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ABSTRACT

The first portion of this document consists of maps and graphs that display important information on population, income, resources, and education in North Carolina. They have been constructed to illustrate the present situation from county to county and from school administrative unit to school administrative unit across the state. The second half of the document analyzes the information given in the first half and offers suggestions for school finance and school district reorganization. (Author/IAT)

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A Resource for Planning and Decision making

DIVISION OF SCHOOL PLANNING
NORTH CAROLINA DEPARTMENT OF PUBLIC INSTRUCTION

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A Resource for Planning and Decision Making

INSTITUTE OF SCHOOL PLANNING
NORTH CAROLINA DEPARTMENT OF PUBLIC INSTRUCTION

FOREWORD

A primary function of the Division of School Planning is to help local administrative units provide more effective and efficient school systems. The Division is regularly called upon to carry out investigations and research relative to administrative organization, school program organization, facility utilization, design and operating economics, construction, population trends, and school finance. At the request of administrative units the Division works closely with school system personnel in the preparation of comprehensive surveys and in the development of educational specifications.

As part of the effort to assist administrative units with planning, workshops and conferences are sponsored by the Division for educators, architects, and engineers. In addition, the Division of School Planning provides educators, architects, and engineers with resource publications on all phases of school planning. This publication is meant to be a resource to those who have a responsibility for educational planning and development.

FOREWORD

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ACKNOWLEDGEMENTS

The recommendations contained herein have been designed and are presented by:

Dr. J. L. Pierce
Director
Division of School Planning

The information upon which the recommendations are based was compiled, analyzed, and put into narrative and chart form by:

Dr. Donovan Russell
Consultant
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Miss Kaye Pearce
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November, 1976

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INTRODUCTION

Public schools began to spread across America in the 19th century. It was not easy to the universal public system of schools that this nation is justly proud of. However, the early leaders has gone far. They promoted common schools, open to all, which would be the a national democratic development, social harmony and equal opportunity. Today every state has of public education. Indeed, public education has become a vast enterprise which employs so million people and spends nearly 50 billion dollars annually.

Education has been a responsibility of State Government in North Carolina since the State constitution. There has been a continual strengthening and broadening of the public schools Carolina as successive governments have committed more and more resources, as educators have increasingly professional, and because citizens have been steadfast in their faith that education critical to a just and equal society.

It is the purpose of this publication to serve those whose responsibility it is to lead schools in the continuing struggle to provide the best of opportunities for our sons and daughters.

The General Assembly shall provide by taxation and otherwise for a general and uniform system of free public schools, which shall be maintained at least nine months in every year, and wherein equal opportunities shall be provided for all students.¹

The general supervision and administration of the free public school system shall be vested in the State Board of Education.²

¹The Constitution of North Carolina, Article IX, Section 2.

²Public School Laws of North Carolina, Section 115-2.

INTRODUCTION

to spread across America in the 19th century. It was not easy to establish a system of schools that this nation is justly proud of. However, the vision of our forefathers was realized. They promoted common schools, open to all, which would be the agents of development, social harmony and equal opportunity. Today every state has a system of public education. Indeed, public education has become a vast enterprise which employs some five million people and costs nearly 50 billion dollars annually.

It is a responsibility of State Government in North Carolina since the State's first constitution in 1776. It has been a continual strengthening and broadening of the public schools in North Carolina. State governments have committed more and more resources, as educators have become more professional, and because citizens have been steadfast in their faith that education is the key to a better and more equal society.

The purpose of this publication is to serve those whose responsibility it is to lead our public schools through the struggle to provide the best of opportunities for our sons and daughters.

The General Assembly shall provide by taxation and otherwise for a general and uniform system of free public schools, which shall be maintained at least nine months of the year, and wherein equal opportunities shall be provided for all children.

The supervision and administration of the free public school system shall be vested in the State Board of Education.²

North Carolina, Article IX, Section 2.
North Carolina, Section 115-2.

It shall be the duty of county and city boards of education to provide an adequate school system within their respective administrative units, as directed by law.³

It shall be the duty of the State Superintendent of Public Instruction to organize and establish a Department of Public Instruction which shall include such divisions and departments as are necessary for supervision and administration of the public school system.⁴

³Public School Laws of North Carolina, Section 115-35.

⁴Public School Laws of North Carolina, Section 115-14.

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MAKING USE OF THE PUBLICATION

This publication will no doubt be studied for a variety of reasons. Whatever the reason, it is hoped that it will be studied carefully. The displays contain important information on demographic conditions across North Carolina which may contribute to disparities in education. Further, the displays indicate seeming inequality from administrative unit to administrative unit respect to resources being used for education.

Some readers may wish to go beyond a study of disparity in demographic conditions and education. They may wish to use data presented here to address questions of productivity. They may be able to extrapolate clues (if not answers) as to why there are seeming differences across administrative units in educational productivity. Other readers may wish to analyze the displays for information on school unit operations.

Examples of Questions That Readers May Wish to Address by Reviewing the Display

- What are the disparities in basic demographic conditions across the state?
- What are the disparities in basic demographic conditions that may be contributing to disparities and inadequacies of service across the state?
- What are the disparities from unit to unit in input, i.e., in resources being devoted to education?
- What are the disparities from unit to unit in product, i.e., in the apparent success of students?
- Is there a relationship between certain demographic characteristics and inputs, i.e., in resources being devoted to education?
- Is there a relationship between certain demographic characteristics and product, i.e. the success of students?

MAKING USE OF THE PUBLICATION

It will no doubt be studied for a variety of reasons. Whatever the reason, it is studied carefully. The displays contain important information on disparities in cross North Carolina which may contribute to disparities in educational services. They indicate seeming inequality from administrative unit to administrative unit with respect to resources being used for education. Readers should wish to go beyond a study of disparity in demographic conditions and resources for each administrative unit to use data presented here to address questions of productivity. Perhaps they will find clues (if not answers) as to why there are seeming differences across the State. Other readers may wish to analyze the displays for information on efficiency and equity.

Questions That Readers May Wish to Address by Reviewing the Displays

1. Are there disparities in basic demographic conditions across the state?

2. Are there disparities in basic demographic conditions that may be contributing to disparities in educational services across the state?

3. Are there disparities from unit to unit in input, i.e., in resources being devoted to education?

4. Are there disparities from unit to unit in product, i.e., in the apparent success of students?

5. Is there a relationship between certain demographic characteristics and inputs, i.e., in the resources devoted to education?

6. Is there a relationship between certain demographic characteristics and product, i.e. the apparent

- . Are there apparent relationships between inputs and products across North Carolina?
- . Are there differences in efficiency from unit to unit across the State?
- . What seems to be some of the characteristics of a productive and efficient administrative unit?
- . Which of these characteristics does the unit in which I work have?
- . Which of these characteristics are significantly different in my administrative unit?
- . How does my administrative unit compare to others in matters of input and product?
- . What adjustments should be considered in my administrative unit?

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HISTORY
THE DEVELOPMENT OF SCHOOL SYSTEMS
IN NORTH CAROLINA

Responsibility for the organization and administration of schools is both a state and of government. Under the Tenth Amendment to the Constitution of the United States, the responsibility for public education has generally been interpreted as one of the powers of government reserved to the states. Every state in the nation has created some type of administrative organization or machinery through which the state performs certain educational functions. But every state has also found it necessary to create local school administrative units to which it delegates authority and through which it discharges its primary responsibility for education.

North Carolina's first Constitution¹ provided "that a school or schools shall be established by the Legislature for the convenient instruction of youth . . . and all useful learning shall be encouraged and promoted in one or more universities." In 1825 the Literary Fund was created,² and by 1839 the funds of this fund were deemed adequate for launching a system of public education and the directors were authorized to submit a plan for setting up the state's public school system. The first public school law was passed on January 8, 1839. Following the passage of this law providing for the establishment of public schools, frequent efforts were made to provide for a directing head whose whole time was devoted to education. Finally, in 1852, "an act to provide for the appointment of a Superintendent of Schools."

¹Constitution of 1776, Article XLI.

²Public Laws of 1825-26, Ch. I.

HISTORY THE DEVELOPMENT OF SCHOOL SYSTEMS IN NORTH CAROLINA

the organization and administration of schools is both a state and local function. The Tenth Amendment to the Constitution of the United States, the responsibility for which has generally been interpreted as one of the powers of government reserved to the states, has created some type of administrative organization or machinery through which to perform its educational functions. But every state has also found it necessary to create administrative units to which it delegates authority and through which it discharges much of its responsibility for education.

The first Constitution¹ provided "that a school or schools shall be established by the state for the convenient instruction of youth . . . and all useful learning shall be duly encouraged and supported in the more universities." In 1825 the Literary Fund was created,² and by 1837 the proceeds were deemed adequate for launching a system of public education and the directors were authorized for setting up the state's public school system. The first public school law was passed in 1837. Following the passage of this law providing for the establishment of a system of public schools, no effort was made to provide for a directing head whose whole-time would be devoted to the system. Finally, in 1852, "an act to provide for the appointment of a Superintendent of

Article XLI. -

Ch. I.

Common Schools, and for other purposes" was enacted. The Constitution of 1868, provided for a State Board of Education. This board succeeded "to all the powers and trusts of the President and Directors of the Literary Fund" which was abolished, and in addition was given the authority "to legislate and make needful rules and regulations in relation to free public schools and the educational funds of the State."

The first mention of any organization for the administration of public schools on the local level in North Carolina is contained in the act creating the Literary Fund,³ which provided for a division of the proceeds of the fund "among the several counties." This idea of the county as the unit of school administration was made more specific in the law⁴ which provided for the establishment of public schools in each county. In 1868 the Constitution was rewritten, firmly establishing the county as the unit of local administration. By legislative act⁵ the county commissioners were given administrative control of the schools. In 1899 the legislature appointed county boards of school directors who in turn appointed superintendents for the respective counties.⁵ The General Assembly of 1901 changed the name to county boards of education. With the passage of the school law of 1903 the office of county board of education was permanently established and county superintendents were permanently and definitely made the executive officers of the boards of education. The breaking up of the county as the sole unit of school administration along with the growth of towns and cities and the concentration of taxable property within these

³Public Laws of 1825-26, Chapter 1, Sec. IV.

⁴Public Laws of 1838-39, Chapter VIII.

⁵Public Laws of 1868-69.

purposes" was enacted. The Constitution of 1868, provided for a State Board of Education which succeeded "to all the powers and trusts of the President and Directors of the Board of Education, which had been abolished, and in addition was given the authority "to legislate and make all laws in relation to free public schools and the educational funds of the State." This act provided for the organization for the administration of public schools on the local level in the act creating the Literary Fund,³ which provided for a division of the Literary Fund among the several counties." This idea of the county as the unit of school administration in the law⁴ which provided for the establishment of public schools in the act of 1868 was rewritten, firmly establishing the county as the unit of local school administration. In the act⁵ the county commissioners were given administrative control of the schools and they appointed county boards of school directors who in turn appointed superintendents in the counties. The General Assembly of 1901 changed the name to county boards of education. In the school law of 1903 the office of county board of education was permanent and the superintendents were permanently and definitely made the executive officers of the schools. The breaking up of the county as the sole unit of school administration came about through the creation of cities and cities and the concentration of taxable property within these areas.

Chapter 1, Sec. IV.

Chapter VIII.

The establishment of these independent units, beginning in 1870 with Greensboro, was accomplished by special acts of the General Assembly. A separate act was written for each unit (special charter) describing its boundaries, naming the governing authority, its method of selection, and its operation of the public schools of the unit. The county and separate chartered unit system, of this type, has continued to this day.

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THE SITUATION —
IN
NORTH CAROLINA.

The maps and graphs which follow display important information on population, income, resources, and education in North Carolina. They have been constructed to illustrate the present situation from county to county and school administrative unit to school administrative unit across the state.

MAPS AND CHARTS

Population
Standard Of Living
Income Distribution
Education
Where The Students Are
Support Capability
Local Annual Expenditures For Education
High School Completion
High School Completion And Administrative Unit Size
High School Completion And Number Of Students Per Teacher
Grade Organization
Instructional Personnel In Elementary Schools
Instructional Personnel In High Schools
Administrative Personnel

POPULATION

- There have been major population changes in North Carolina during the last few years.
- From 1960 to 1970 eight counties experienced major growth.
- During the same period, nine counties declined in population by one-fifth or more.
- Seventy counties lost population between 1960 and 1970.
- Thirty counties gained population between 1960 and 1970.
- It is projected that between 35 and 40 of North Carolina's counties will decline in population between 1970 and 1978.

Figure 1
Population Trends
Net Migration Per 1,000 Population
1960-1970

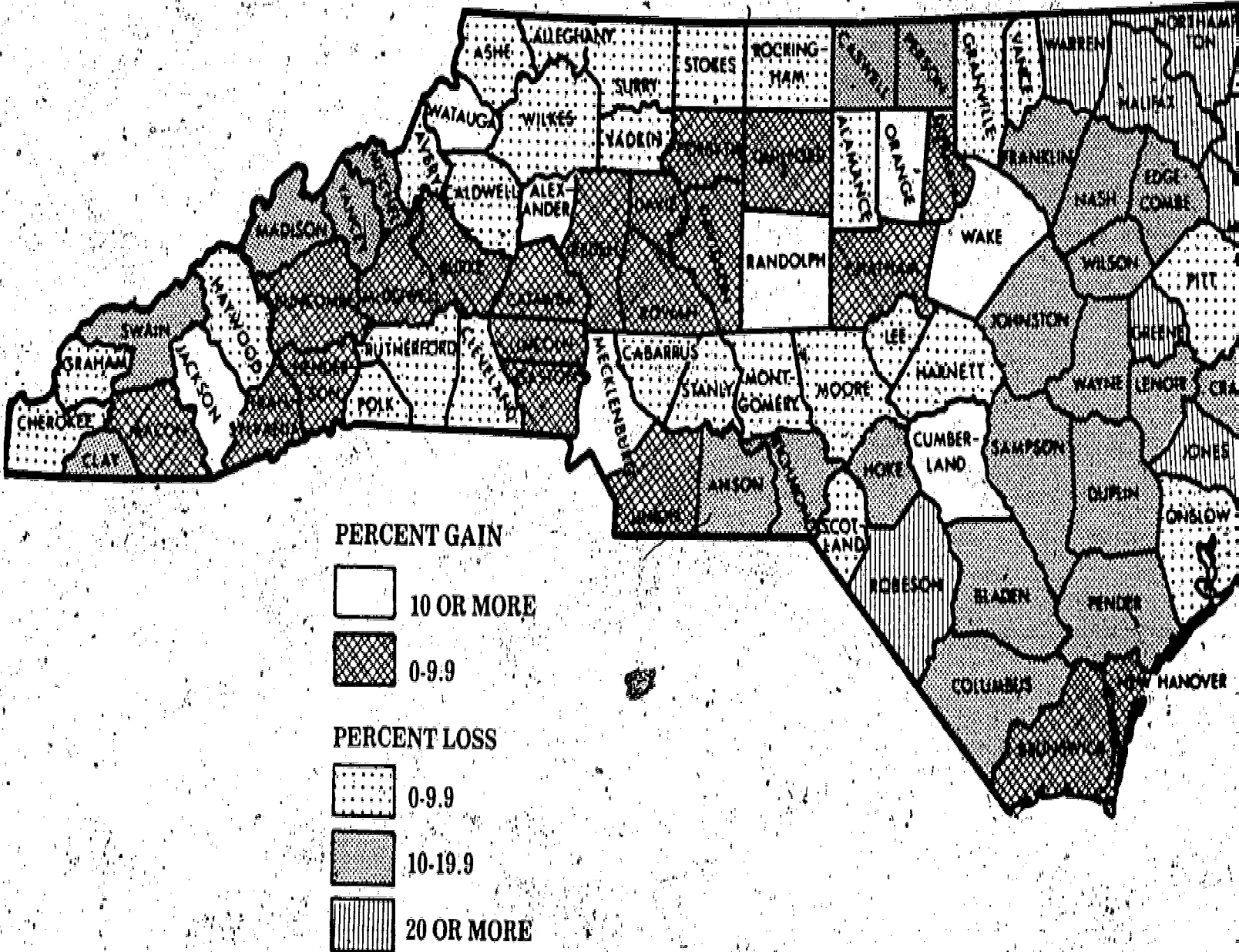


Figure 1

Population Trends

Net Migration Per 1,000 Population

1960-1970

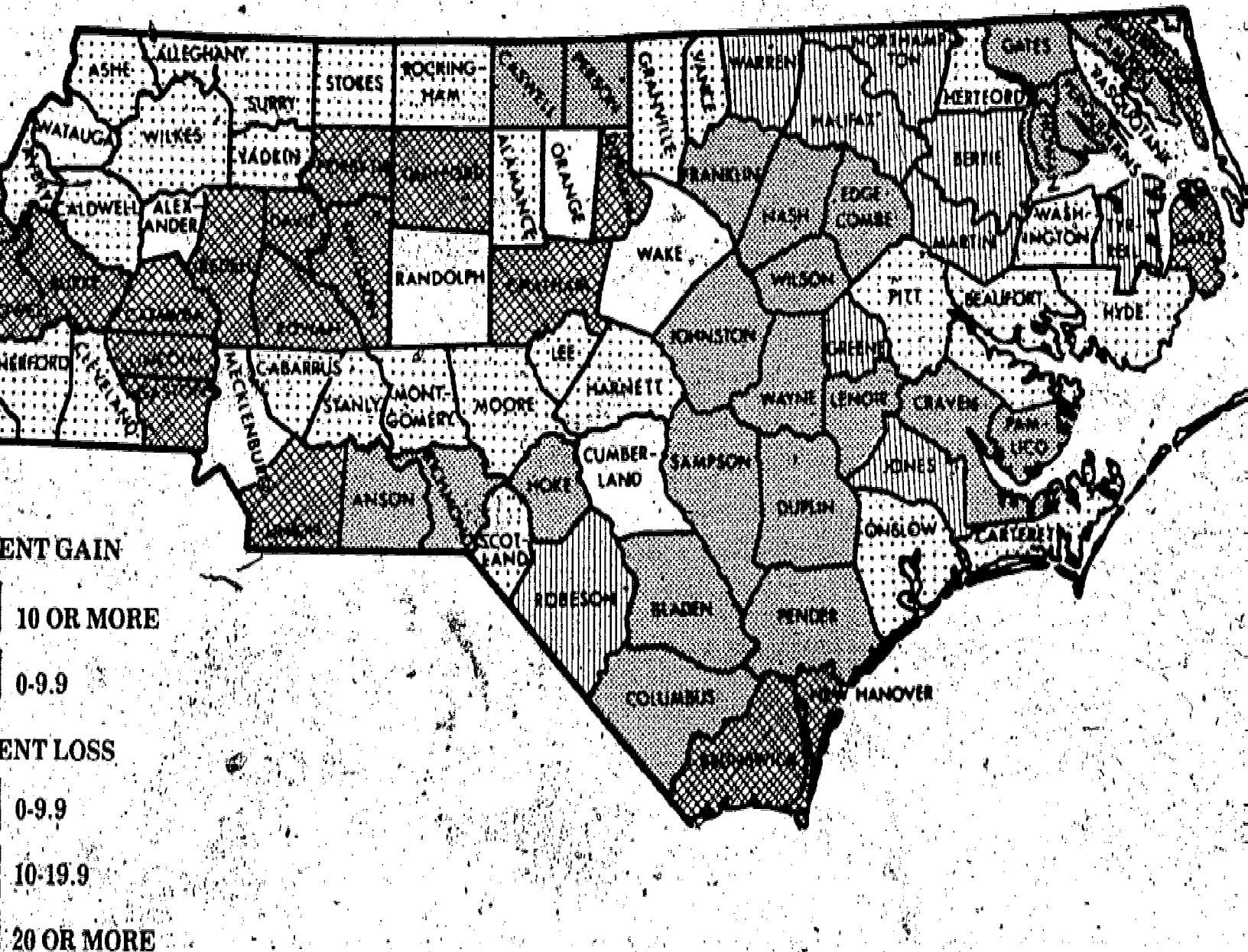
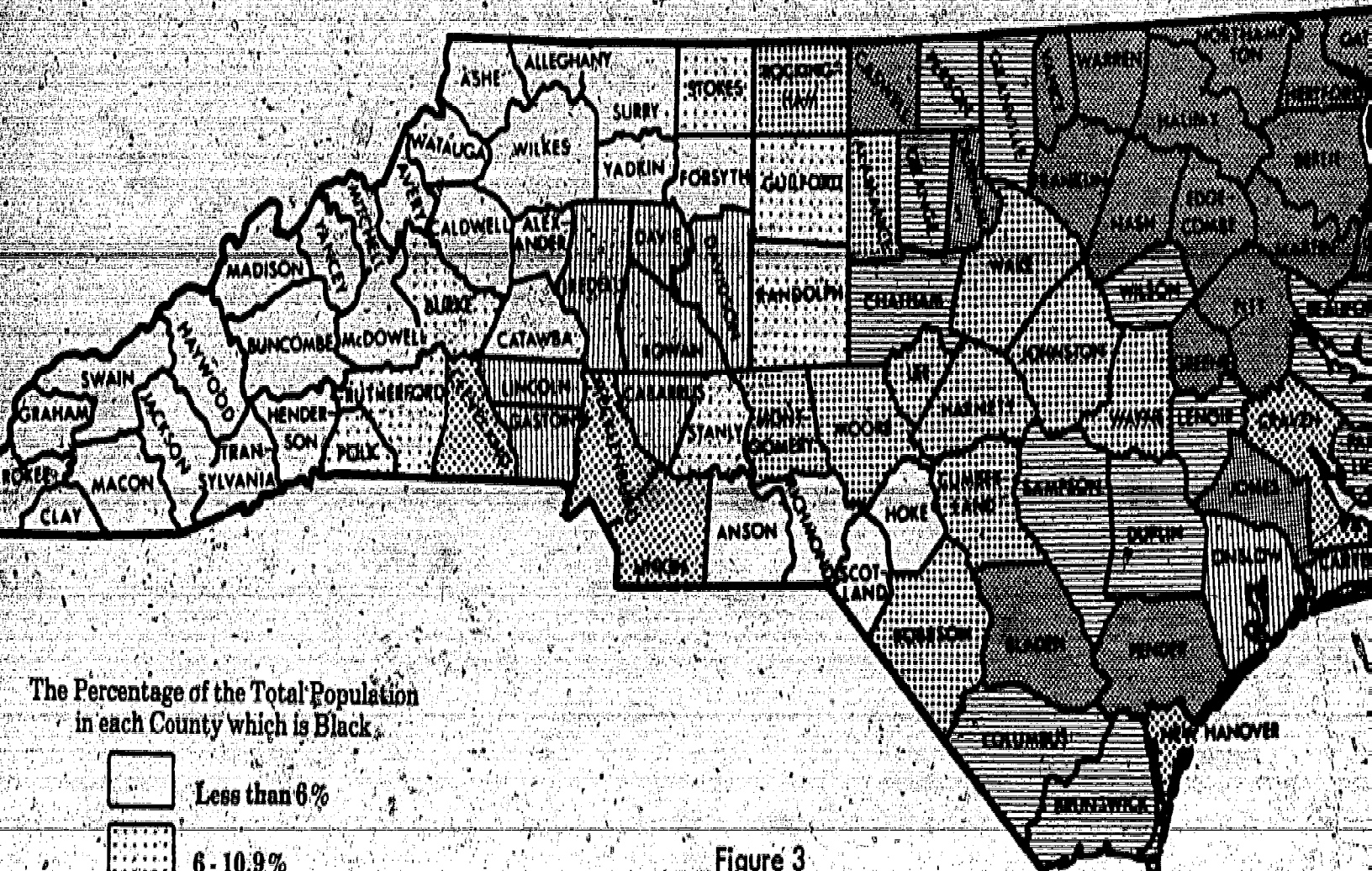
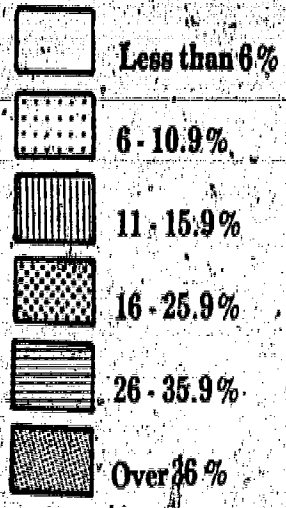


Figure 2

Population Characteristics Of North Carolina Counties

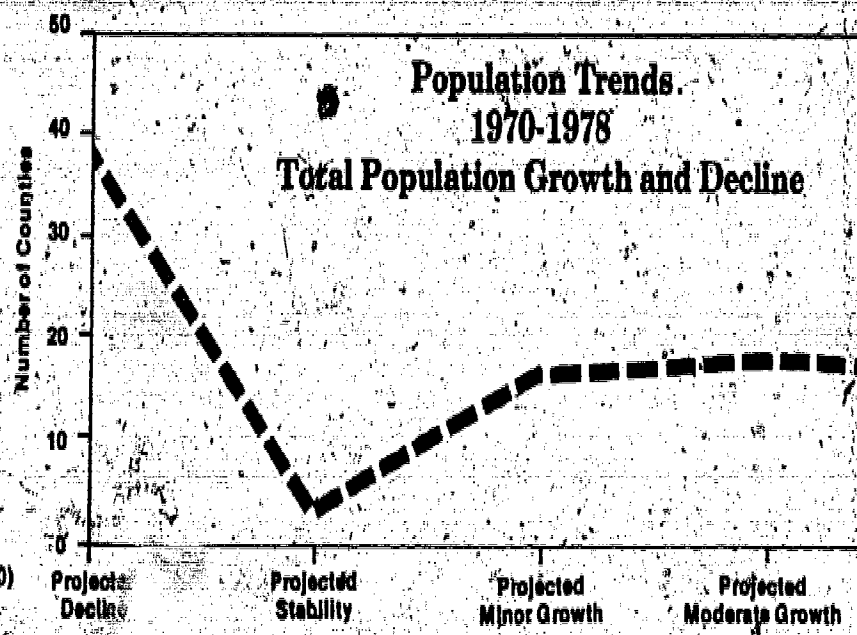


The Percentage of the Total Population in each County which is Black



DEFINITION
 Stability (up to 300 growth)
 Minor Growth (500-2000)
 Moderate Growth (2,000-14,000)
 Major Growth (over 14,000)

Figure 3



STANDARD OF LIVING

Over 25 per cent of the families in 35 counties had incomes below the poverty level according to the last United States Census.

