000
Addition and Equipment	30,000
\$330,000	

Total for five years \$887,500

ANNUAL NEED \$177,500

It will be noticed that the cost of new buildings and equipment is included with the immediate five-year basis. This is done for two reasons. In the first place Winston-Salem is growing so rapidly that the need for new buildings will continue to come along at short intervals and perhaps their cost cannot be met satisfactorily through bond issues. If an end to the increase in school population is in sight and one or two new buildings will be sure to care for any possible increase then 20-year or 30-year bonds may be the best policy. In this case the annual need will be only \$111,000 plus whatever expense is attached to the bonding plan for new buildings.

In the second place, the city already has a good-sized bonded indebtedness. Sufficient bonds to meet the needs, cannot, perhaps, be issued without crippling the depart-

ments of the city government. In other words, if the city were to provide sufficient bond issues to meet the new school building needs it might deprive itself of opportunity to care for other pressing demands for permanent improvements.

The whole question of bond issues depends for wise solution so much upon local conditions, variable in different localities, it is impossible to state authoritatively what any city should do. It is problem for the business men and the school authorities to work out together.

The present taxable wealth of Winston-Salem is \$20,000,000 with 4,800 polls. How much of a tax would have to be levied in order to meet the needs depends upon what policy is adopted regarding the financing of these necessary permanent improvements. In any case it will cost the citizens more for schools than they are now paying if sufficient funds are raised to maintain their school system at a high level of efficiency. Exactly what the detailed financial plans shall be is another problem calling for careful and far-sighted deliberation.

RECOMMENDATIONS

Present conditions demand:

1. That more money be spent for the support of schools.
2. That these funds be distributed with care in the light of prevailing conditions in the country at large.
3. That the Board of Education carefully consider the whole financial problem involved in securing and disbursing increased school funds.

VII. HIGH LIGHTS

The form of organization in the Winston-Salem school system is not in keeping with the size and spirit of the city. It is true to tradition but lacks in the forward look and a broad policy of progress.

The supervisory force and the amount of clerical aid is insufficient. The time and strength of superior officers is spent in attending to petty details of which they should be relieved.

The newer buildings are satisfactory. In the construction of future buildings great care needs to be exercised in determining their location. Attention needs to be given also to avoid waste in corridors, halls, etc. There is great need of repairs at certain of the plants.

Apparatus both for teaching purposes and on playgrounds is inadequate. Lack of tools and poor tools are not conducive to effective production.

Salaries are too low and proper recognition of and stimulation to professional improvement is not given the teachers. Living conditions for the teachers need careful attention.

Lack of regular attendance on the part of the pupils is a powerful factor in producing and perpetuating a high degree of retardation and elimination in the schools. Very little heed is given to special classes for the pupils thus annually kept behind in their work. Many causes contribute to make this situation very serious.

The negro schools, on the whole, are overcrowded and the teachers in them are given too much work to do. The working conditions in the negro schools are far from satisfactory.

The schools do not have enough money. The cost to the citizens and the relative cost per pupil do not measure up in comparison with cities of Winston-Salem's size.

The city does not spend a sufficiently large share of its total funds for school maintenance.

The school population is increasing very rapidly, in fact at the rate of more than one pupil per day, calling for new buildings and more room every day.