In 10 counties at least 12.5 per cent of the families had incomes of \$15,000 and more.

Median family income was \$8,000 and over in 22 counties.

Median family income was less than \$6,000 in 32 counties.

There is a wide range of income levels in North Carolina.

Students across North Carolina come from a wide range of economic backgrounds.

Figure 4

Per Cent of Families Below Poverty Level

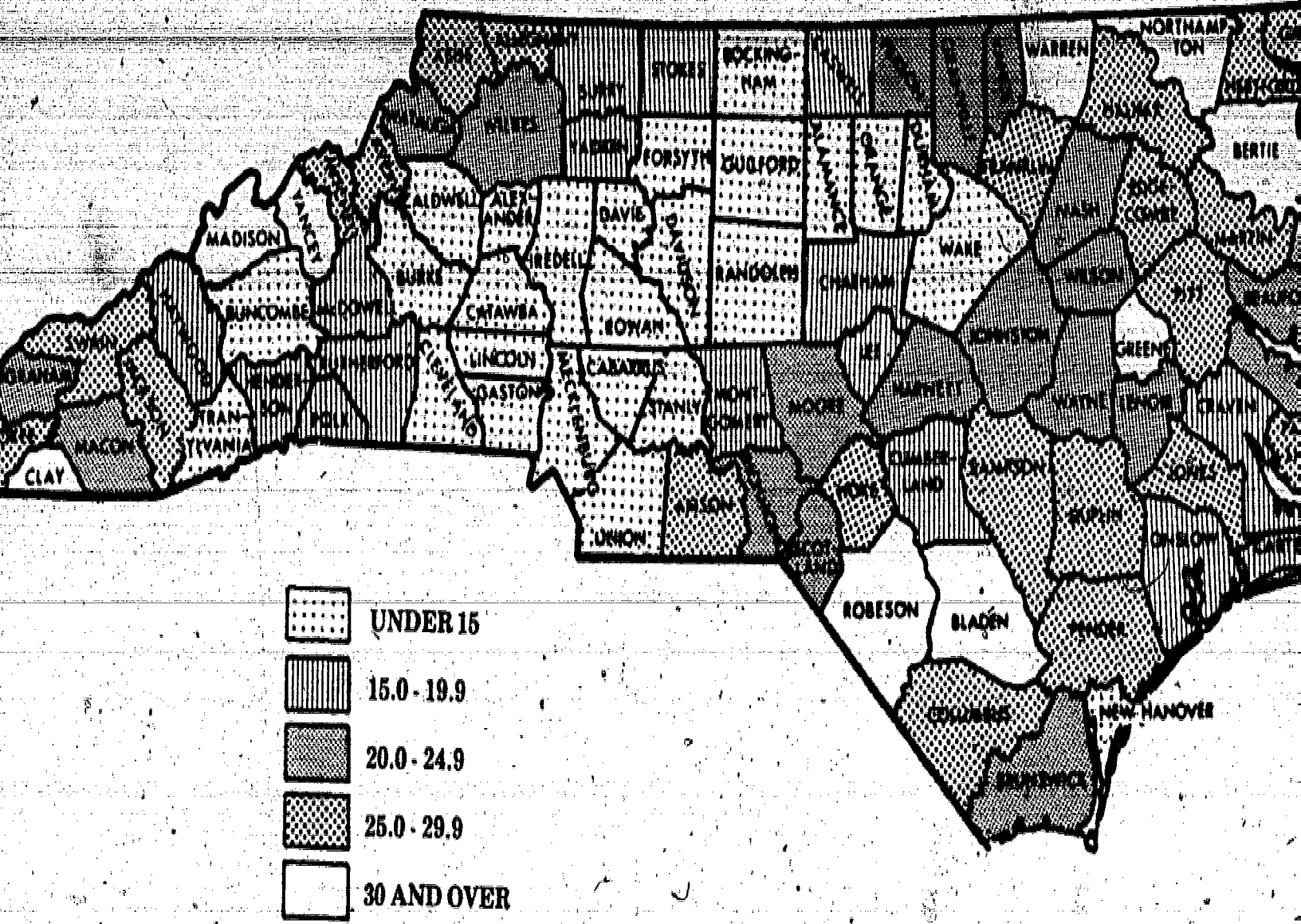


Figure 5

Per Cent of Families With Incomes of \$15,000 and More

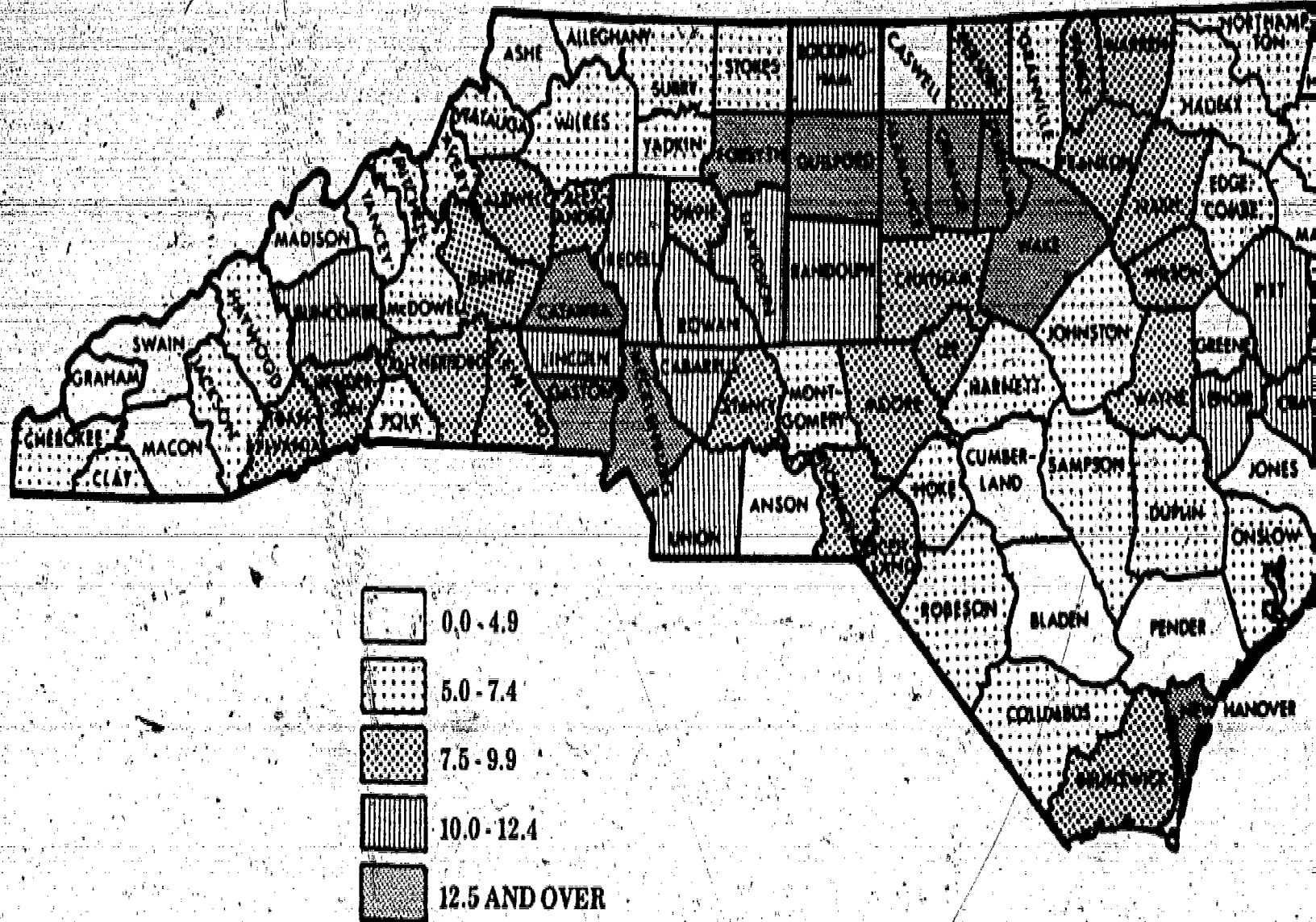
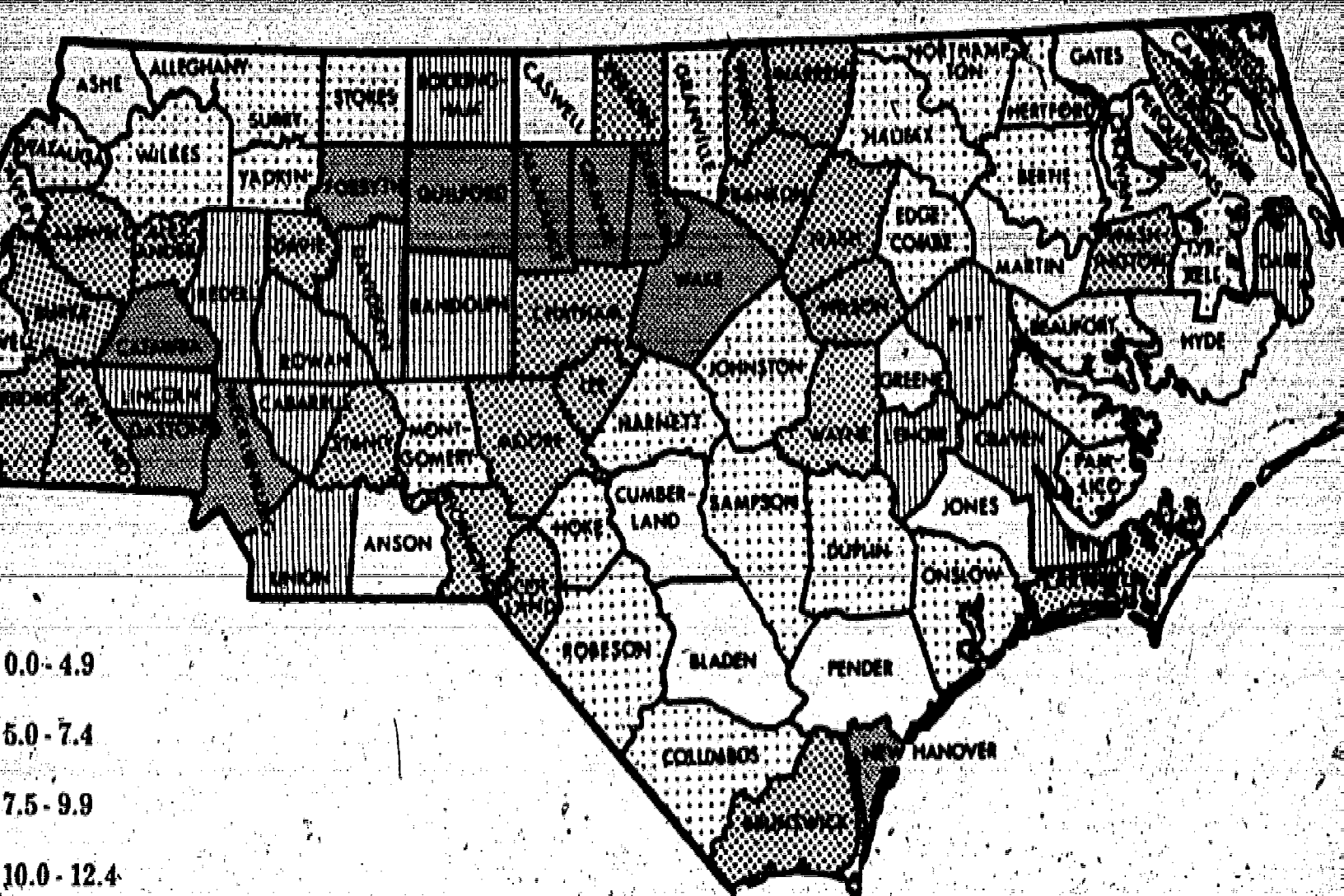


Figure 5

Per Cent of Families With Incomes of \$15,000 and More



- 0.0-4.9
- 5.0-7.4
- 7.5-9.9
- 10.0-12.4
- 12.5 AND OVER

Figure 6

Median Family Income by County

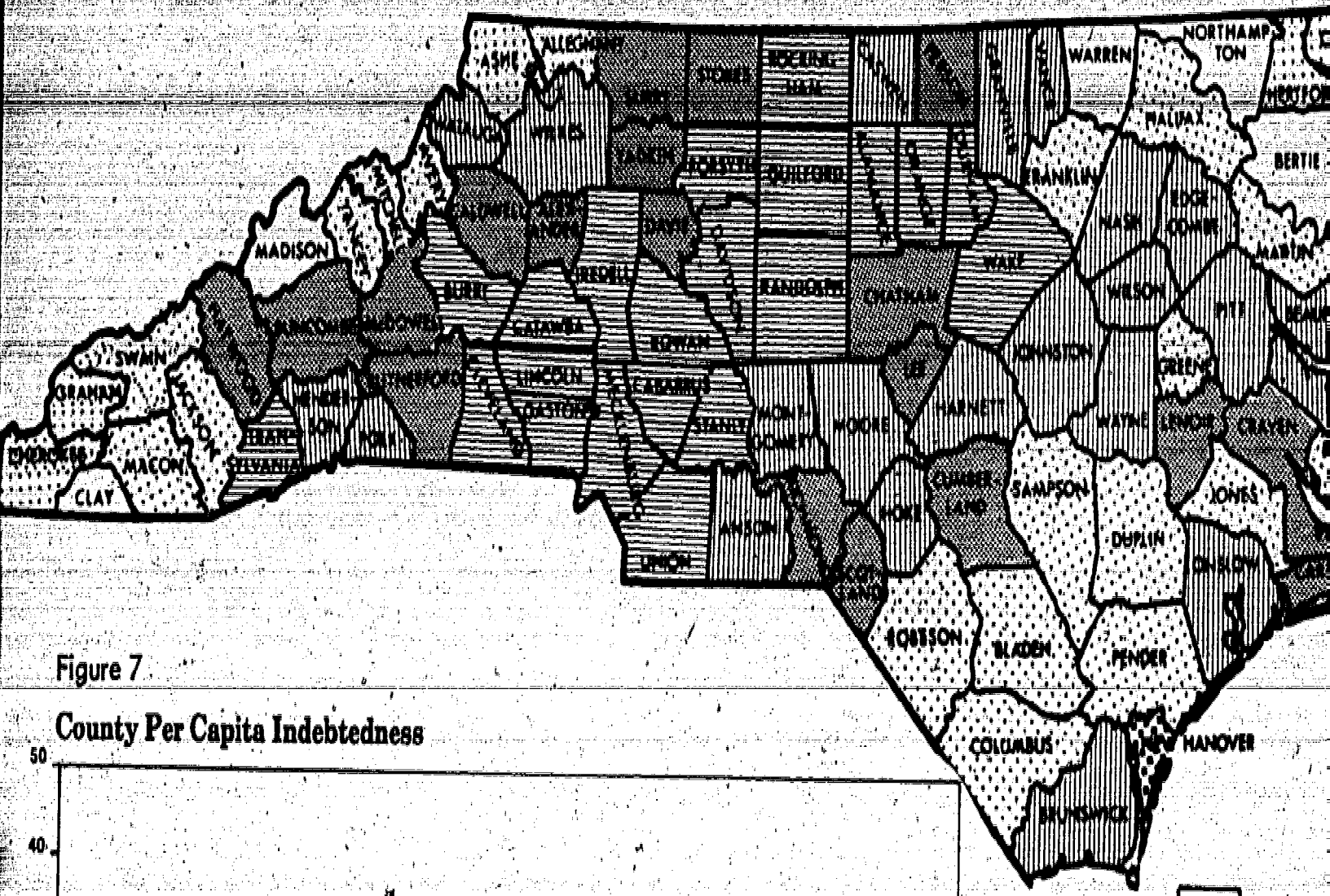
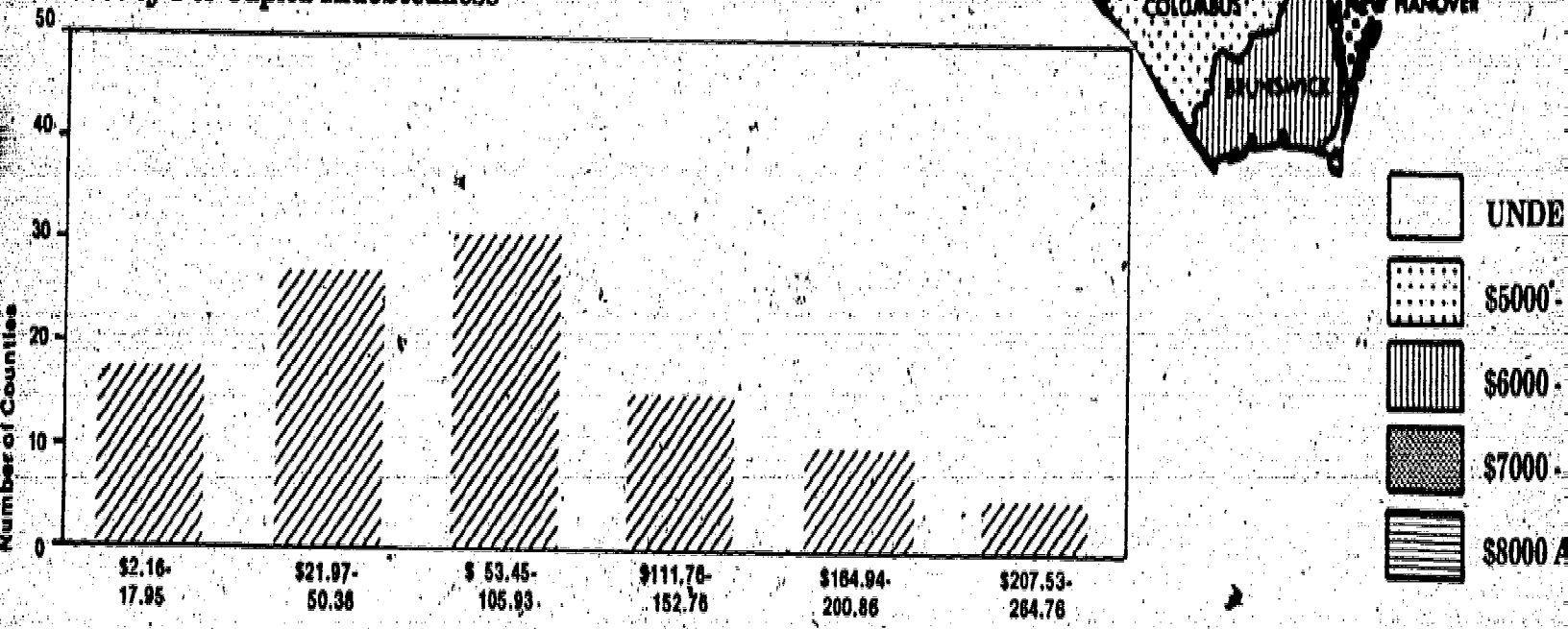


Figure 7

County Per Capita Indebtedness

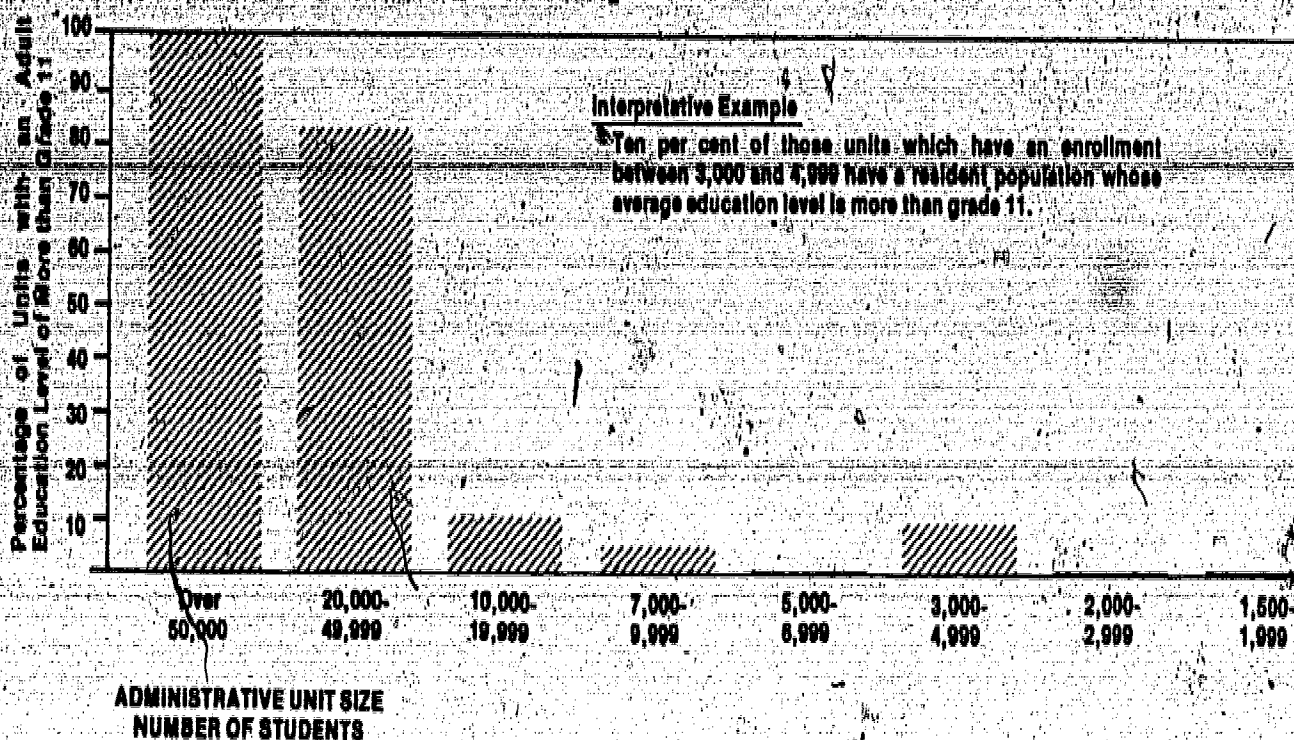


NOTE: Three counties have no debt.

EDUCATION

- . Over 40 per cent of all adults have completed high school in 15 North Carolina counties.
- . Under 25 per cent of all adults have completed high school in seven North Carolina counties.
- . Less than 30 per cent of all adults have completed high school in 41 North Carolina counties.
- . For the most part, those counties which are most heavily populated have the most highly educated adult population.
- . For the most part, the adult population residing within the boundaries of the larger school administrative units is the more highly educated.

Administrative Unit Size and Average Education Level of the Resident Population



Administrative Unit Size and Average Education Level of the Resident Population

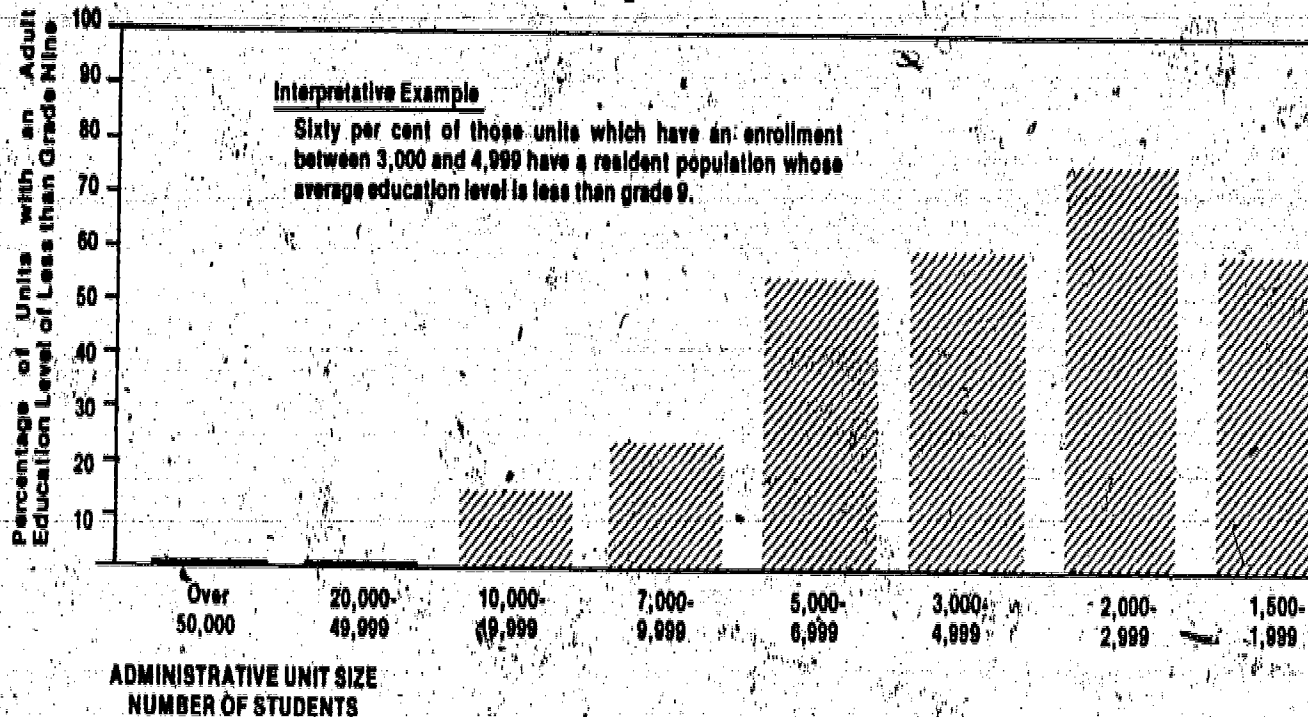


Figure 9 Relative Unit Size and Average Level of the Resident Population

Figure 9

Interpretative Example

Ten per cent of those units which have an enrollment between 3,000 and 4,999 have a resident population whose average education level is more than grade 11.

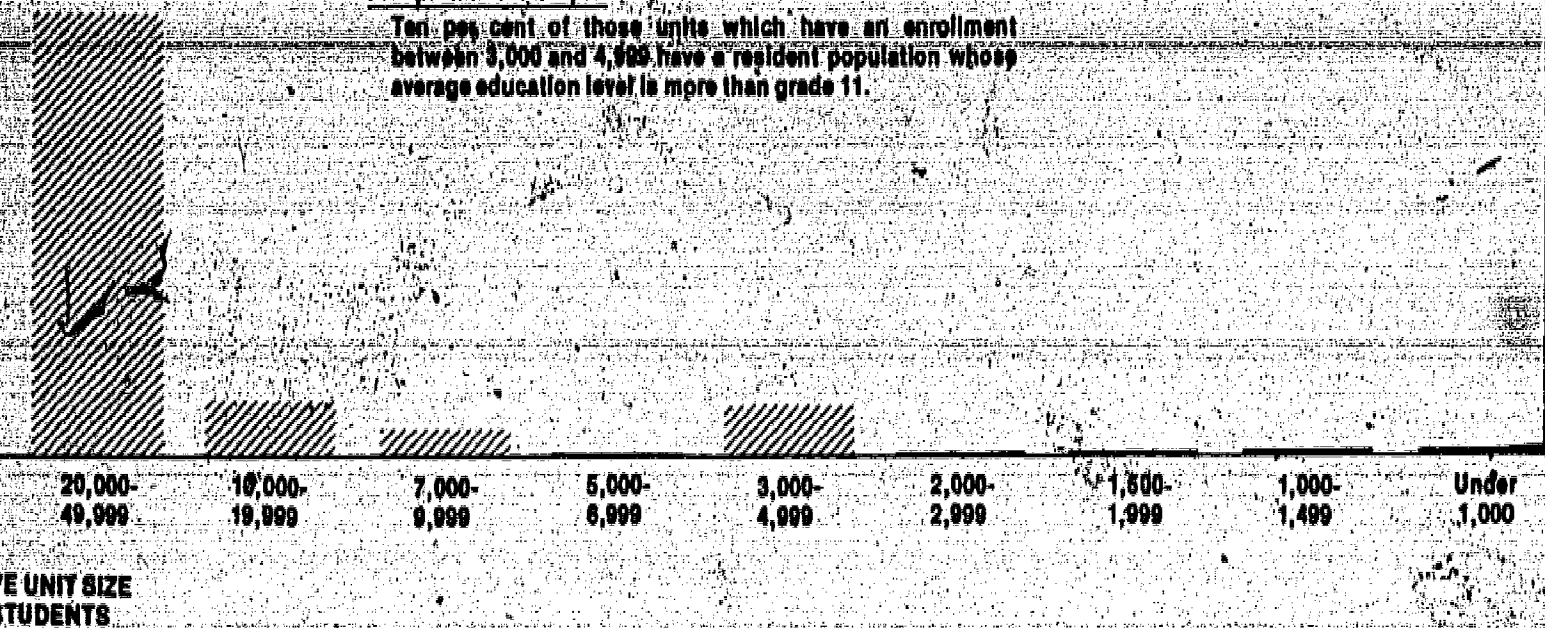


Figure 10 Relative Unit Size and Average Level of the Resident Population

Figure 10

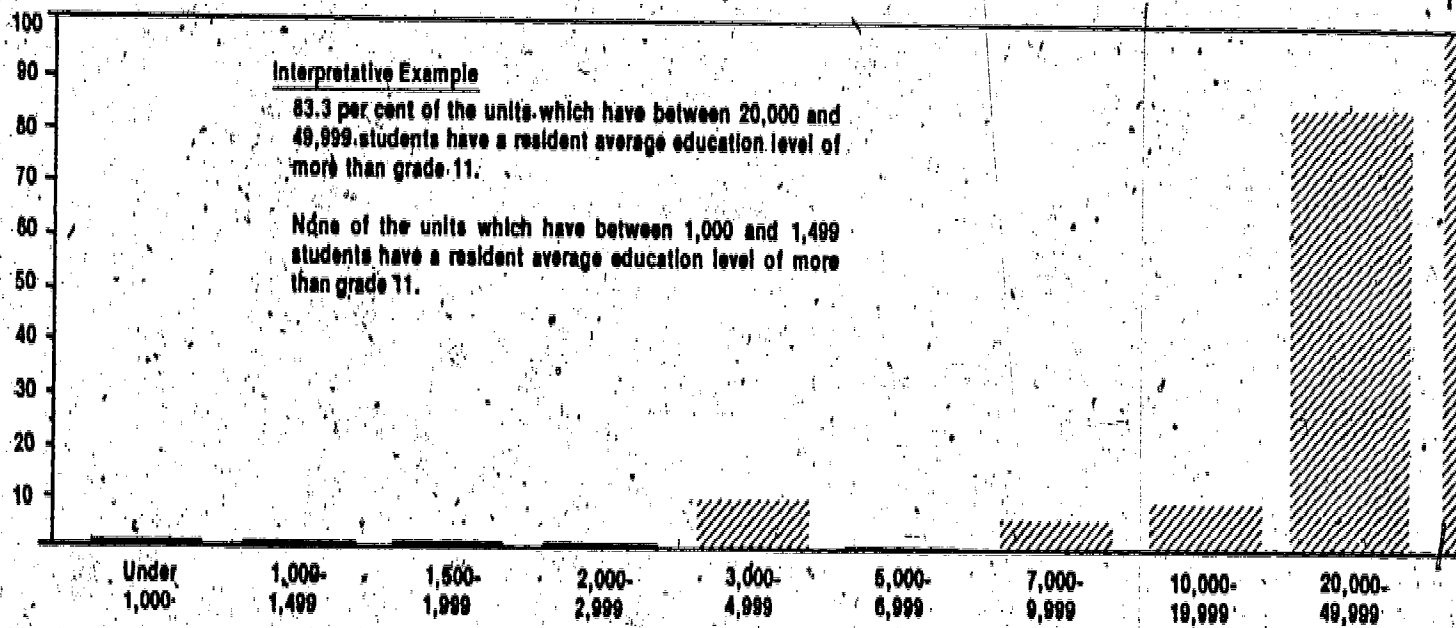
Interpretative Example

Sixty per cent of those units which have an enrollment between 3,000 and 4,999 have a resident population whose average education level is less than grade 9.



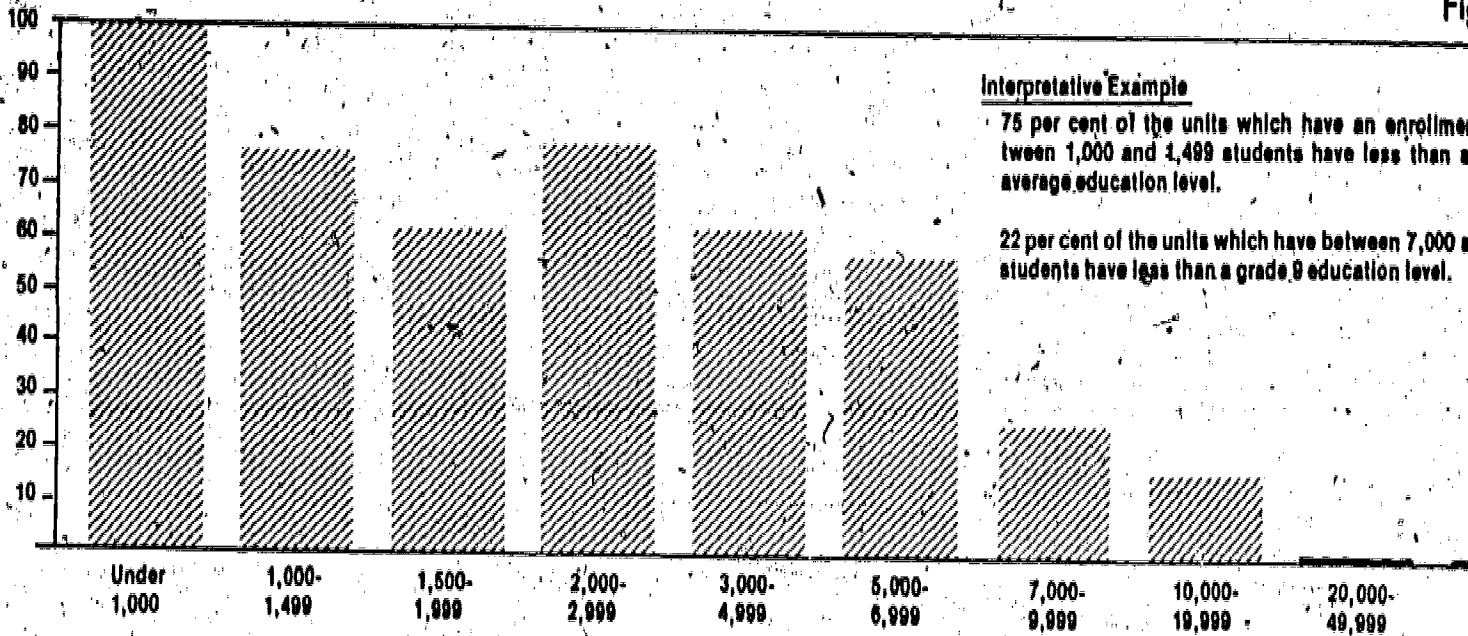
Administrative Unit Sizes and Average Education Level of the Resident Adult Population

Percentage of Units of a Size Category With a Resident Education Level Over Grade 11



Administrative Unit Sizes and Average Education Level of the Resident Adult Population

Per Cent of Unit of a Size Category With a Resident Education Level of Less Than Grade 9



ADMINISTRATIVE UNIT SIZE

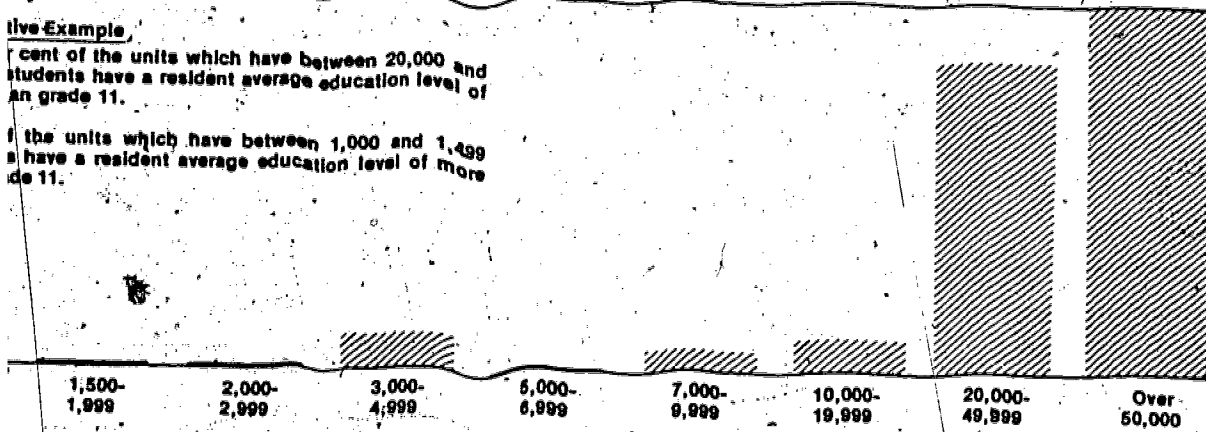
**Sizes and Average Education
Adult Population**

Figure 11

Interpretive Example

75 per cent of the units which have between 20,000 and 49,999 students have a resident average education level of more than a grade 11.

75 per cent of the units which have between 1,000 and 1,499 students have a resident average education level of more than a grade 11.



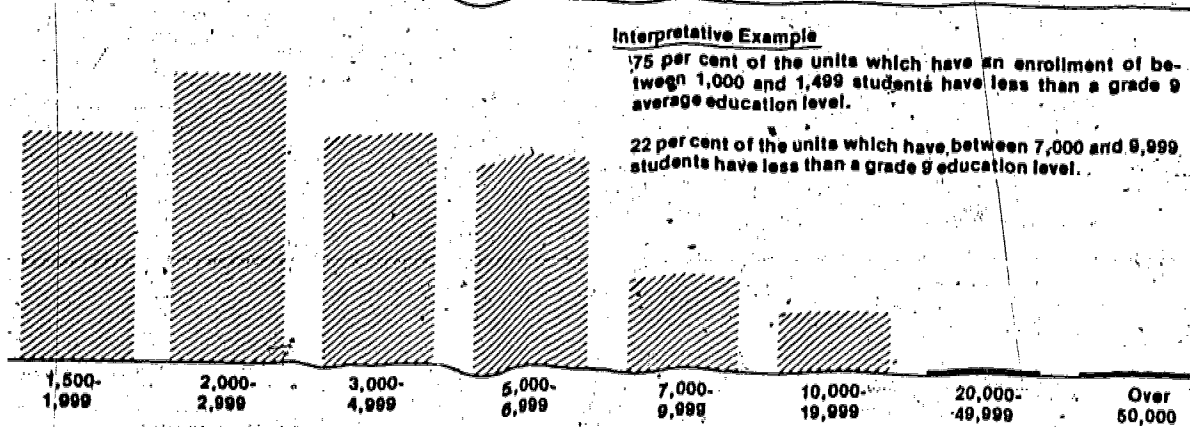
**Sizes and Average Education
Adult Population**

Figure 12

Interpretive Example

75 per cent of the units which have an enrollment of between 1,000 and 1,499 students have less than a grade 9 average education level.

22 per cent of the units which have between 7,000 and 9,999 students have less than a grade 9 education level.



INCOME DISTRIBUTION

- For the most part, those counties with the most highly educated population have the highest per capita income.
- For the most part, the per capita income is higher for those people living within the boundaries of the larger school administrative units.
- There are counties in the state where the per-capita income is between \$1,668 and \$2,000.
- There are other counties where the per capita income is twice as much as in the poorer counties.

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Figure 13
Per Capita Income

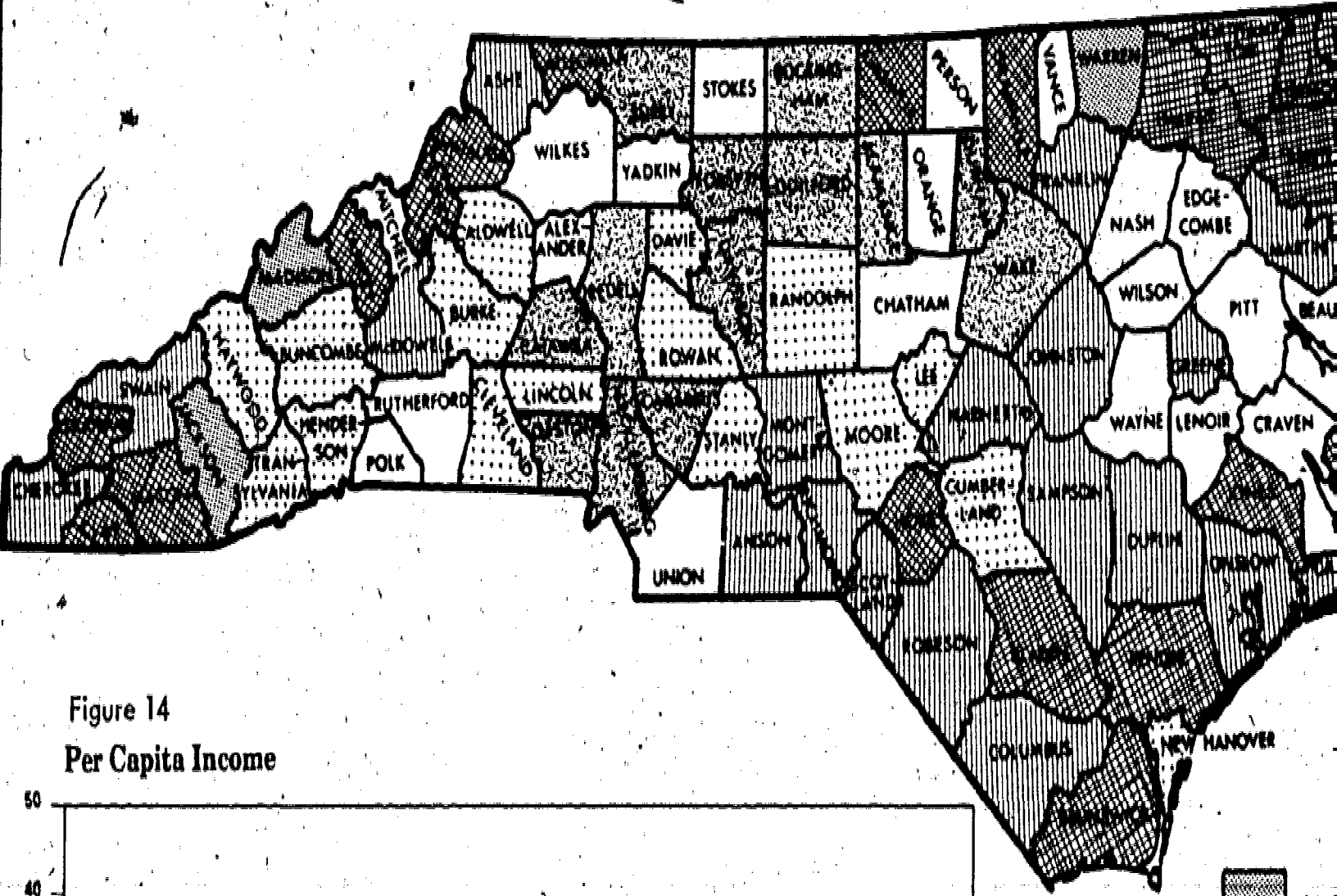


Figure 14
Per Capita Income

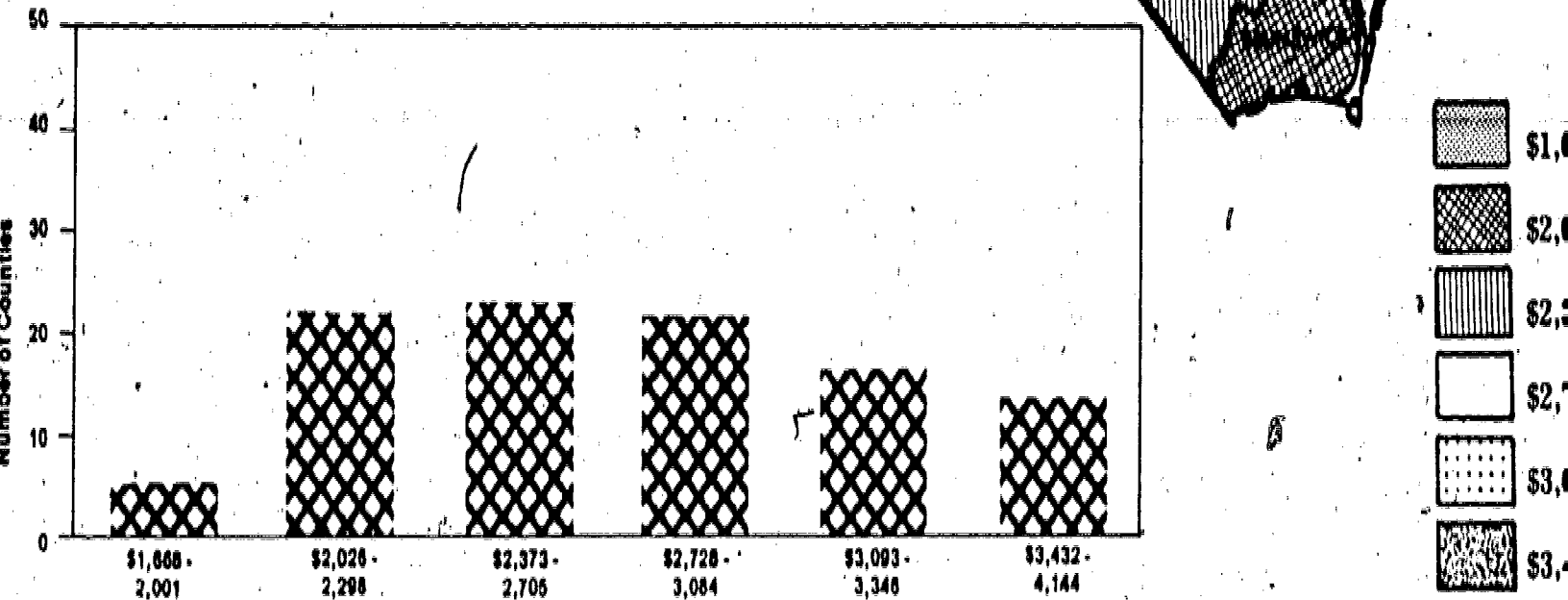


Figure 15

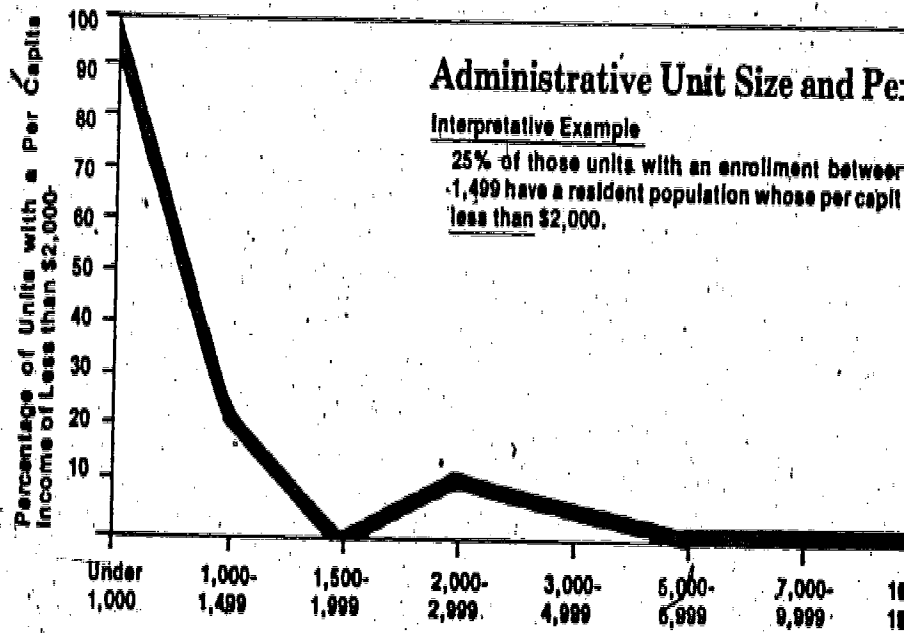


Figure 16

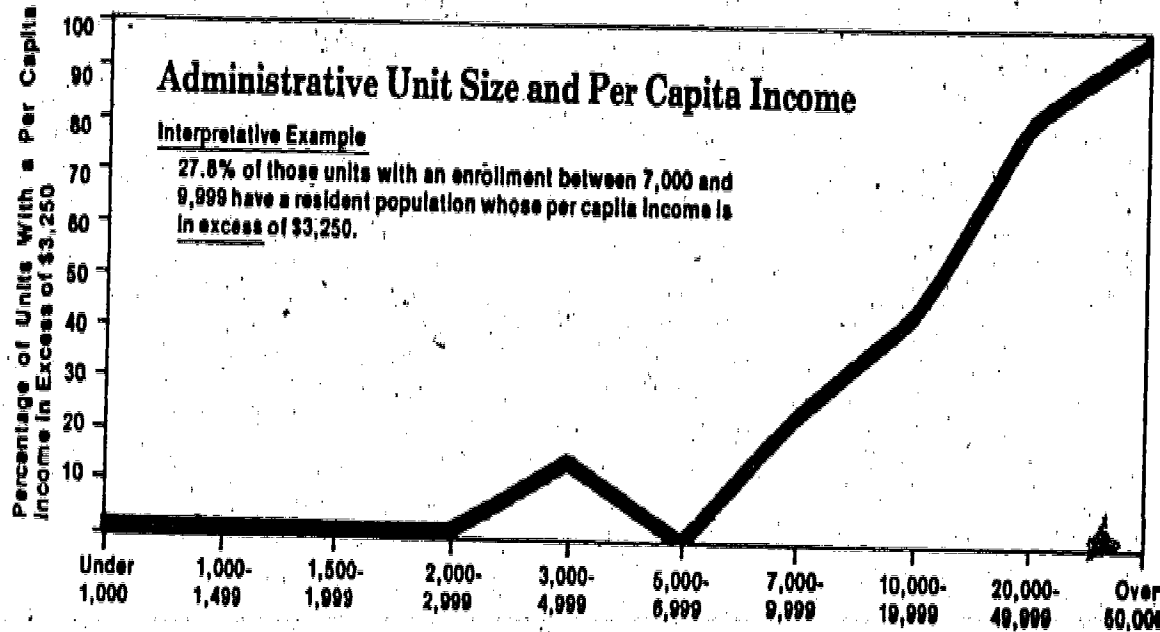


Figure 17

Interpretative Example

Approximately 82% of the counties that have an average education level of more than Grade 11 have a per capita income in excess of \$3,000. Only 7% of the counties which have an education level under Grade 9 have a per capita income of over \$3,000.