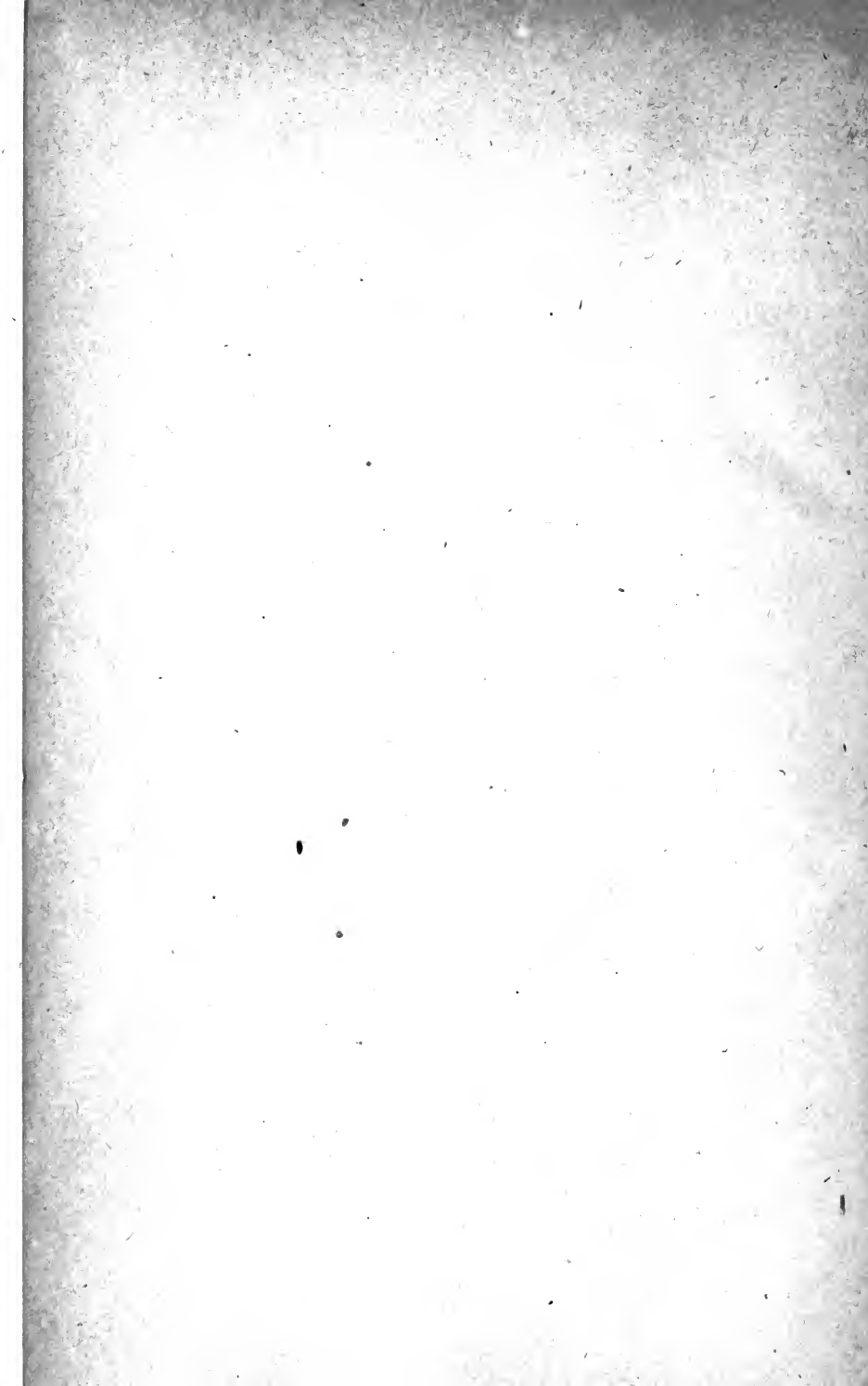
The high school situation especially needs immediate at-