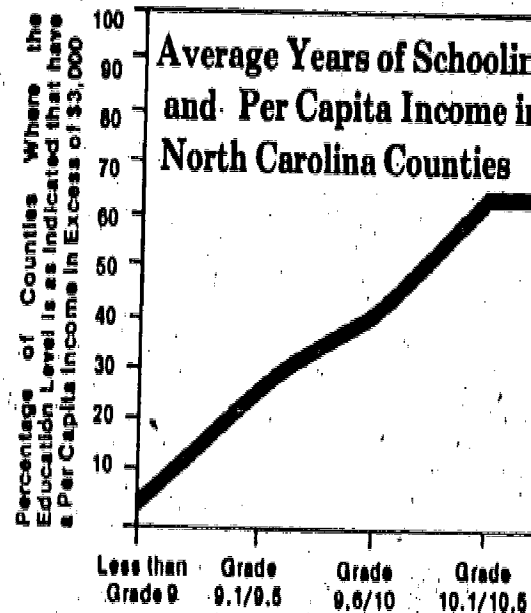


Figure 15

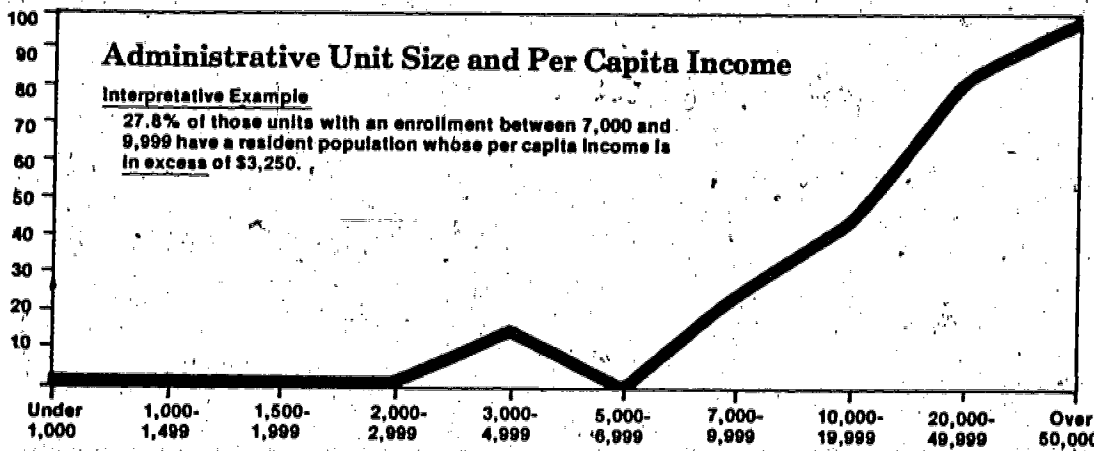
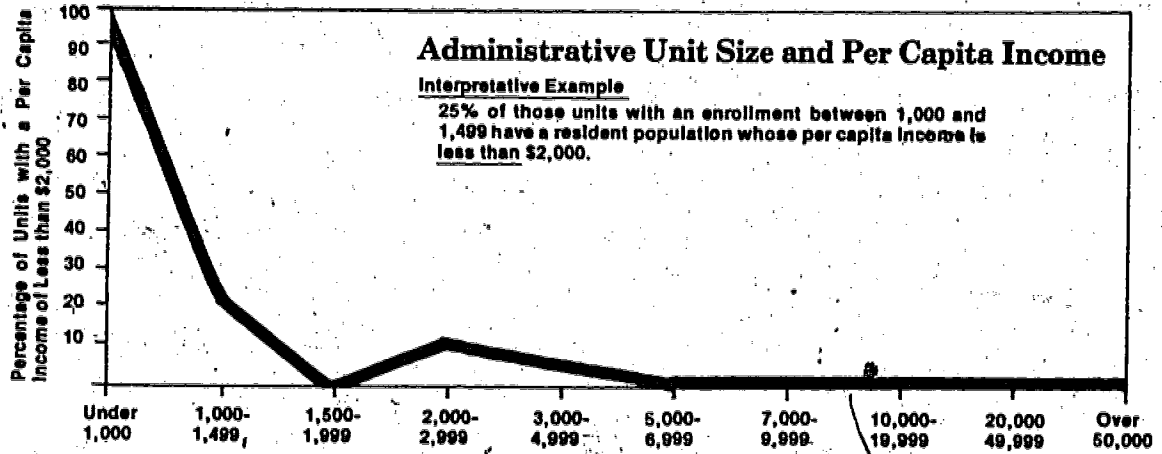


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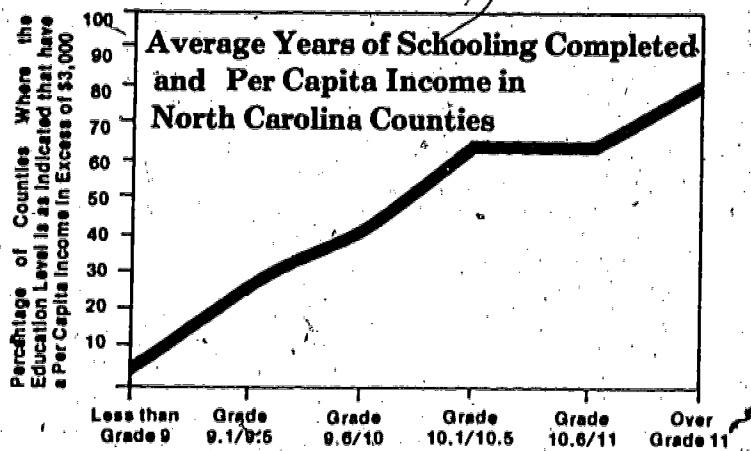
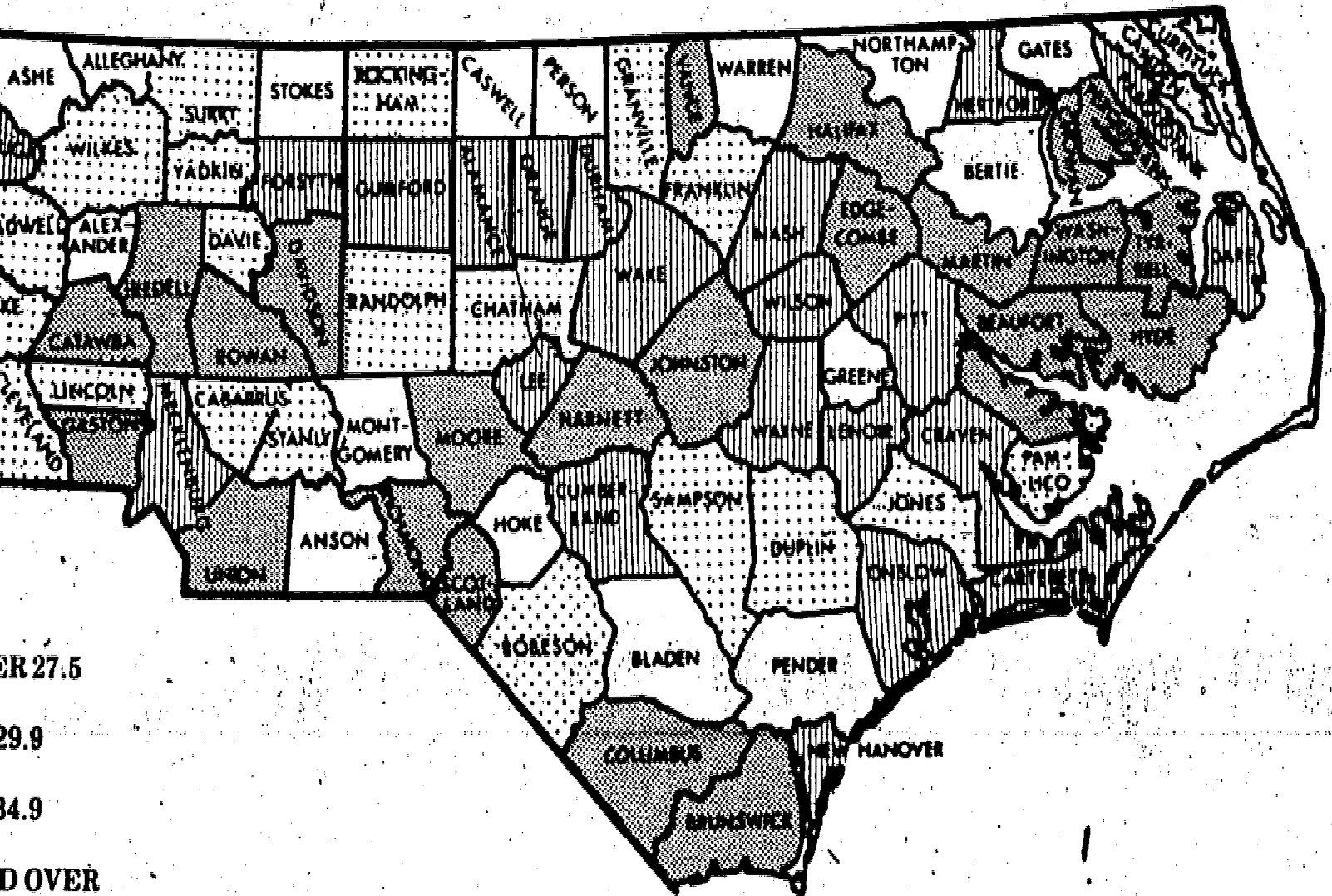


Figure 18

Per Cent of Civilian Workers in White Collar Occupations



SUPPORT CAPABILITY

- Valuation per pupil in some North Carolina counties is nearly three times as much as it is in others.
- In 25 counties a ten cent property tax levy would generate less than \$27.00 per student.
- In 16 counties such a levy would generate over \$50.00 per student.
- For the most part, the larger administrative units have a greater support capability per student. There are some interesting exceptions to this.

Figure 19

Support Capability

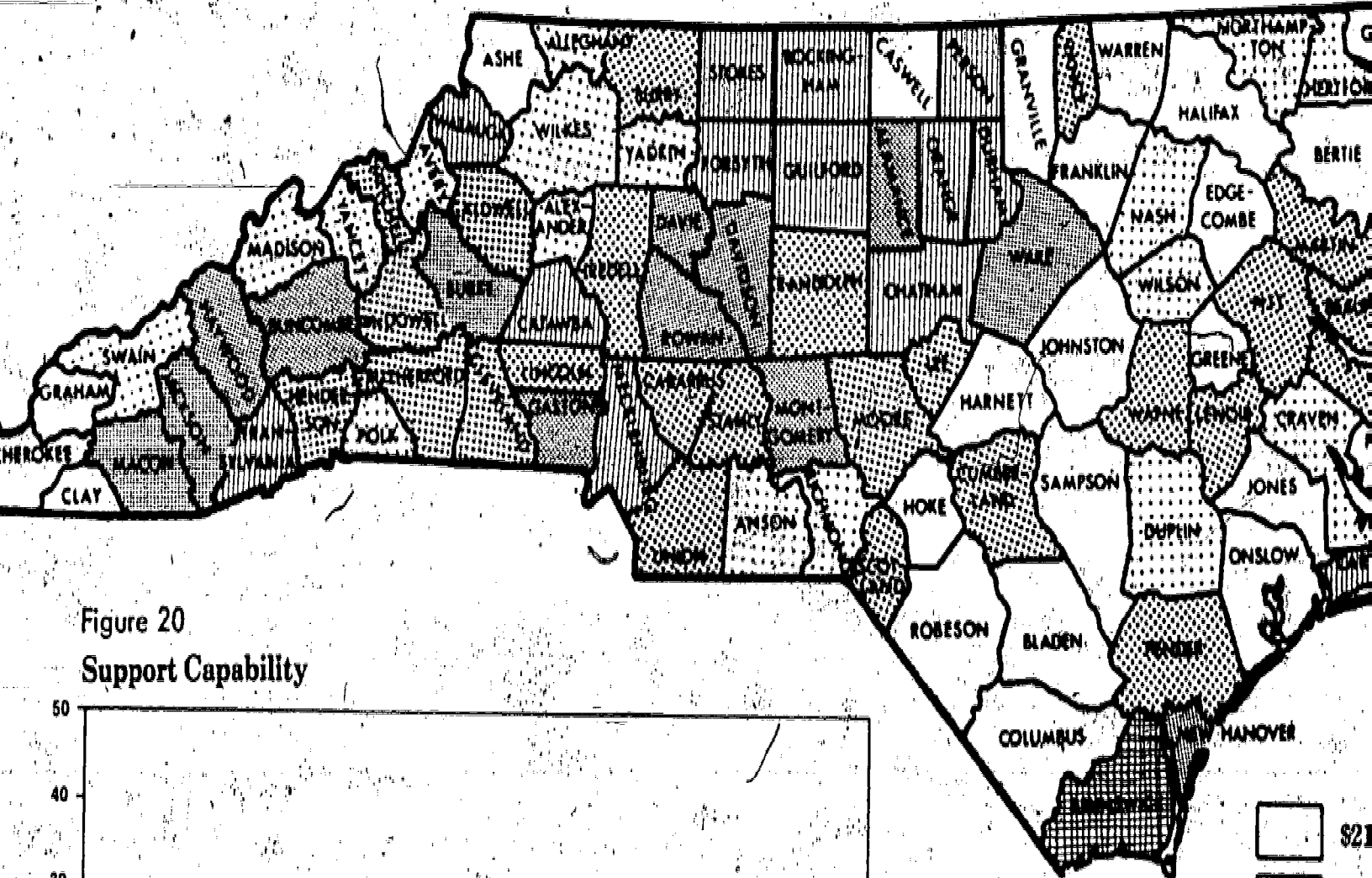
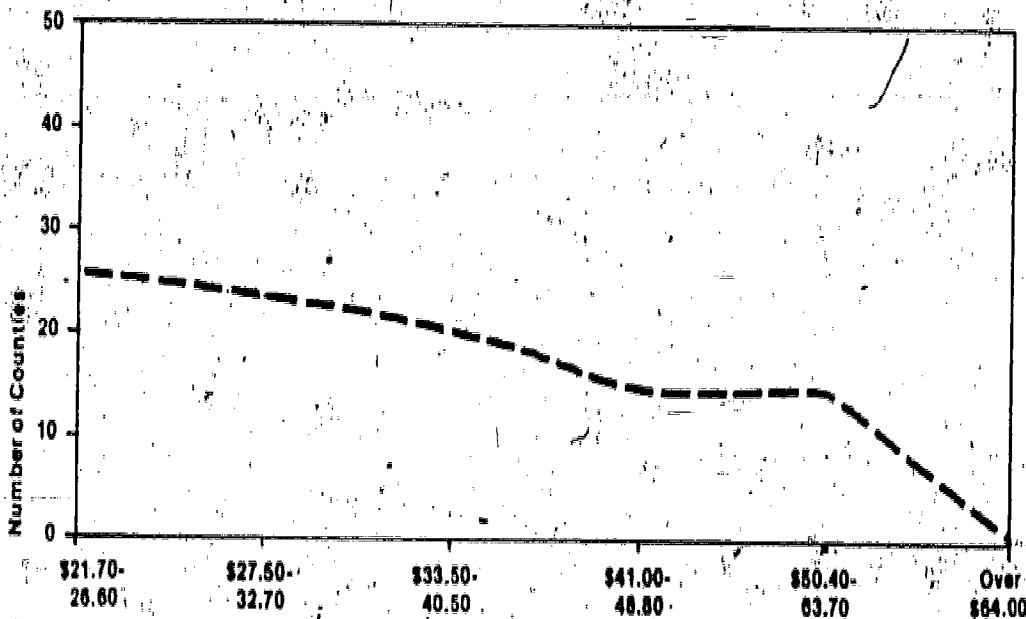
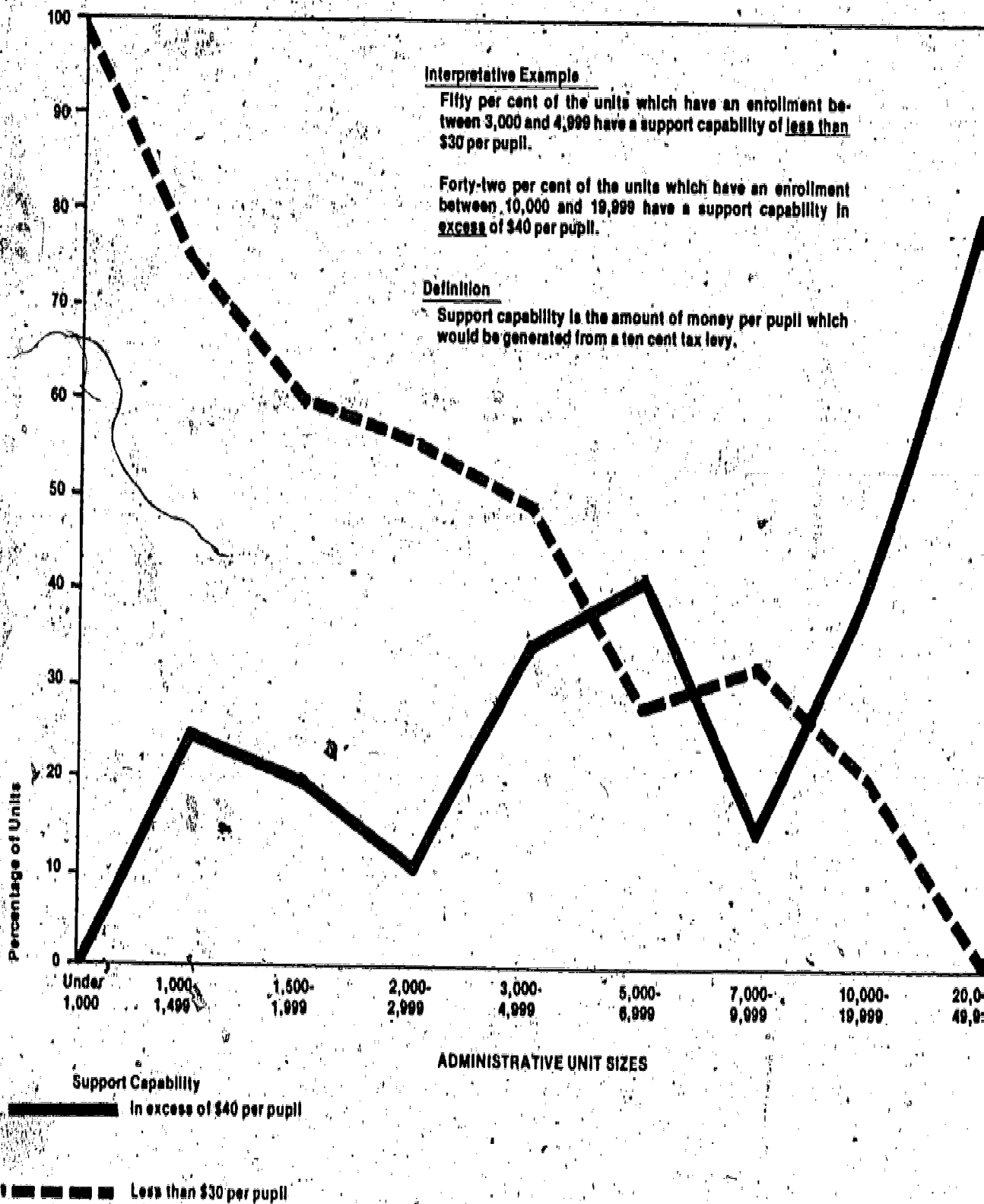


Figure 20
Support Capability



NOTE: Dollars per pupil which would be generated from a ten cent property tax levy.

Figure 21
Administrative Unit Size and Support Capability



Administrative Unit Size and Support Capability

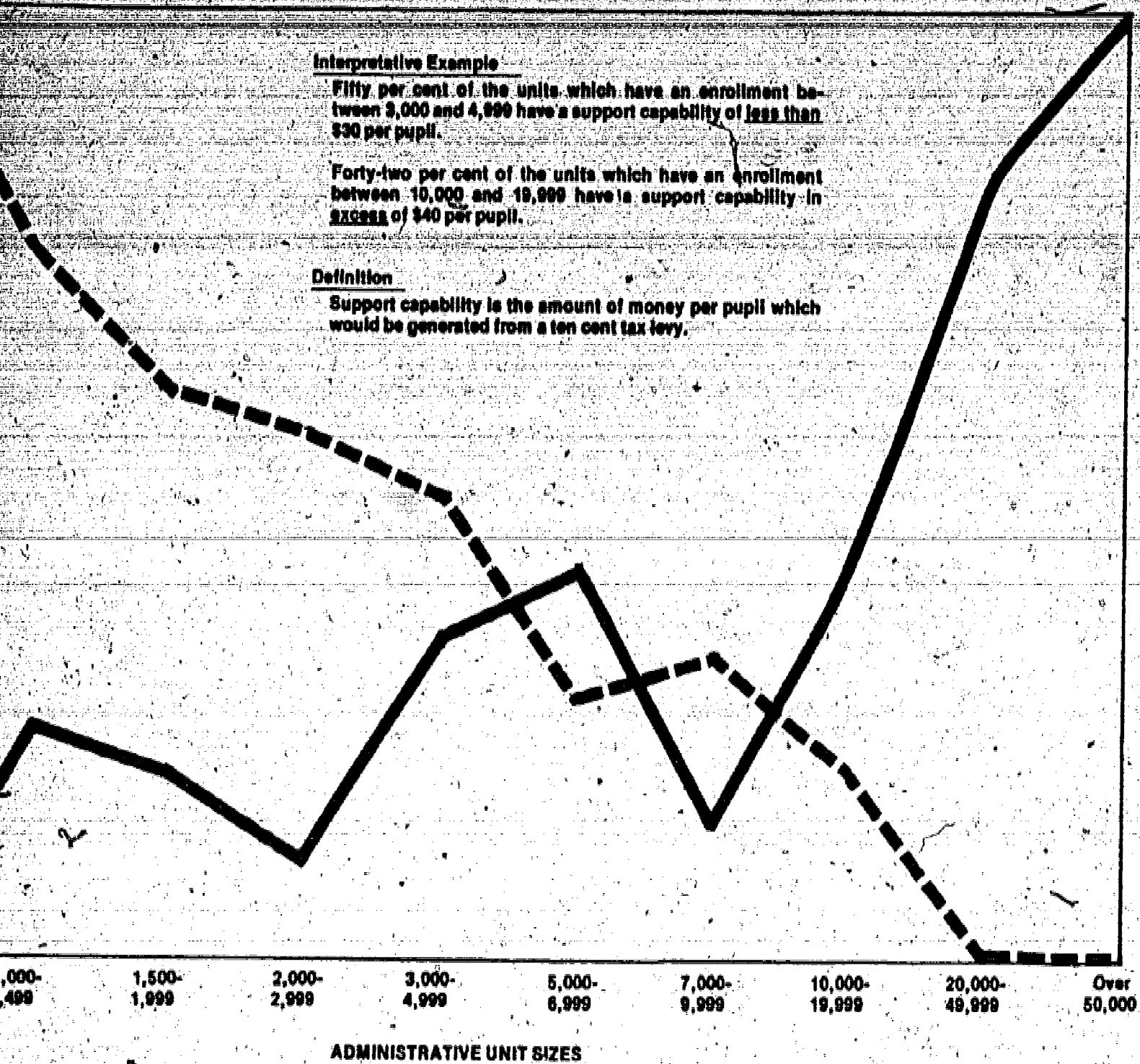
Interpretative Example

Fifty per cent of the units which have an enrollment between 3,000 and 4,999 have a support capability of less than \$30 per pupil.

Forty-two per cent of the units which have an enrollment between 10,000 and 19,999 have a support capability in excess of \$40 per pupil.

Definition

Support capability is the amount of money per pupil which would be generated from a ten cent tax levy.



Support capability in excess of \$40 per pupil

Support capability less than \$30 per pupil

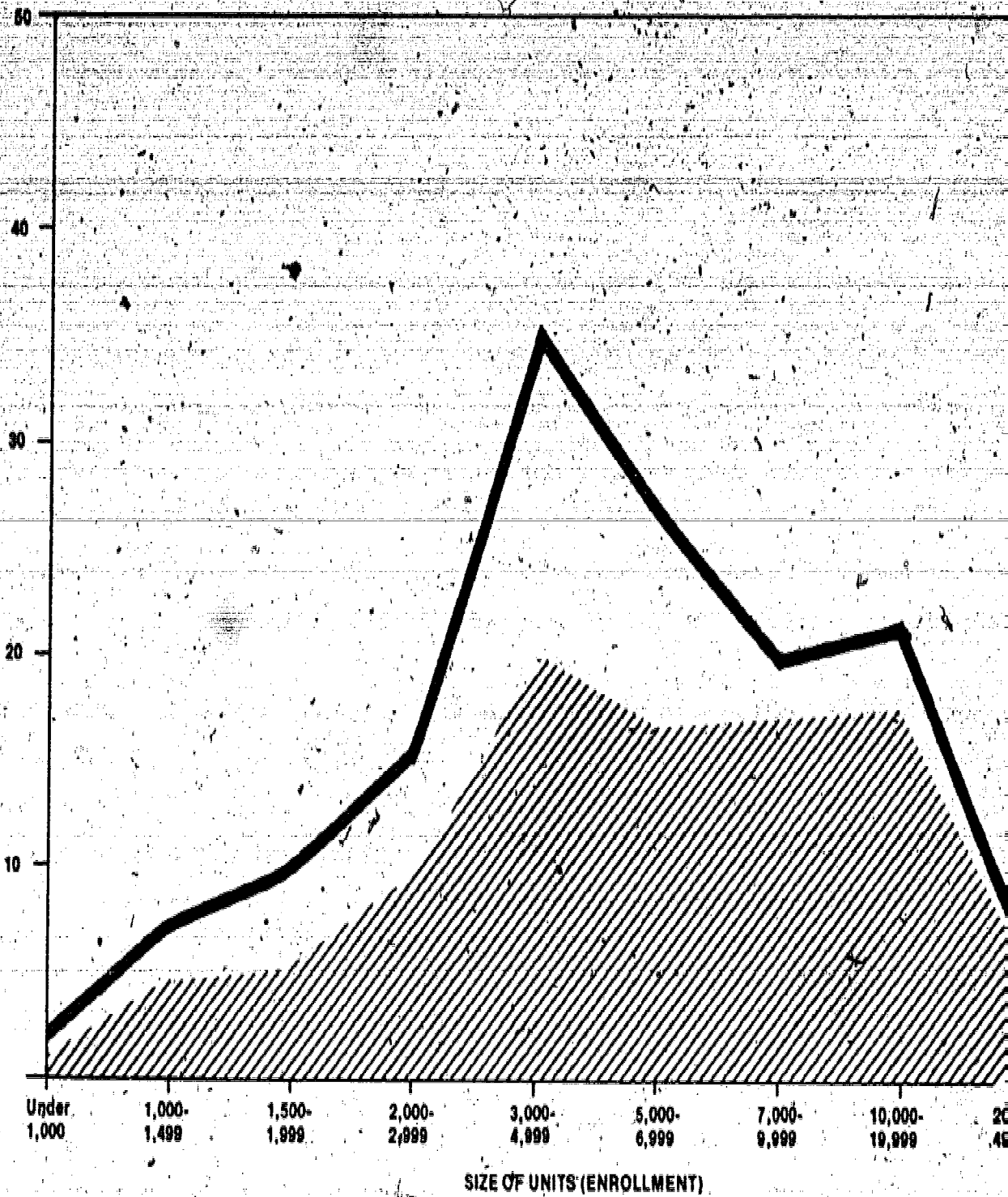
ADMINISTRATIVE UNIT SIZES

WHERE THE STUDENTS ARE

- While there are administrative units in the state with fewer than 2,000 students and more than 20,000 students, most units fall between this range.
- Student population continues to change markedly.
- It is projected that between 1970 and 1978 six administrative units will experience substantial growth.
- During that same period it is projected that 14 administrative units will experience minor growth.
- Most units are projected to have a declining population between 1970 and 1978.

Figure 22

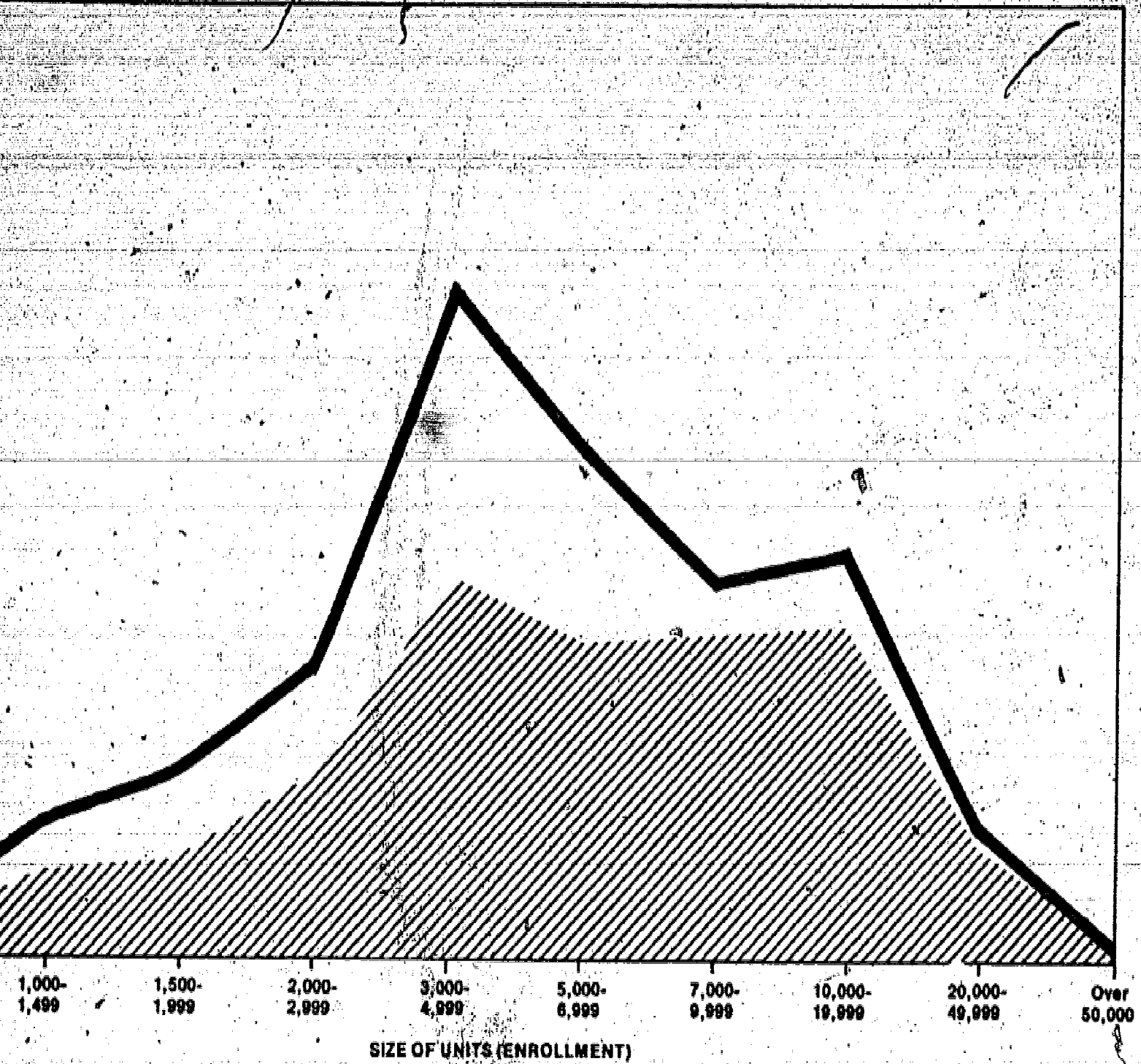
Profile of County and City Adminis



Profile of all units.
Profile of county units only.

Figure 22

Profile of County and City Administrative Units



Number of all units.

Number of county units only.

Figure 23

Population Trends

Student Population Projection 1970-1978 for County Administrative Units

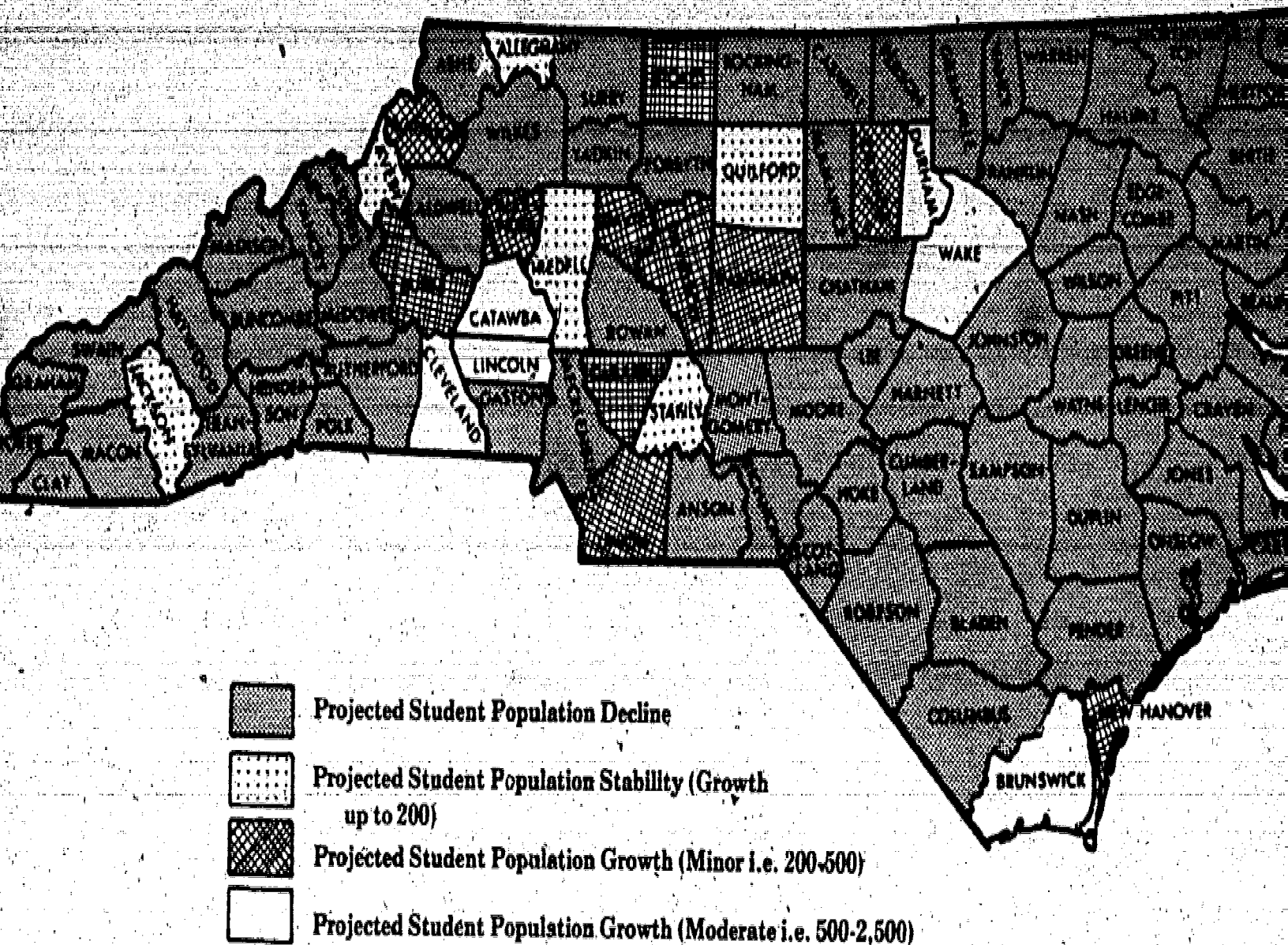


Figure 23

Population Trends

Population Projection 1970-1978 for County Administrative Units

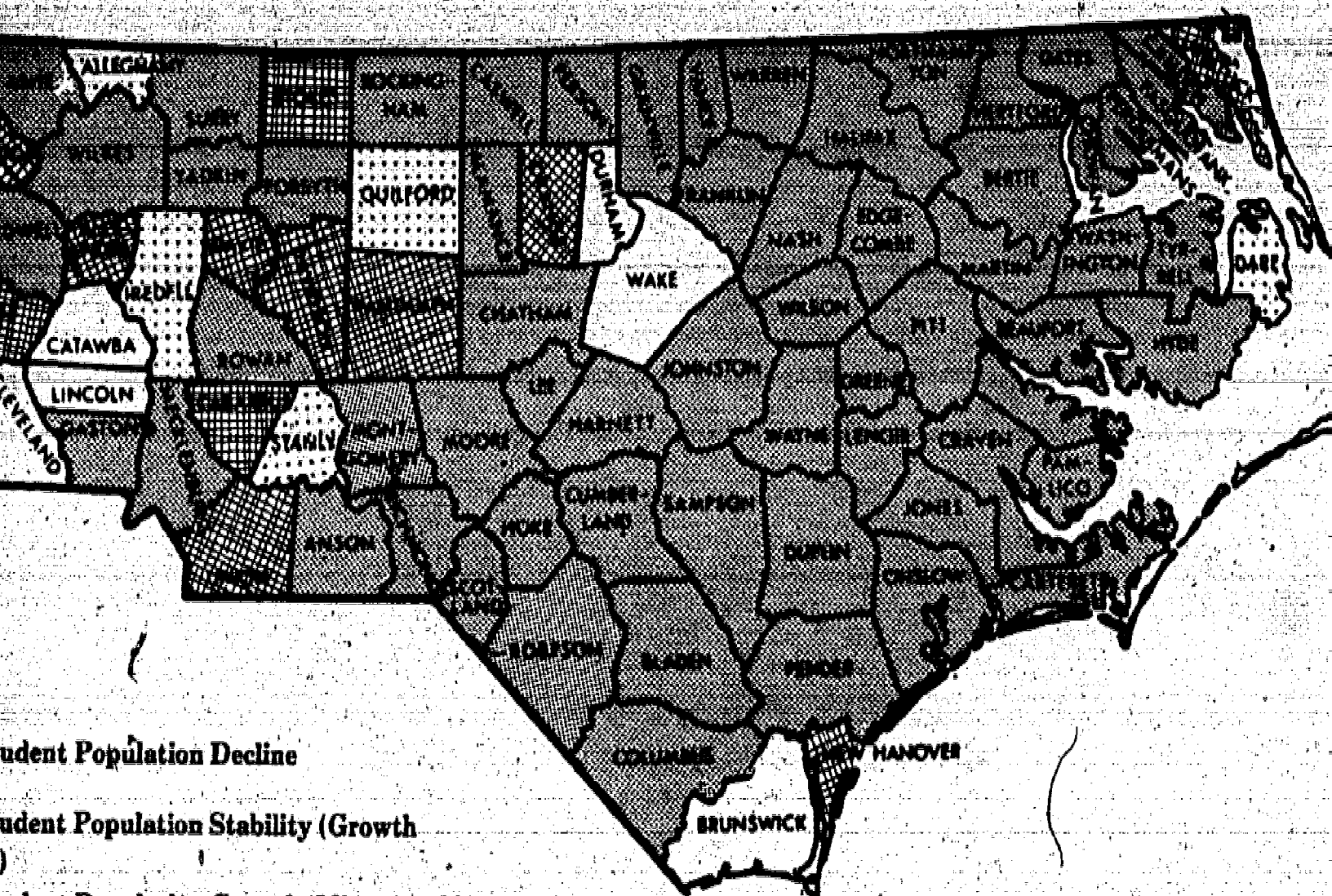
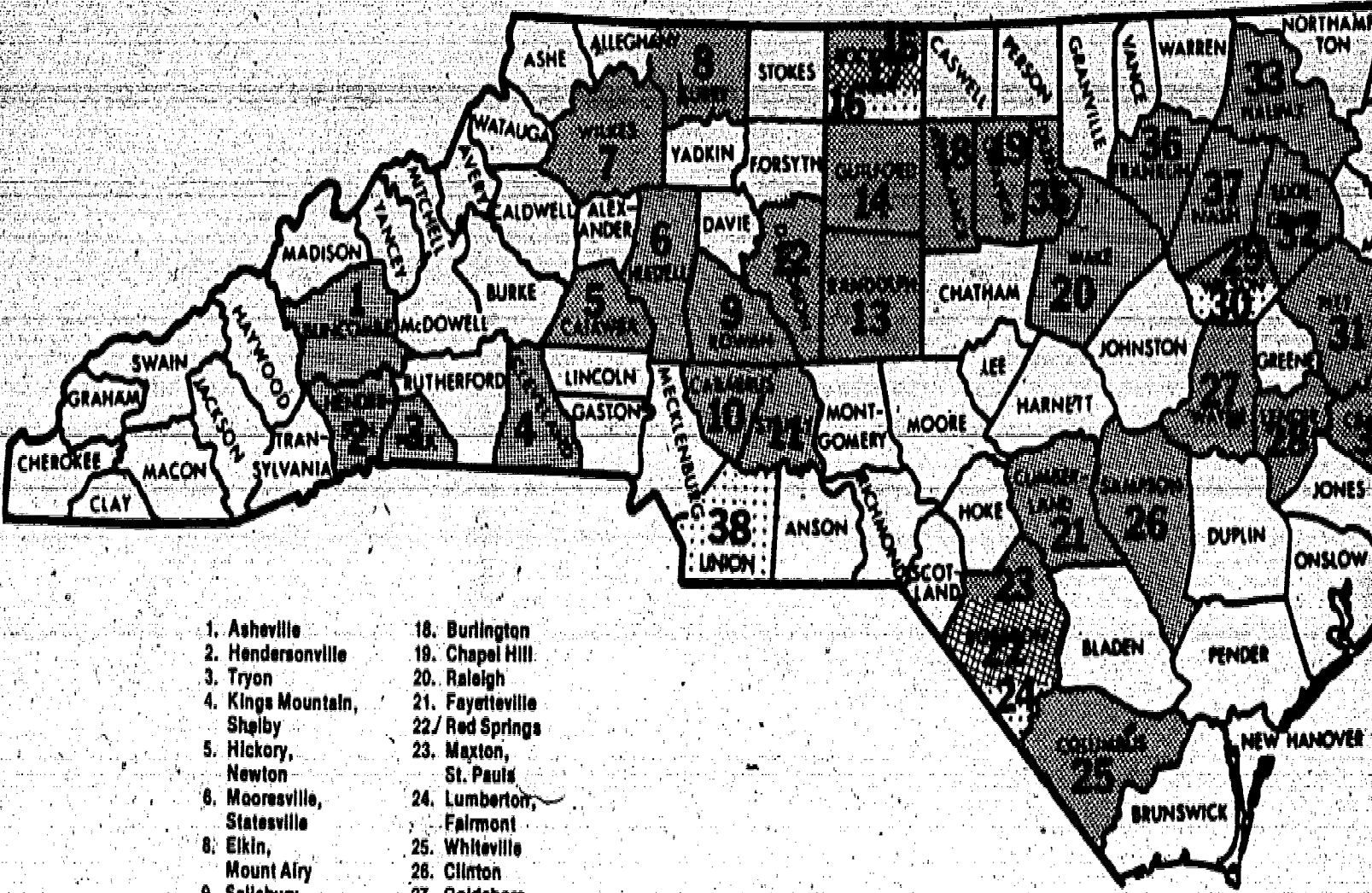


Figure 24

Population Trends

Student Population Projection 1970-1978

for City Administrative Units



- | | |
|-----------------------------|----------------------------|
| 1. Asheville | 18. Burlington |
| 2. Hendersonville | 19. Chapel Hill |
| 3. Tryon | 20. Raleigh |
| 4. Kings Mountain, Shelby | 21. Fayetteville |
| 5. Hickory, Newton | 22. Red Springs |
| 6. Mooresville, Statesville | 23. Maxton, St. Pauls |
| 8. Elkin, Mount Airy | 24. Lumberton, Fairmont |
| 9. Salisbury | 25. Whiteville |
| 10. Concord, Kannapolis | 26. Clinton |
| 11. Albemarle | 27. Goldsboro |
| 12. Lexington, Thomasville | 28. Kinston |
| 13. Asheville | 29. Wilson |
| 14. Greensboro, High Point | 30. Elm City |
| 15. Eden | 31. Greenville |
| 16. Reidsville | 32. Tarboro |
| 17. Madison-Mayodan | 33. Roanoke Rapids, Weldon |
| | 34. New Bern |
| | 35. Durham |
| | 36. Franklinton |
| | 37. Rocky Mount |
| | 38. Monroe |





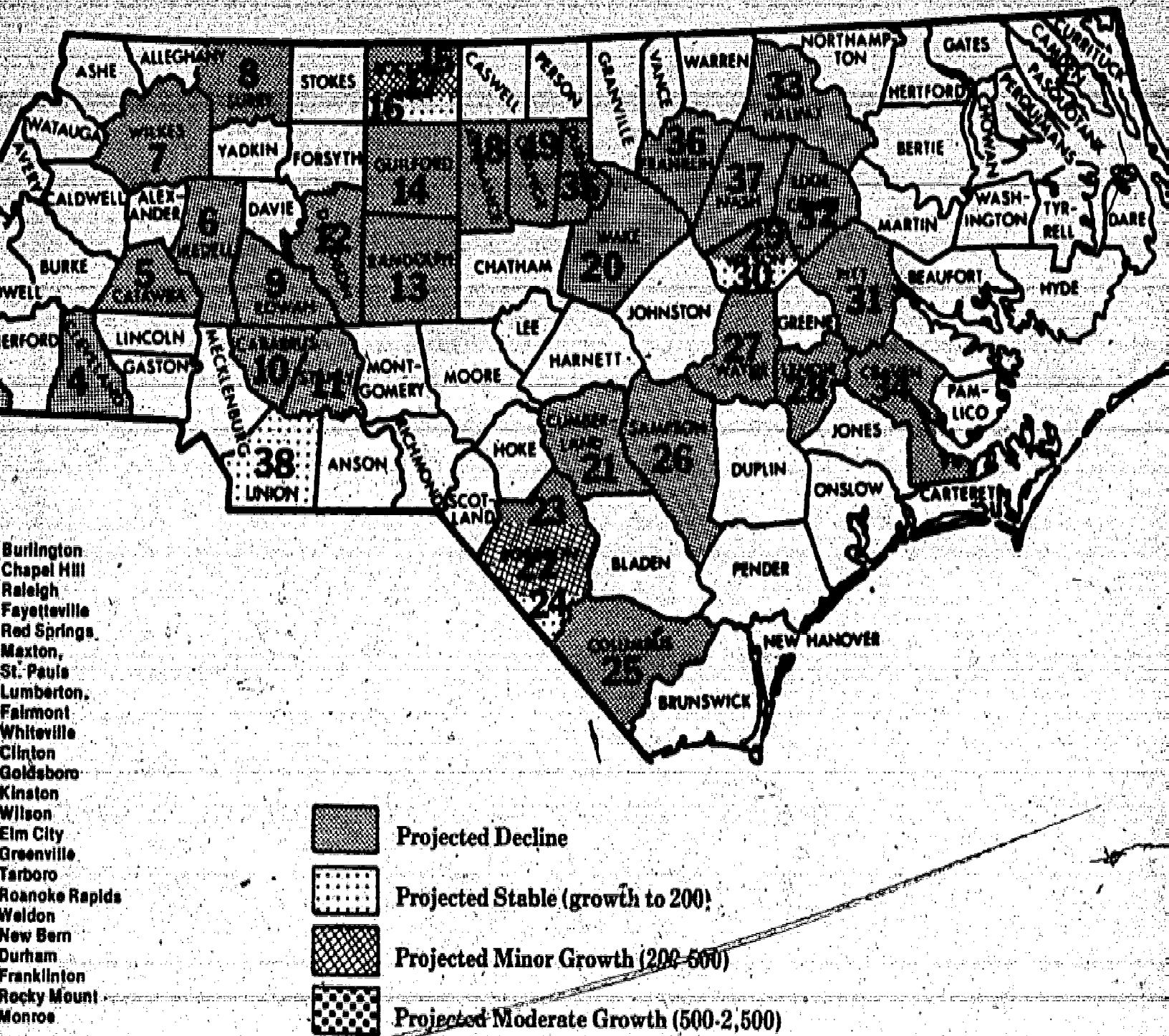
-  Projected Decline
-  Projected Stable (growth to 200)
-  Projected Minor Growth (200-500)
-  Projected Moderate Growth (500-2,500)

Figure 24

Population Trends

Student Population Projection 1970-1978 for City Administrative Units



- Burlington
- Chapel Hill
- Raleigh
- Fayetteville
- Red Springs
- Maxton
- St. Pauls
- Lumberton
- Falmont
- Whiteville
- Clinton
- Goldsboro
- Kinston
- Wilson
- Elm City
- Greenville
- Tarboro
- Roanoke Rapids
- Weldon
- New Bern
- Durham
- Franklinton
- Rocky Mount
- Monroe

LOCAL ANNUAL EXPENDITURES FOR EDUCATION

- Three administrative units spend in excess of \$300 per student.
- Twenty-two administrative units spend in excess of \$200 per student.
- Sixteen administrative units spend between \$27 and \$81 per student.
- There is a large disparity in local support for education across North Carolina.
- For the most part, the larger administrative units are spending the most per student. There are some interesting exceptions.
- For the most part, the larger administrative units have a greater support capability per student.
- There are some units with a high support capability which are in the lower per student expenditure categories.
- There are some units with a low support capability that are contributing a fairly high amount per student.
- Approximately one-fifth of the county administrative units are spending in excess of \$160 per student.
- Over one-half of the city administrative units are spending in excess of \$160 per student.