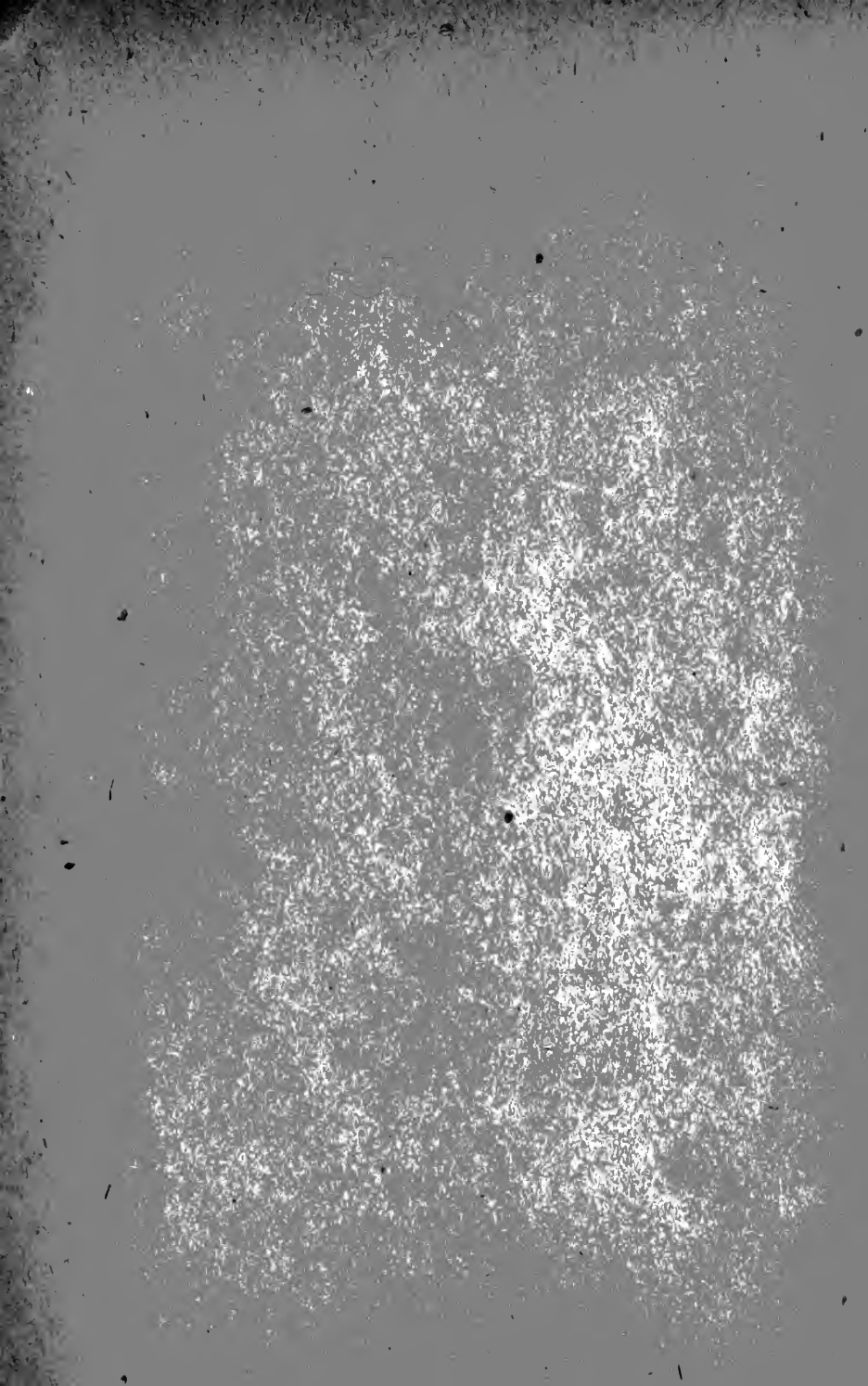
tention, as regards classroom space, teaching apparatus, and playground area.

If the Waughtown, Centerville and Southside districts are taken into the corporate limits, housing and supervisory problems will arise calling for the very best thought and wisdom of the school officials.

The spirit of the system is admirable. Every effort is exerted by all to do the very best under any and every condition. This spirit needs to be conserved by improving as rapidly as possible the working conditions.

The Superintendent knows that all these difficulties exist. He has repeatedly called attention to them. He needs more money and a larger force with which to handle the problem. That many of these conditions now obtain is the fault not of the school officials but of a too small banking account for the schools.







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