NOTE: Local contributions for current expense

LOCAL ANNUAL EXPENDITURES FOR EDUCATION

Administrative units spend in excess of \$300 per student.

Administrative units spend in excess of \$200 per student.

Administrative units spend between \$27 and \$81 per student.

Large disparity in local support for education across North

part, the larger administrative units are spending the most.
There are some interesting exceptions.

part, the larger administrative units have a greater support
per student.

some units with a high support capability which are in the lower
expenditure categories.

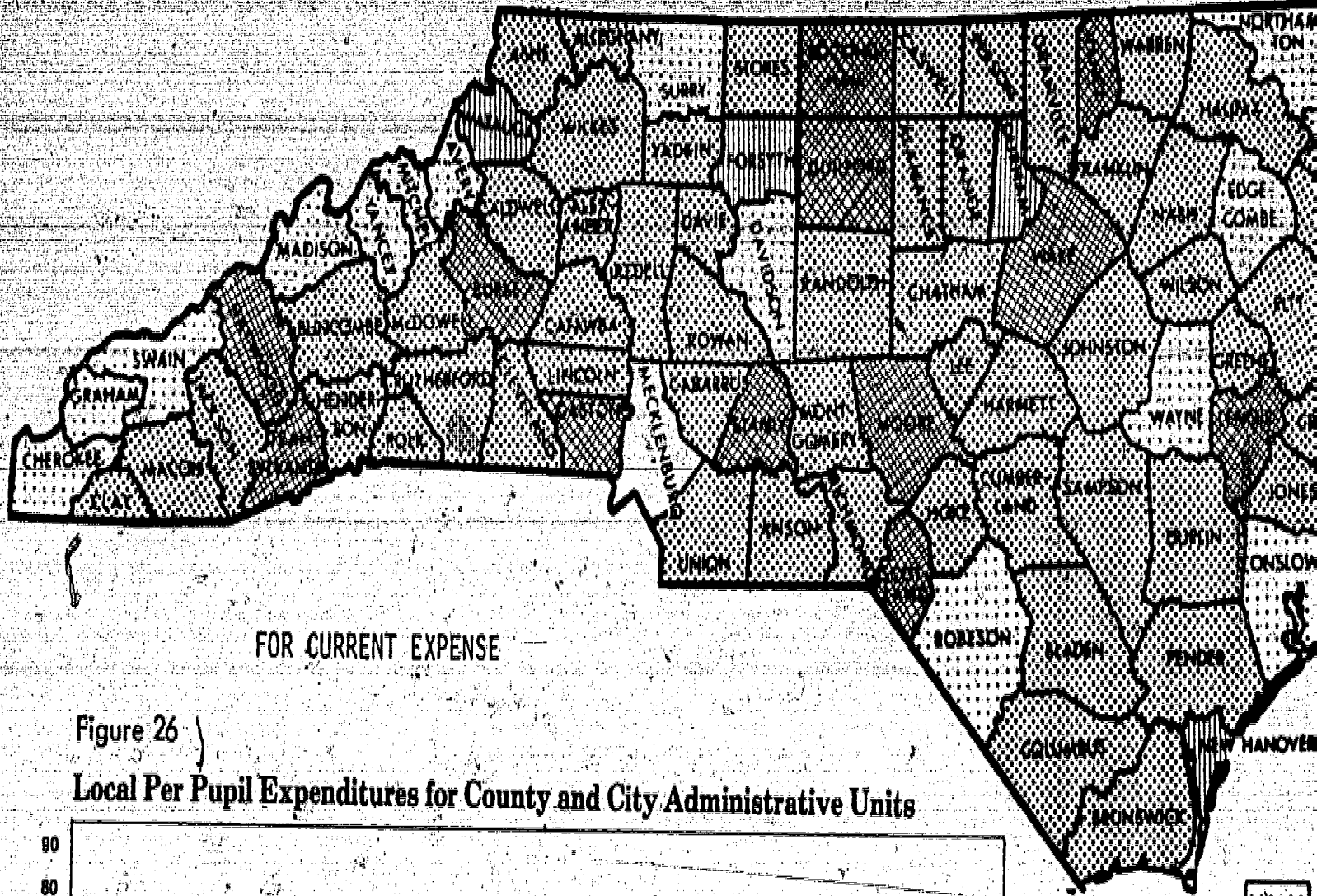
some units with a low support capability that are contributing a
high amount per student.

Only one-fifth of the county administrative units are spending
of \$160 per student.

Half of the city administrative units are spending in excess of
per student.

contributions for current expense

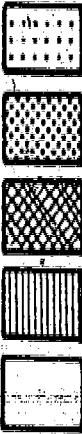
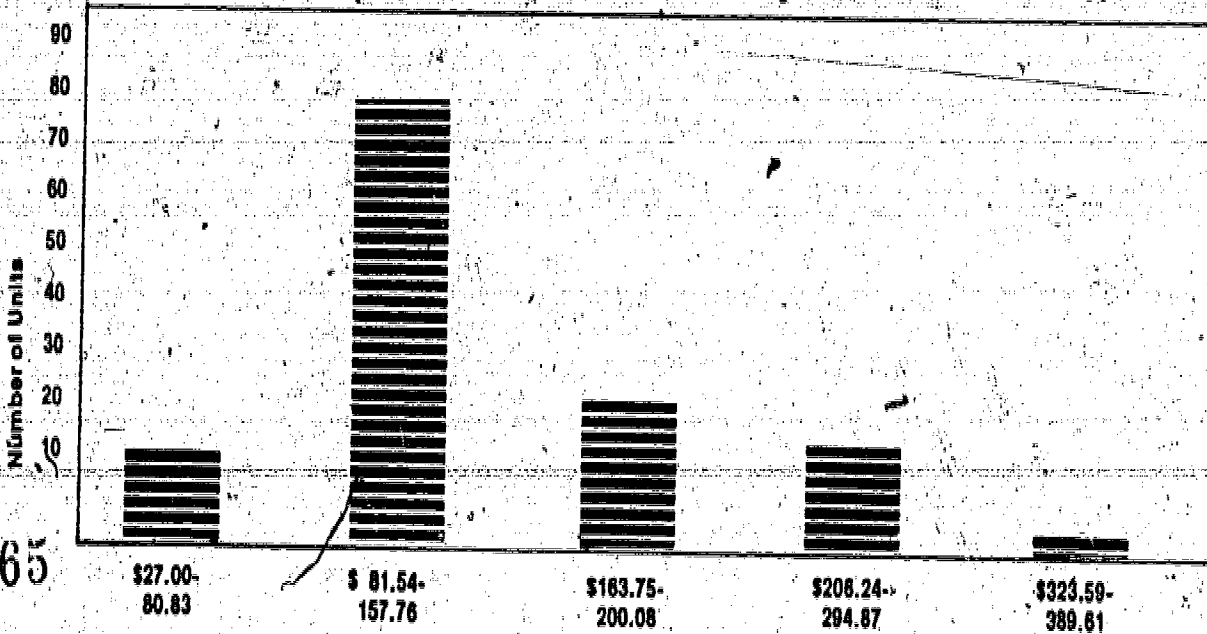
Local Per Pupil Expenditures County Administrative Units



FOR CURRENT EXPENSE

Figure 26

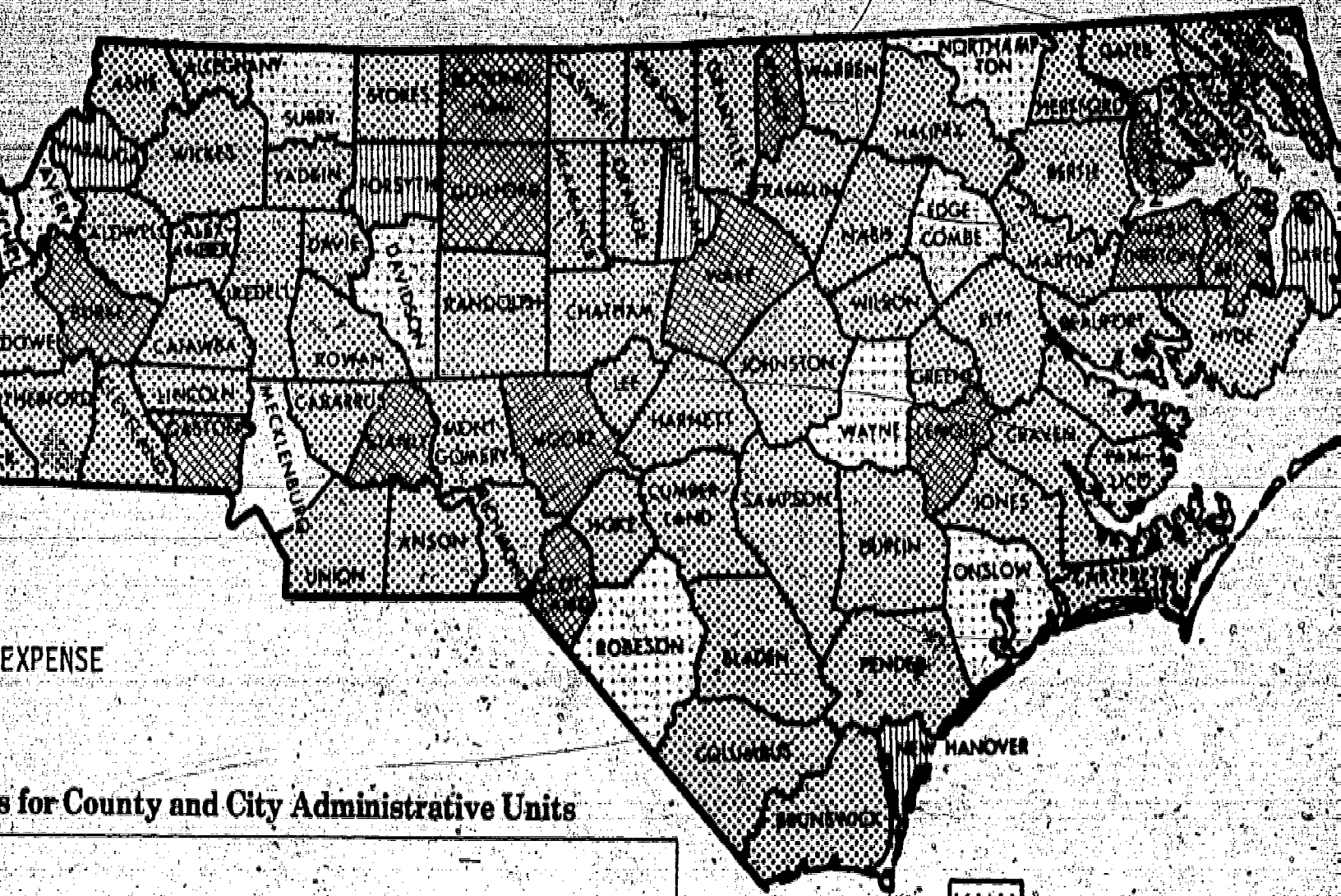
Local Per Pupil Expenditures for County and City Administrative Units



65

Figure 25

Local Per Pupil Expenditures County Administrative Units



EXPENSE

Expenditures for County and City Administrative Units

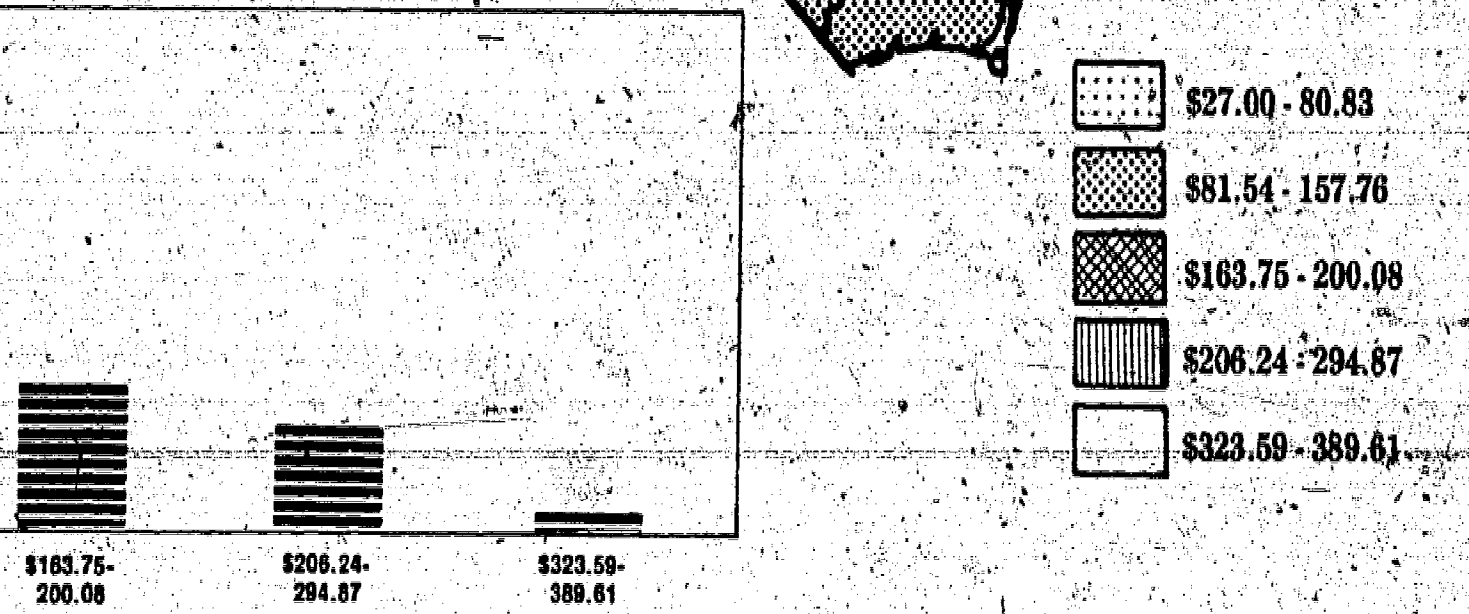
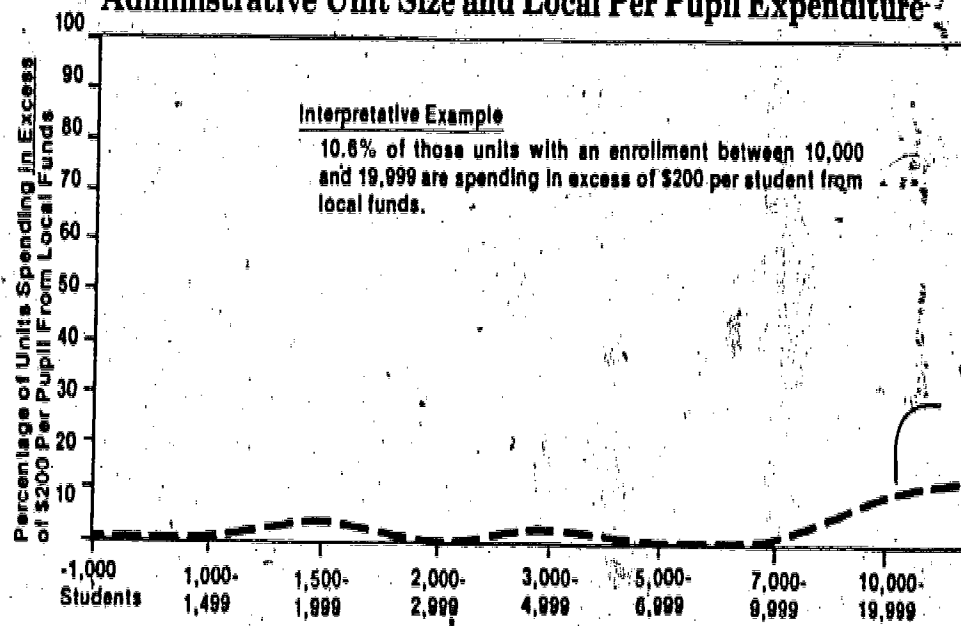


Figure 28

Administrative Unit Size and Local Per Pupil Expenditure

LOCAL CURRENT EXPENSE CONTRIBUTIONS



Administrative Unit Size and Local Per Pupil Expenditure

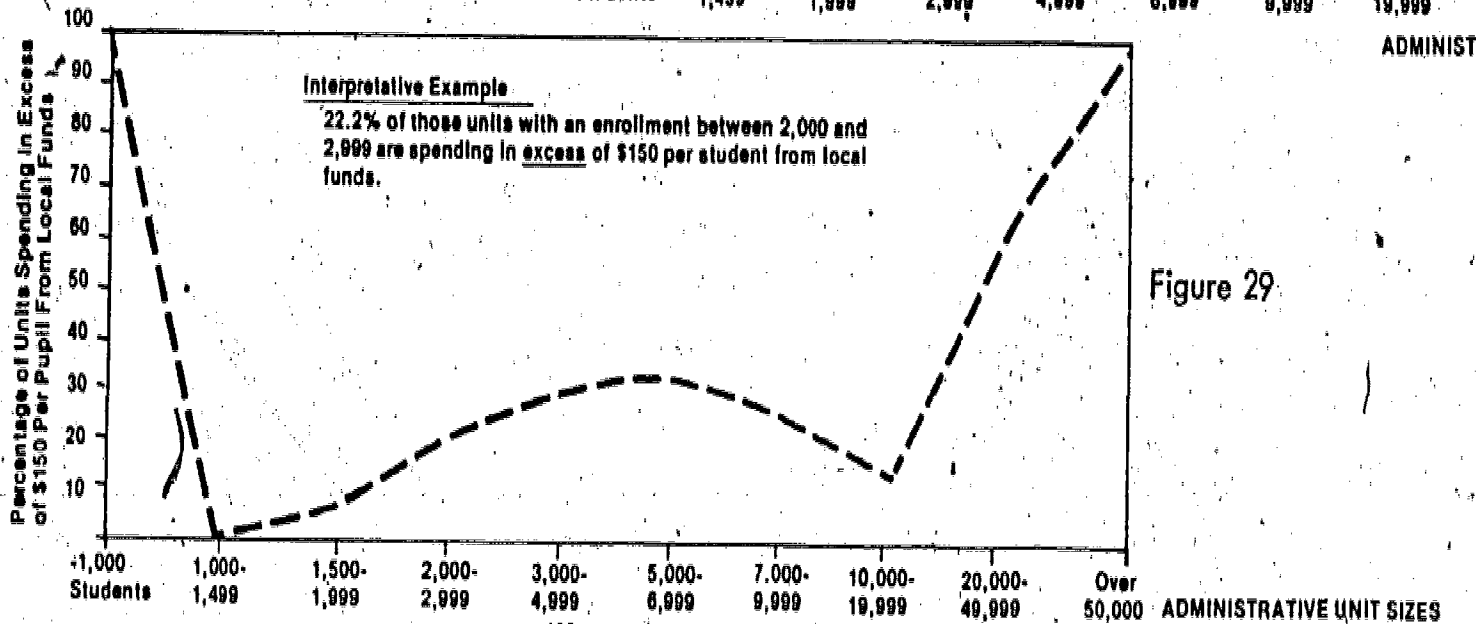


Figure 29

Administrative Unit Size and Local Per Pupil Expenditure

Figure 30

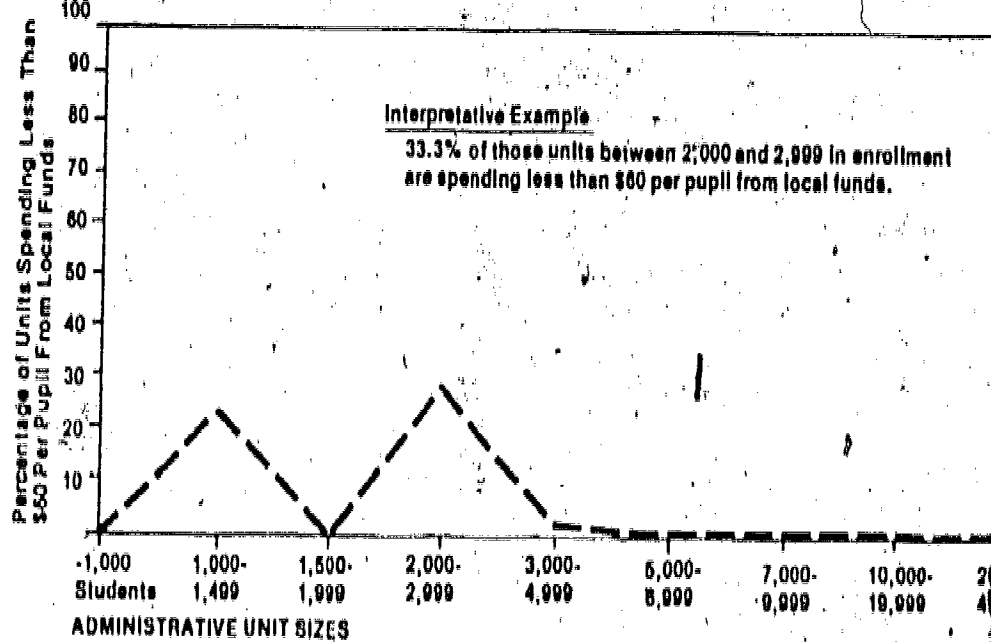
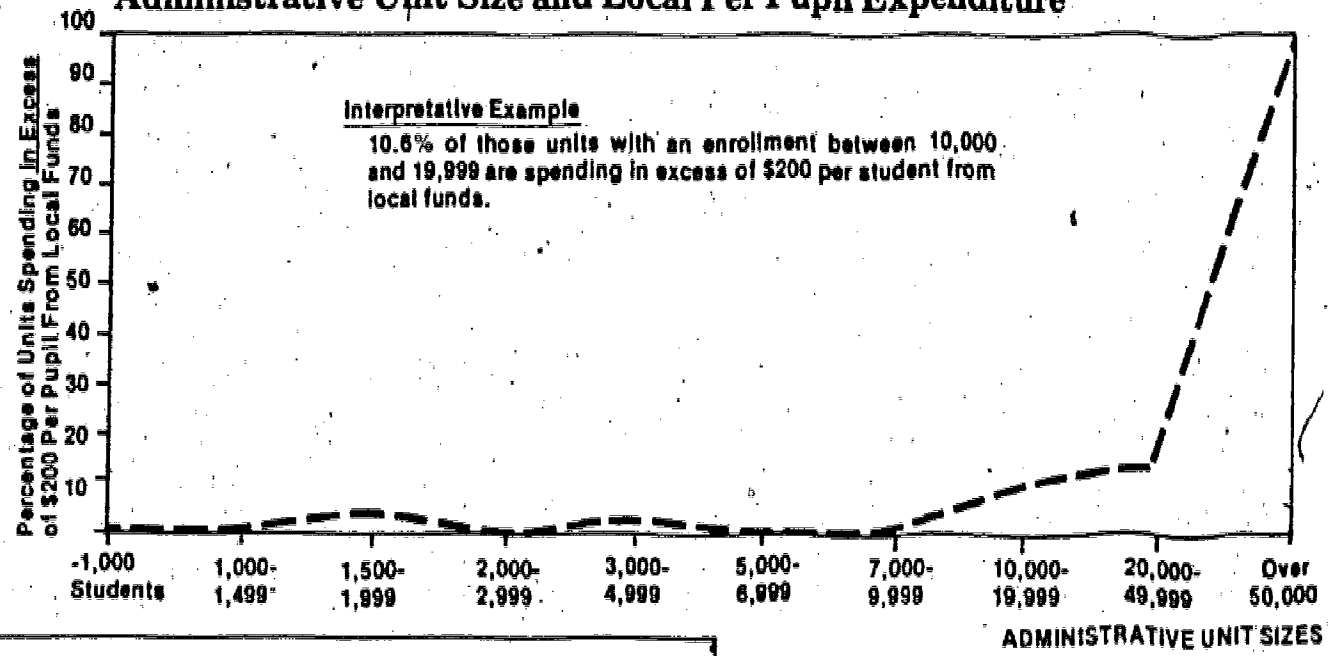


Figure 28

Administrative Unit Size and Local Per Pupil Expenditure



Size and
Expenditure

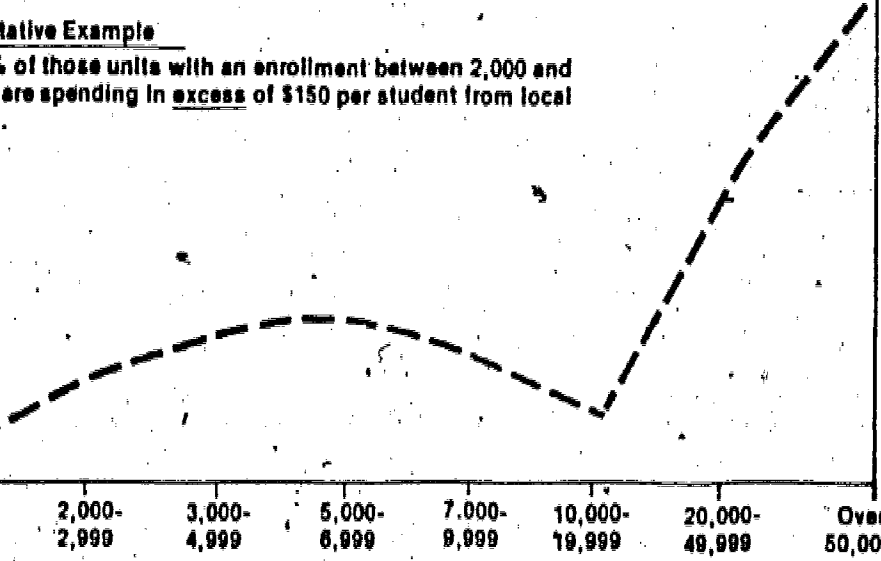
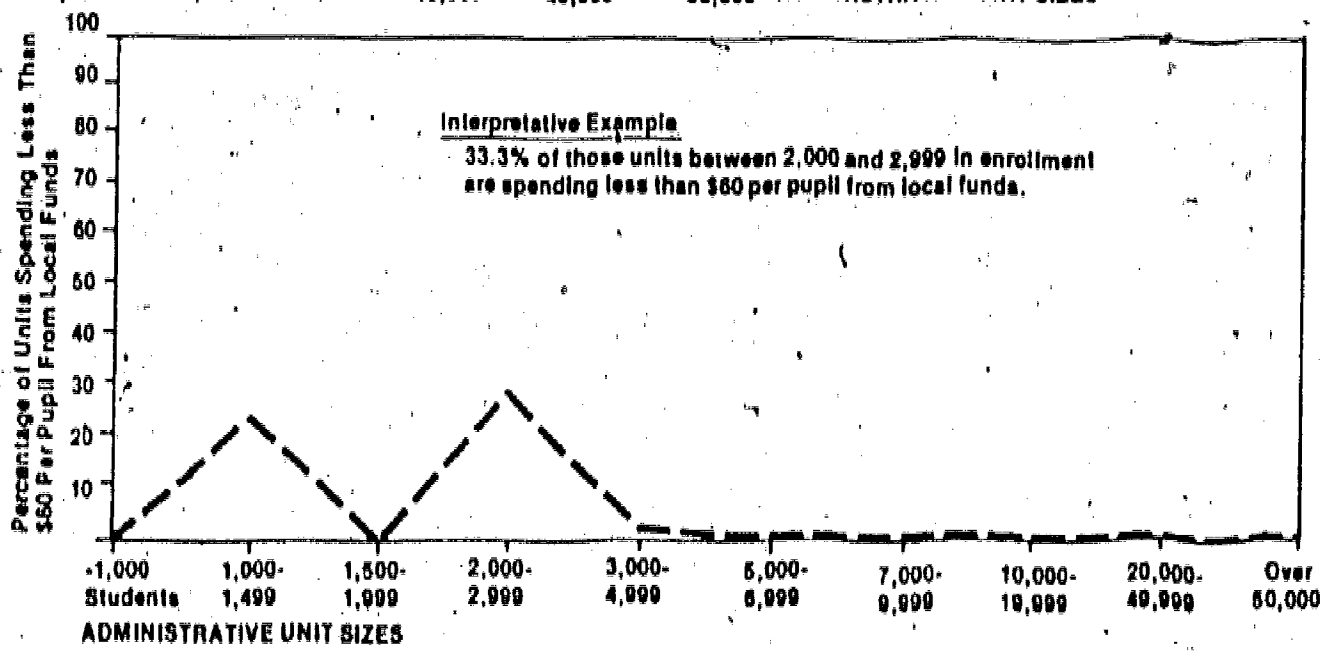


Figure 29

Size and
Expenditure

Figure 30



HIGH SCHOOL COMPLETION

- . There are school administrative units in North Carolina that graduate between 84 and 89 per cent of those students who enter grade nine.
- . There are school administrative units in the state that graduate less than 50 per cent of the students who entered grade nine four years earlier.
- . Nineteen units had a student retention rate of less than 57 per cent, in 1973.
- . Ten units had a student retention rate in excess of 77 per cent in 1973.

HIGH SCHOOL COMPLETION

school administrative units in North Carolina that graduate
and 89 per cent of those students who enter grade nine.

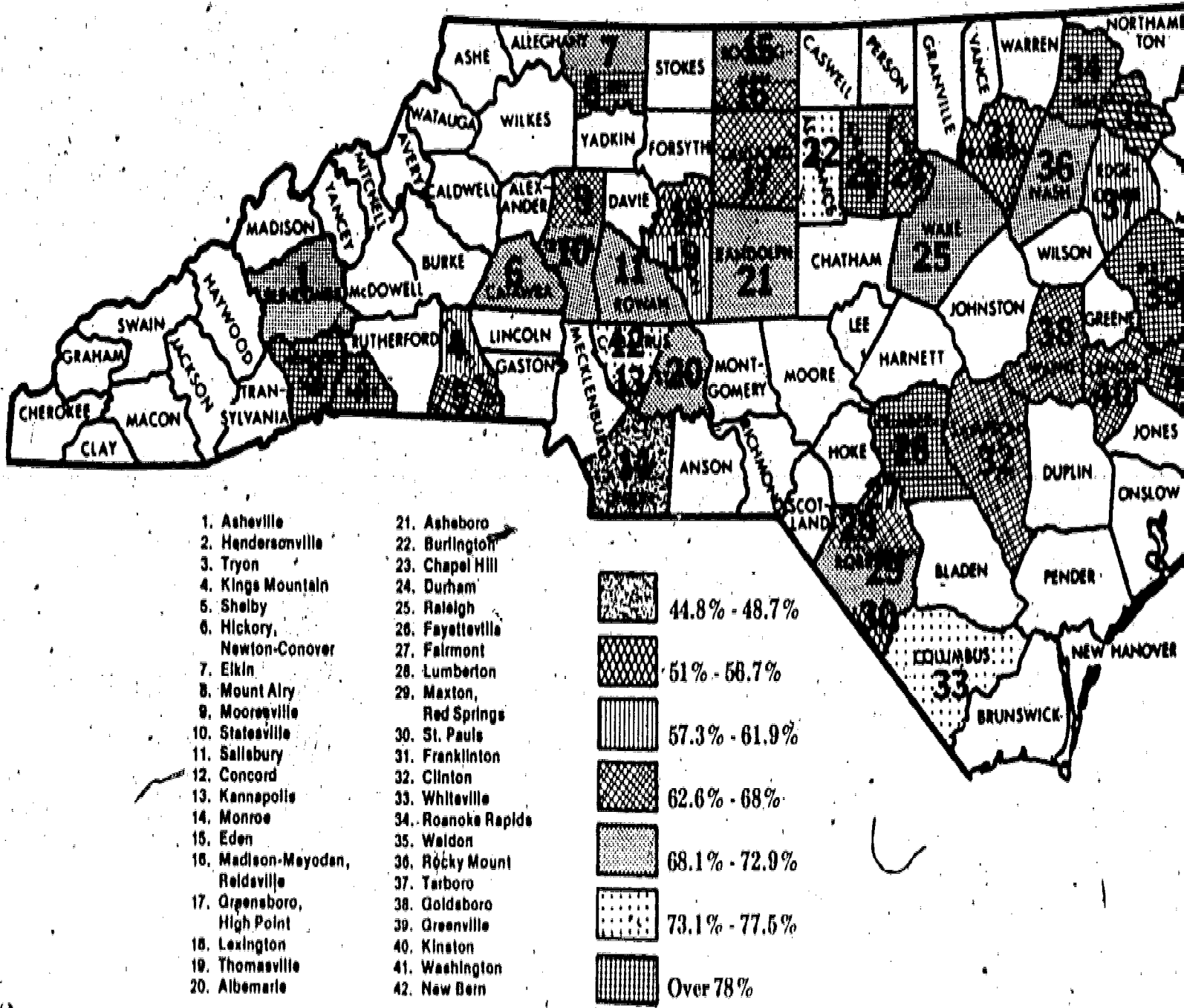
school administrative units in the state that graduate less
cent of the students who entered grade nine four years

units had a student retention rate of less than 57 per cent in

had a student retention rate in excess of 77 per cent in 1973.

Figure 31

The Holding Power of City School Units The Percentage of Grade Nine Students Which Finished Grade Twelve



78

Figure 31

The Holding Power of City School Units The Percentage of Grade Nine Students Which Finished Grade Twelve

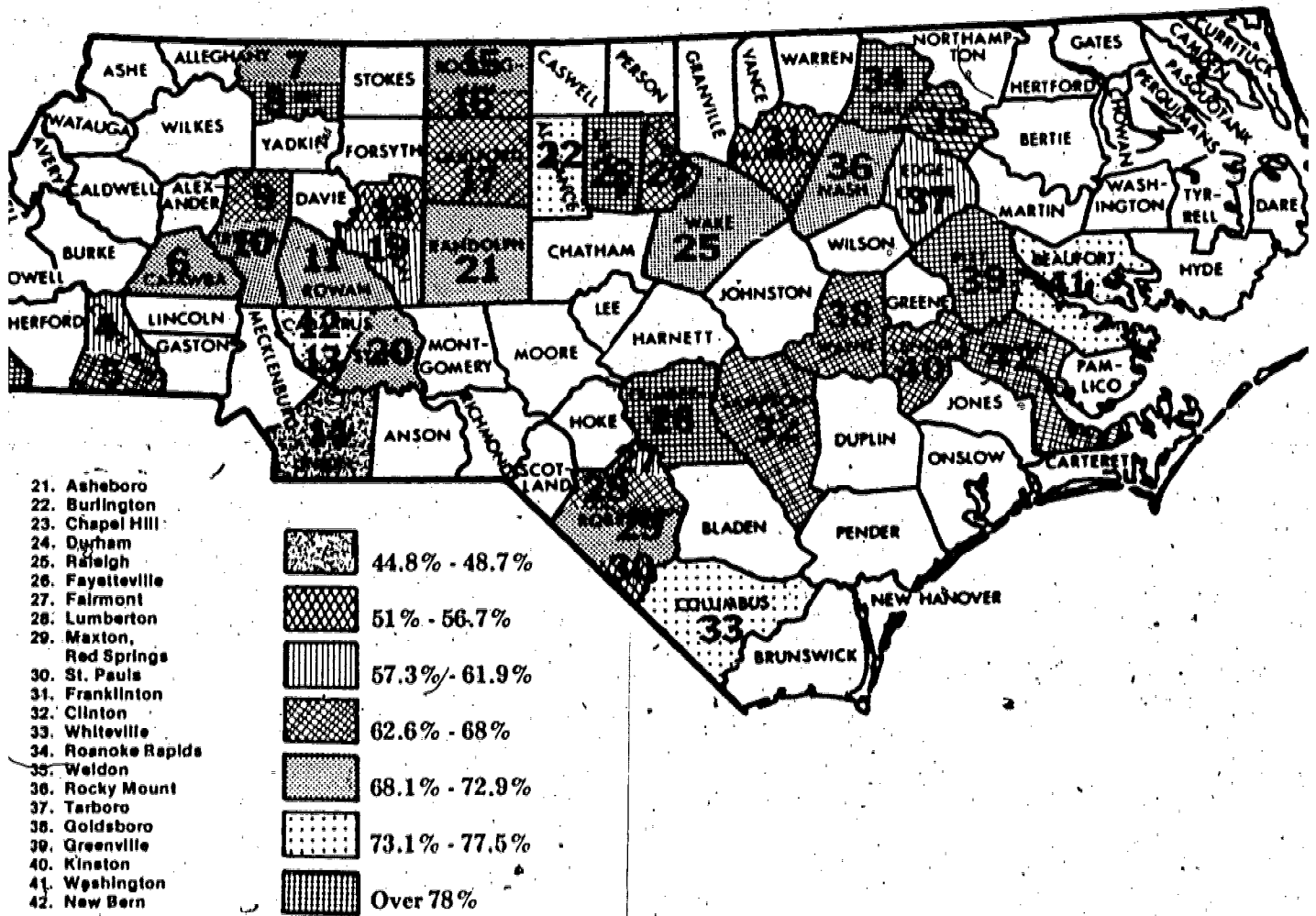


Figure 32

The Holding Power of County School Units

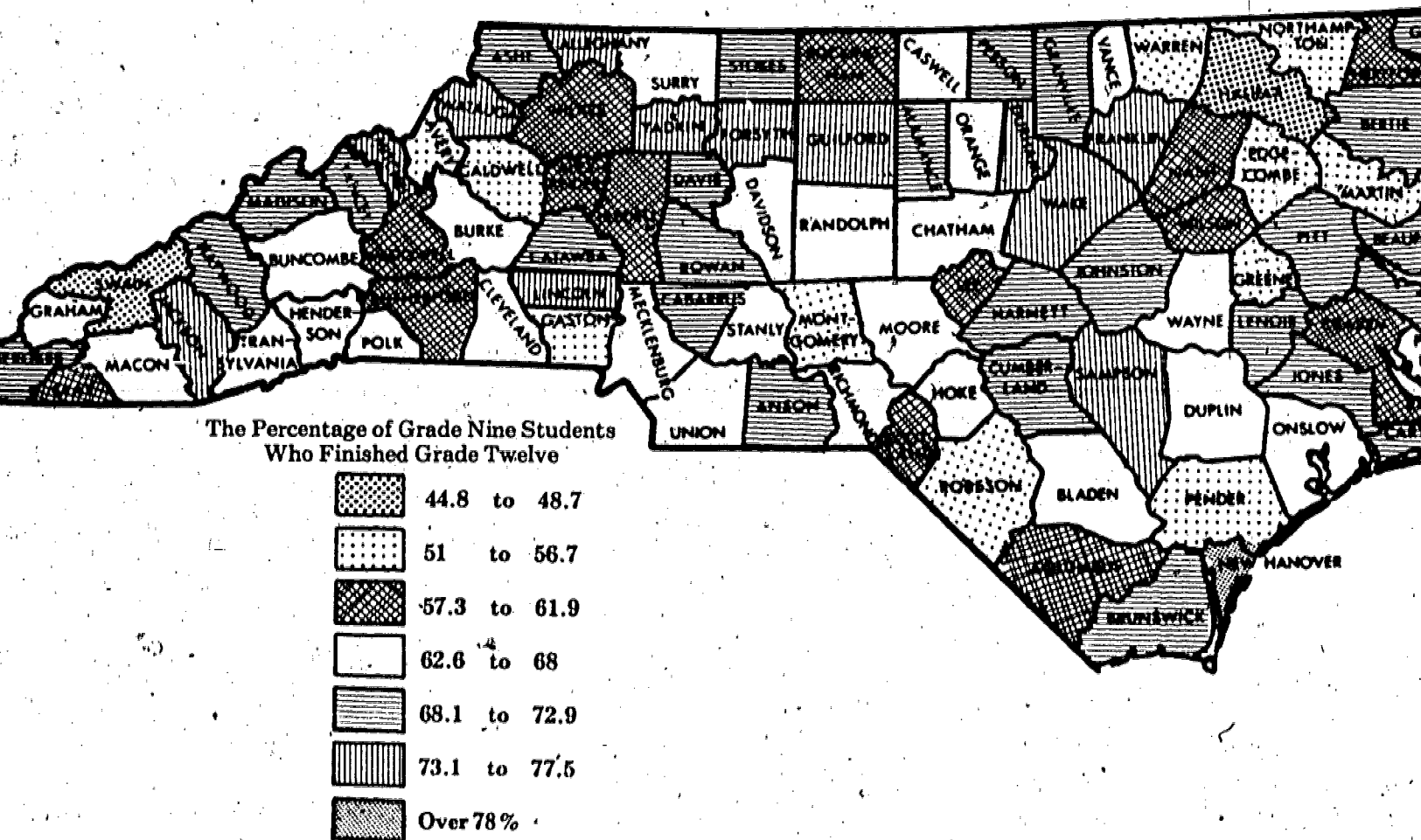
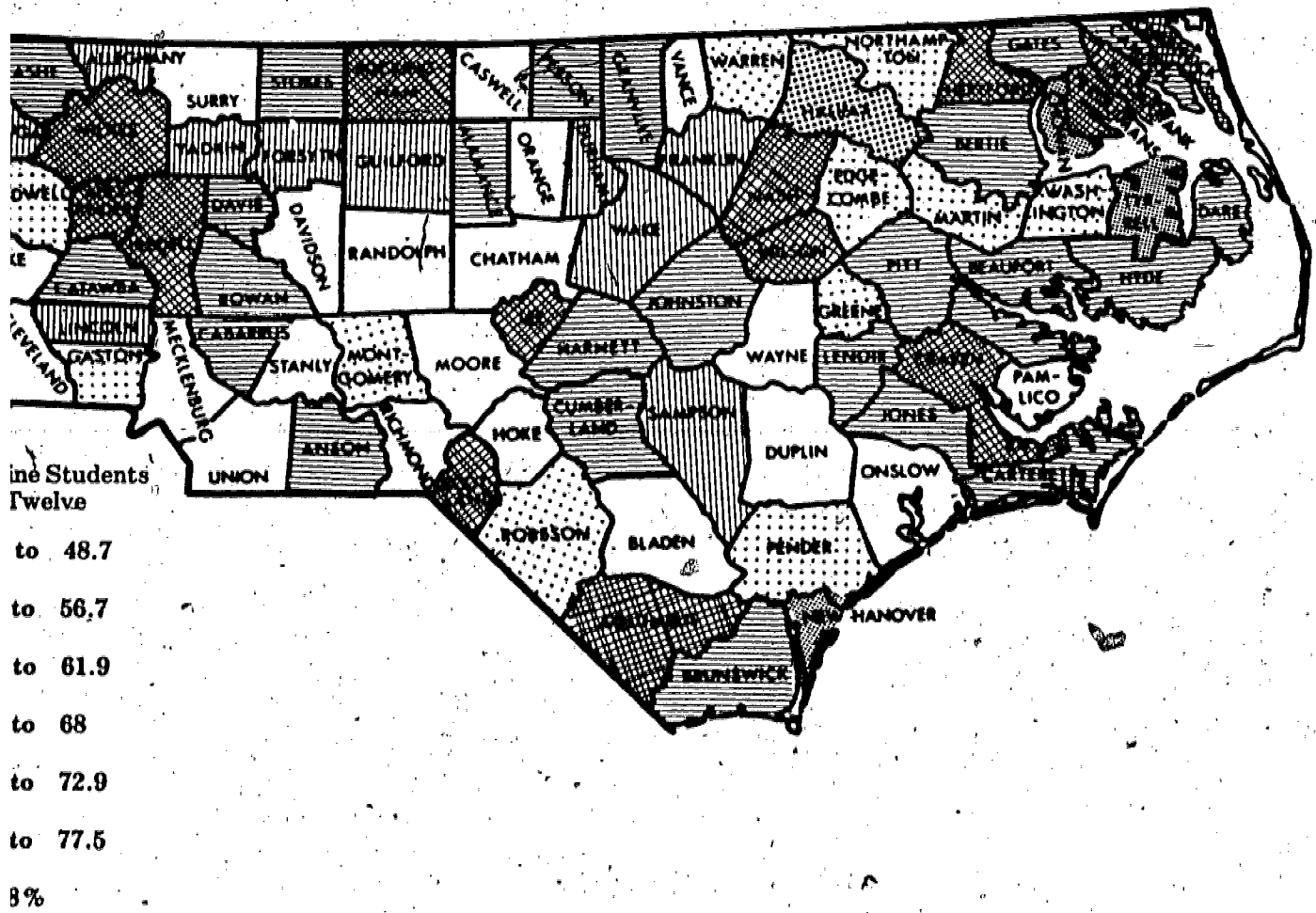


Figure 32

Folding Power of County School Units



HIGH SCHOOL COMPLETION AND
ADMINISTRATIVE UNIT SIZE

- Some rather small and some large administrative units have a high student retention rate.
- None of the larger school systems (over 10,000 students) have a low retention rate.

Administrative Unit Sizes and Student Retention

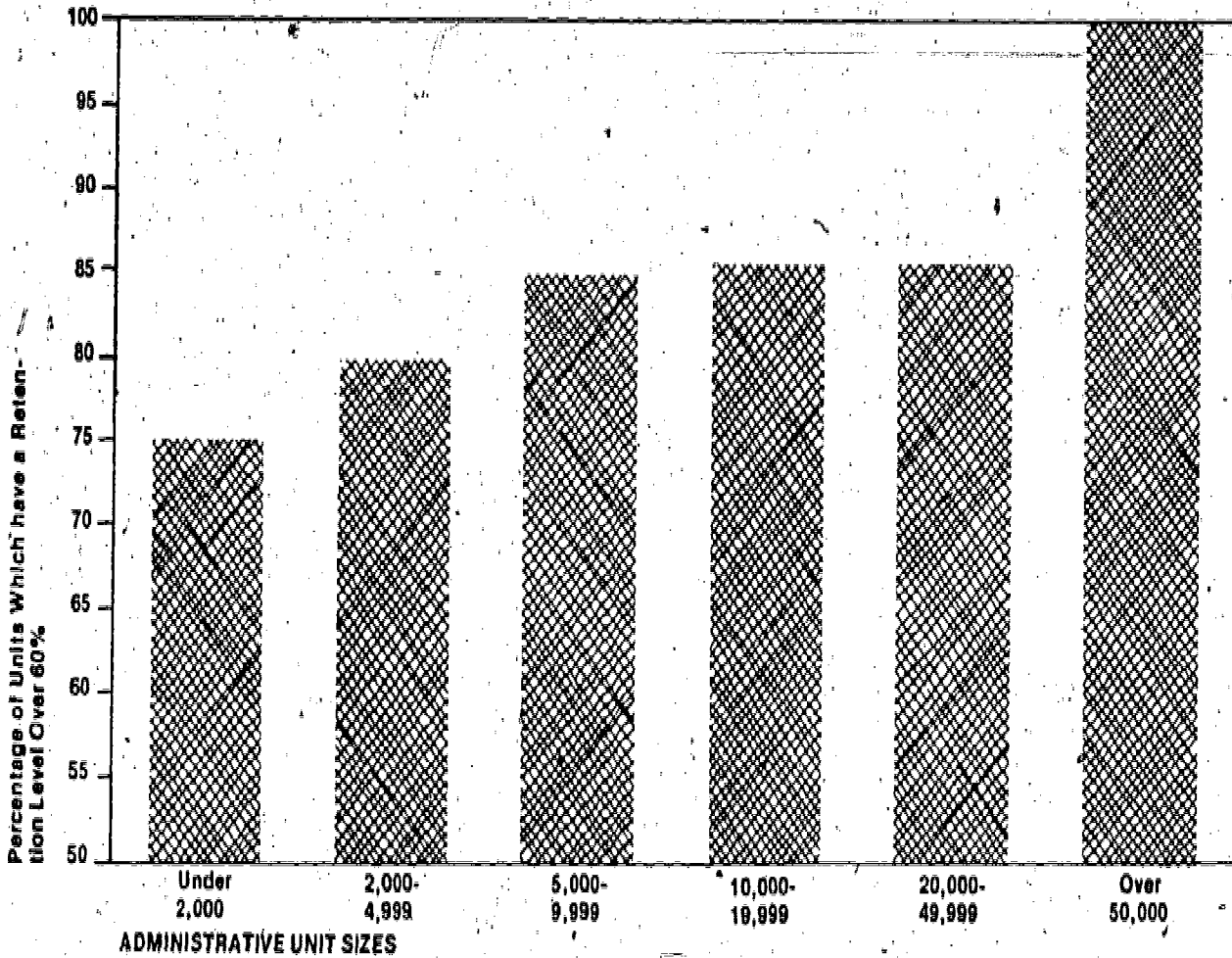


Figure 33

Administrative Unit Sizes and Student Retention

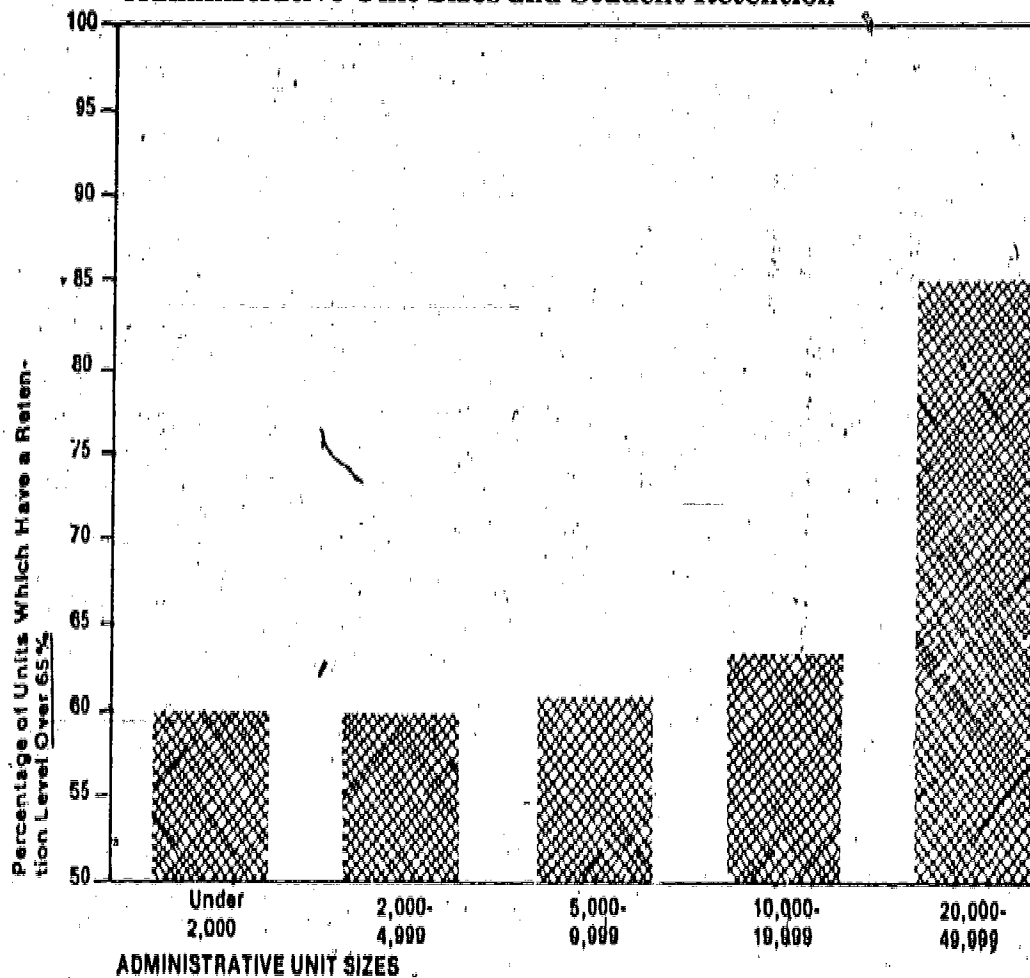
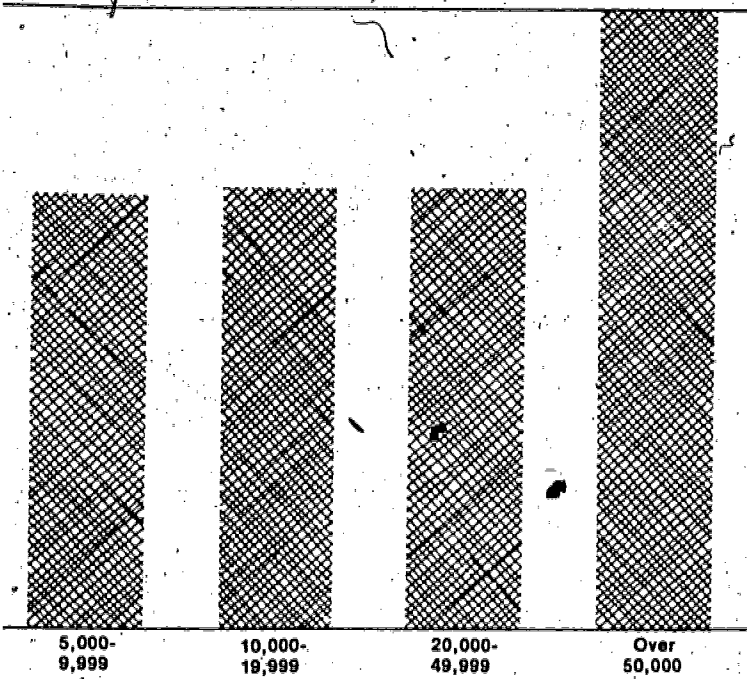


Figure 34

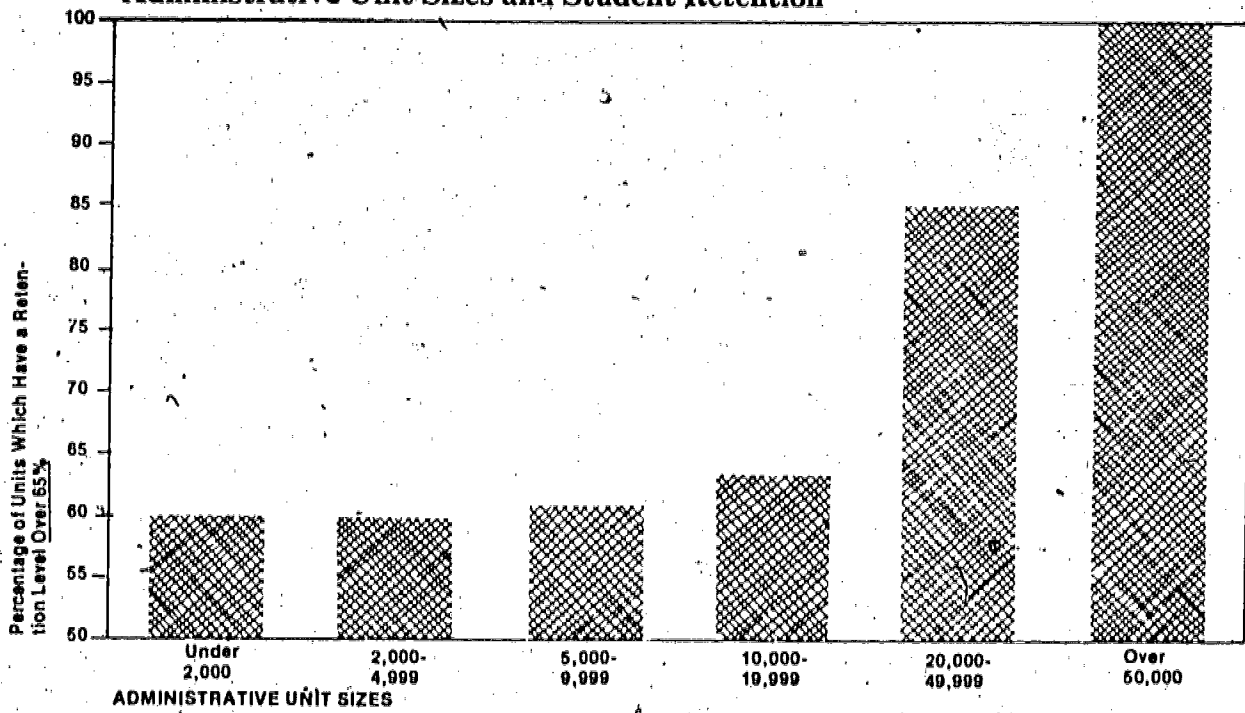
and Student Retention

Figure 33



Administrative Unit Sizes and Student Retention

34



40

79

HIGH SCHOOL COMPLETION AND
NUMBER OF STUDENTS PER TEACHER

- Those systems with the lowest number of students to each teacher have the best retention rate.
- All units which have less than 17 students per teacher have more than a 75 per cent retention rate.
- No unit with more than 23 students per teacher has a retention rate of 75 per cent.
- Fifty per cent of the units which have between 18 and 19 students per teacher have a retention rate of 80 per cent or more.
- Almost none of the many units which have more than 20 students per teacher have a retention rate of 80 per cent or more.

Figure 35

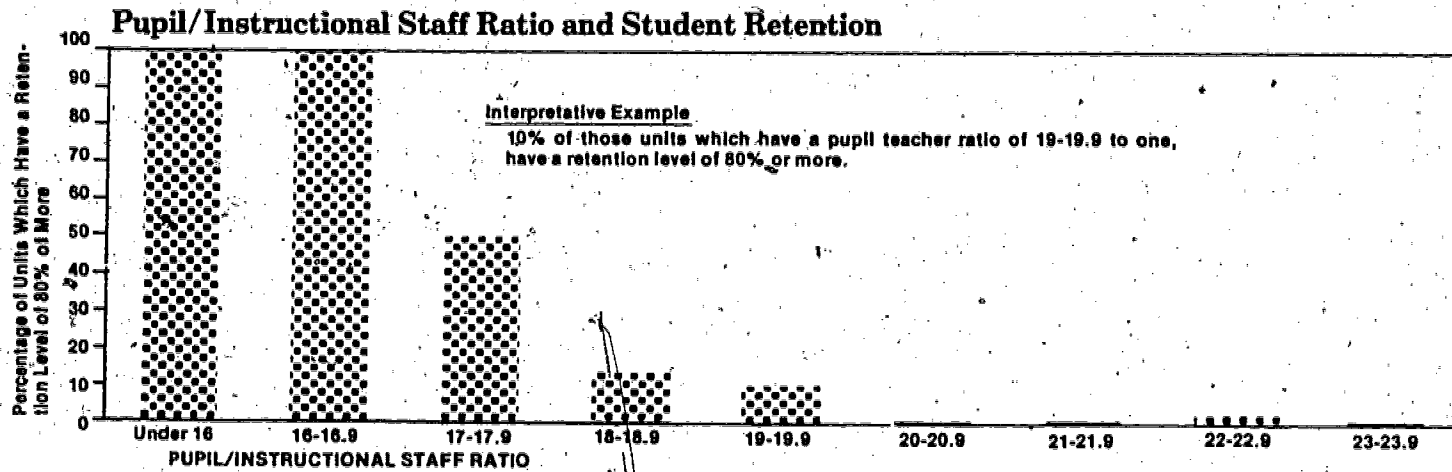


Figure 36

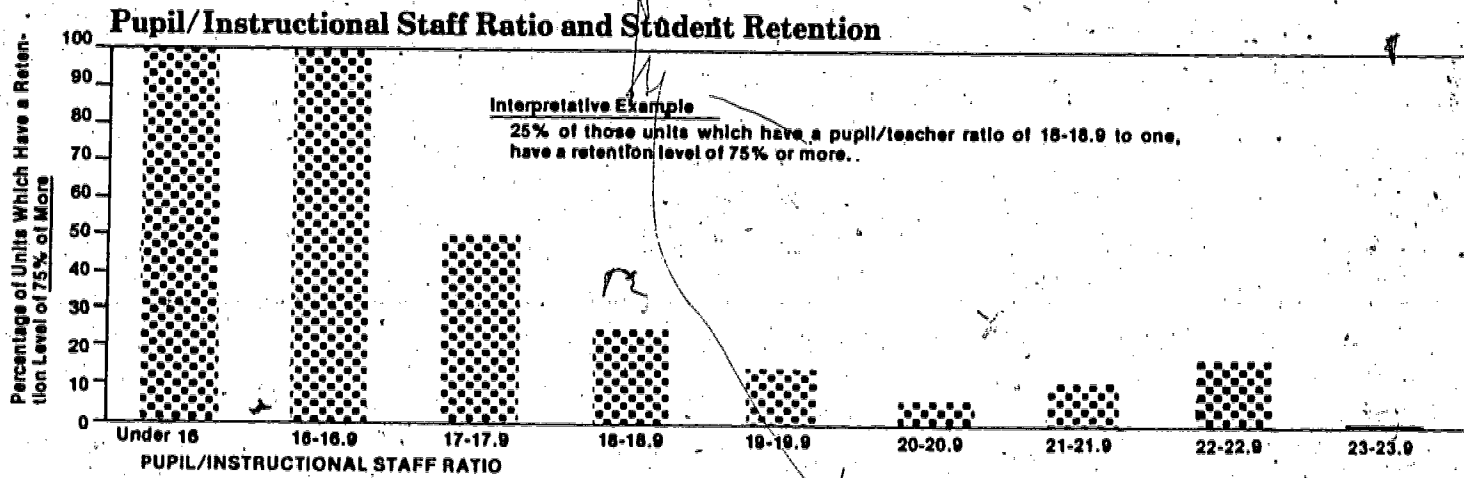
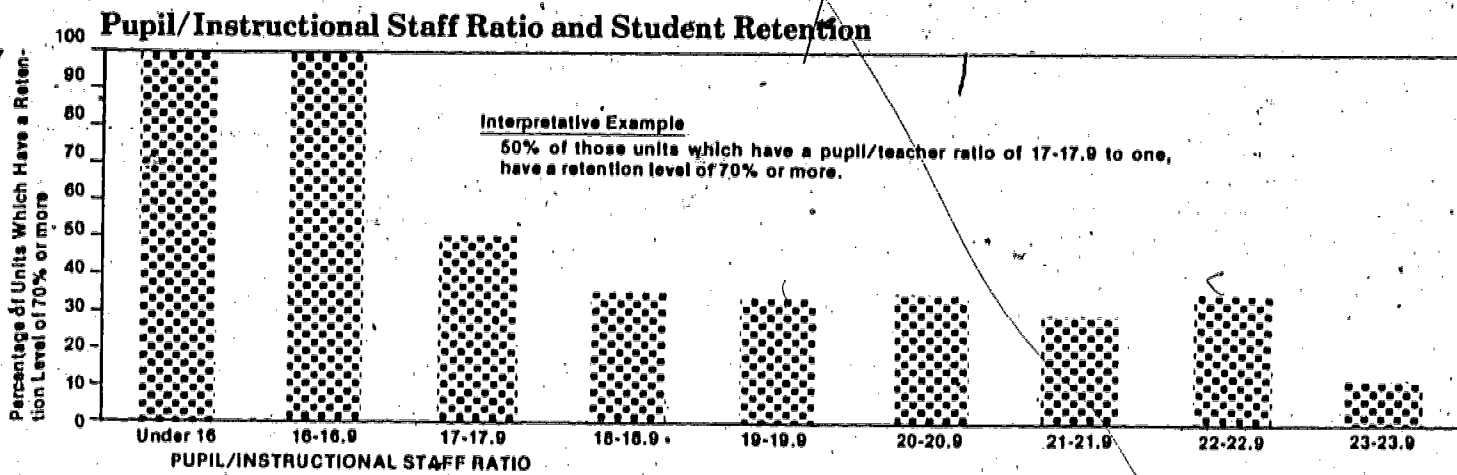


Figure 37

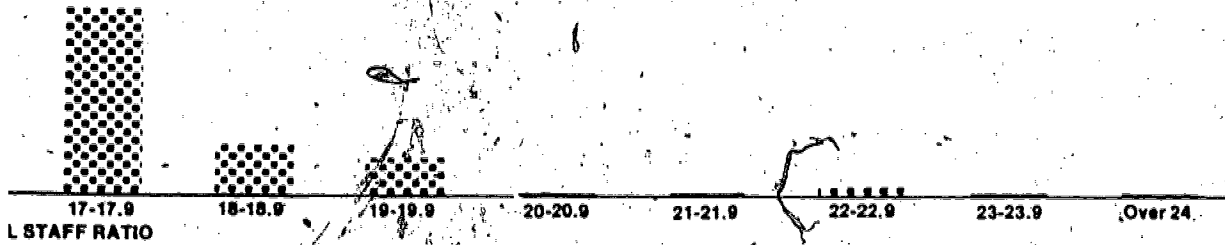


Q1

Staff Ratio and Student Retention

Interpretative Example

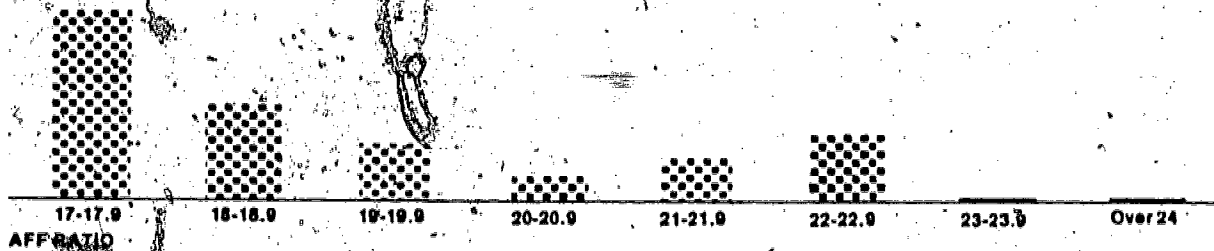
10% of those units which have a pupil/teacher ratio of 19-19.9 to one, have a retention level of 80% or more.



Staff Ratio and Student Retention

Interpretative Example

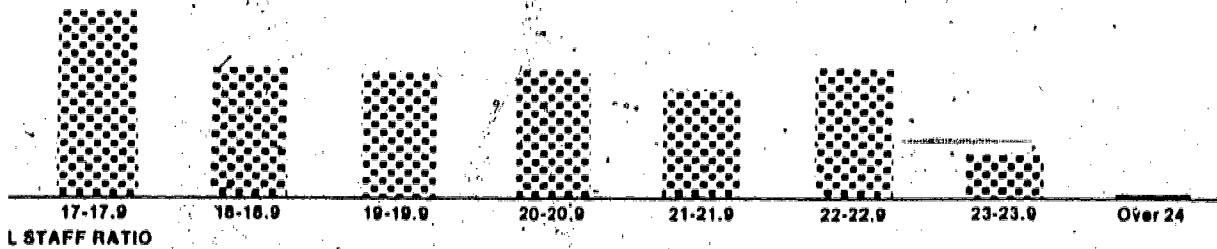
25% of those units which have a pupil/teacher ratio of 18-18.9 to one, have a retention level of 75% or more.



Staff Ratio and Student Retention

Interpretative Example

50% of those units which have a pupil/teacher ratio of 17-17.9 to one, have a retention level of 70% or more.



INSTRUCTIONAL PERSONNEL
IN HIGH SCHOOLS

- The number of students to each high school instructor varies markedly from unit to unit across the state.
- The range at the high school level is even greater than at the elementary level.
- While many administrative units have between 17 and 19.5 students per instructor there are units with as many as 23 students to each instructor.
- In contrast there are administrative units which have between 12.6 and 15 students to each instructor.

**INSTRUCTIONAL PERSONNEL
IN HIGH SCHOOLS**

Number of students to each high school instructor varies markedly unit to unit across the state.

Range at the high school level is even greater than at the elementary

many administrative units have between 17 and 19.5 students per instructor there are units with as many as 23 students to each instructor.

In contrast there are administrative units which have between 12.6 and 15.5 students to each instructor.

Secondary Instructional Personnel/Pupil Ratios In County Administrative Units

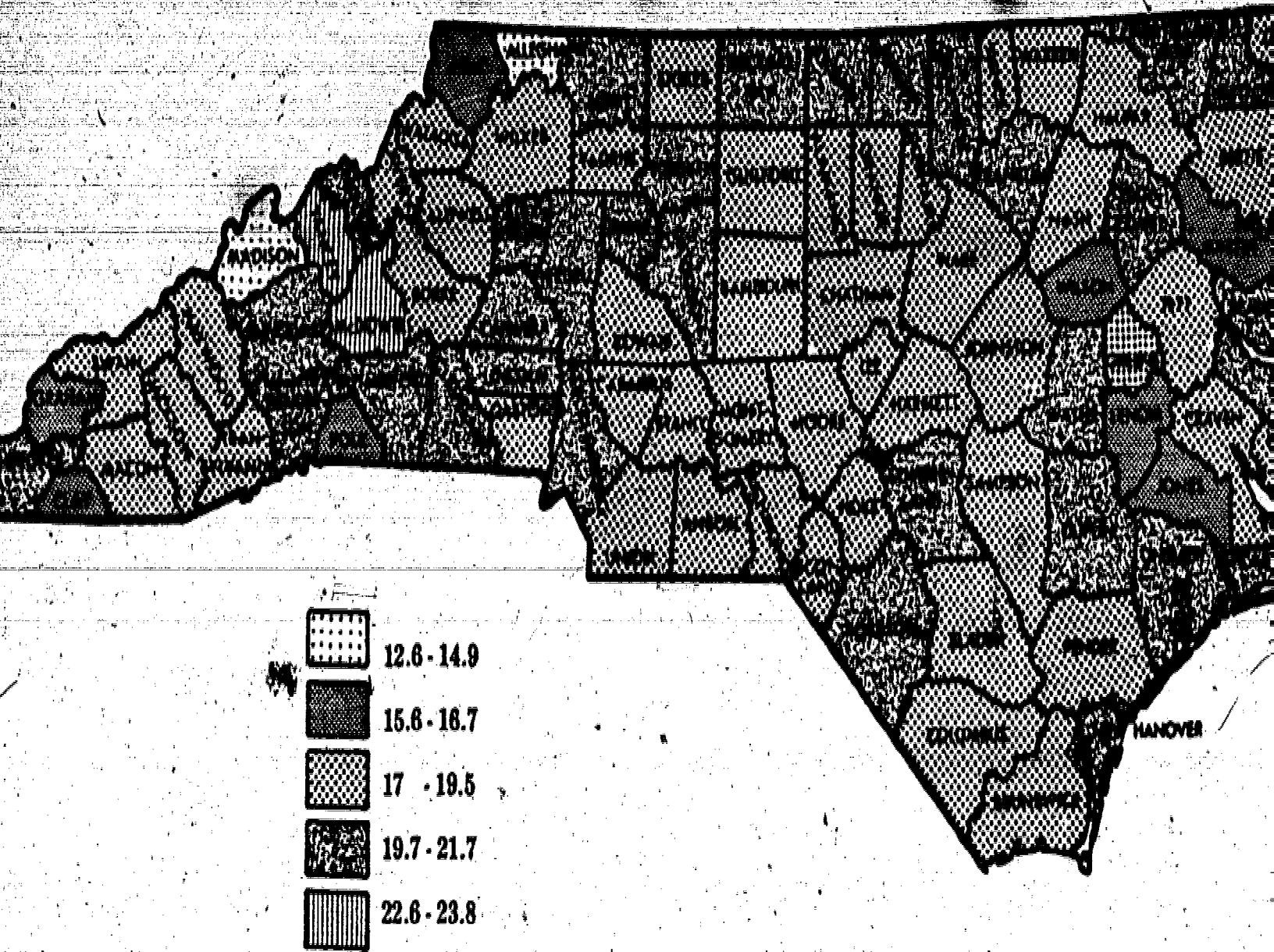
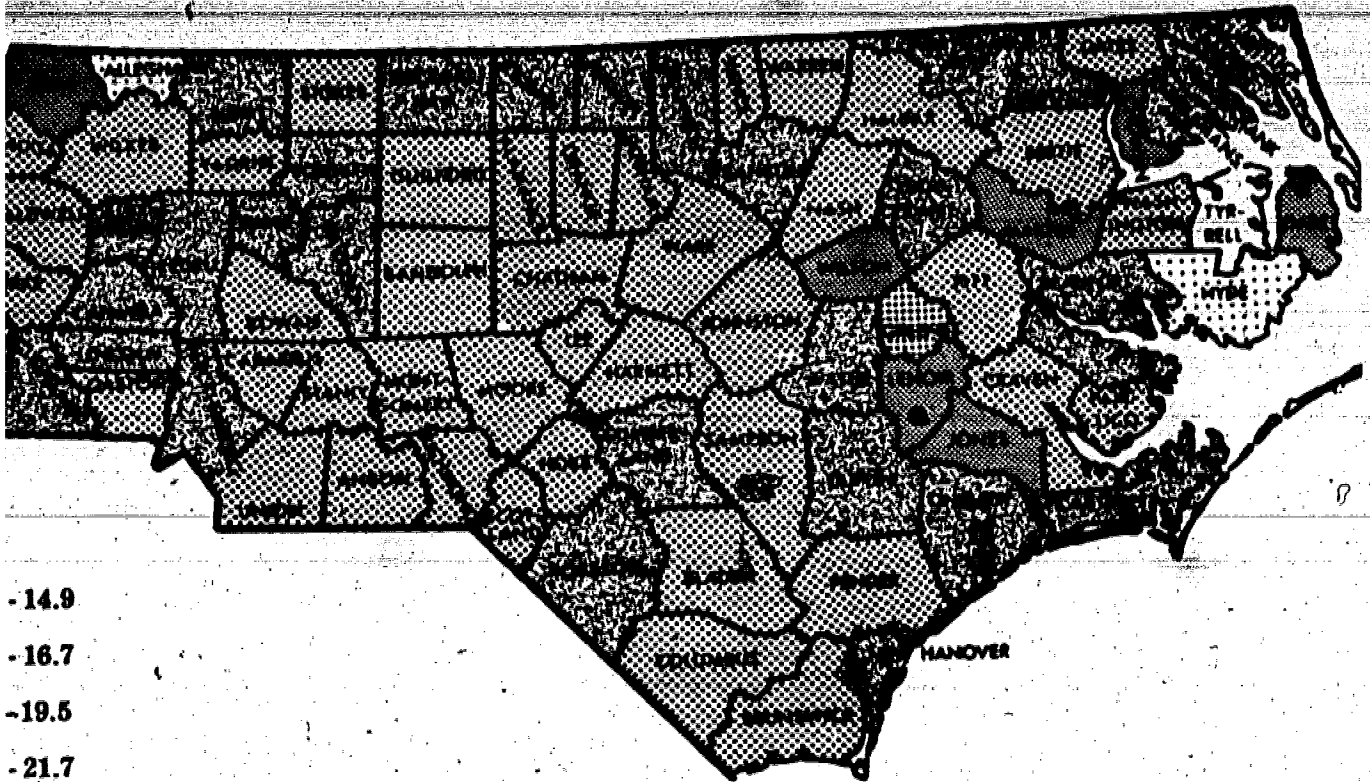


Figure 38

ary Instructional Personnel/Pupil Ratios In County Administrative Units



- 14.9
- 16.7
- 19.5
- 21.7
- 23.8

Figure 39

Secondary Instructional Personnel/Pupil Ratios In City Administrative Units

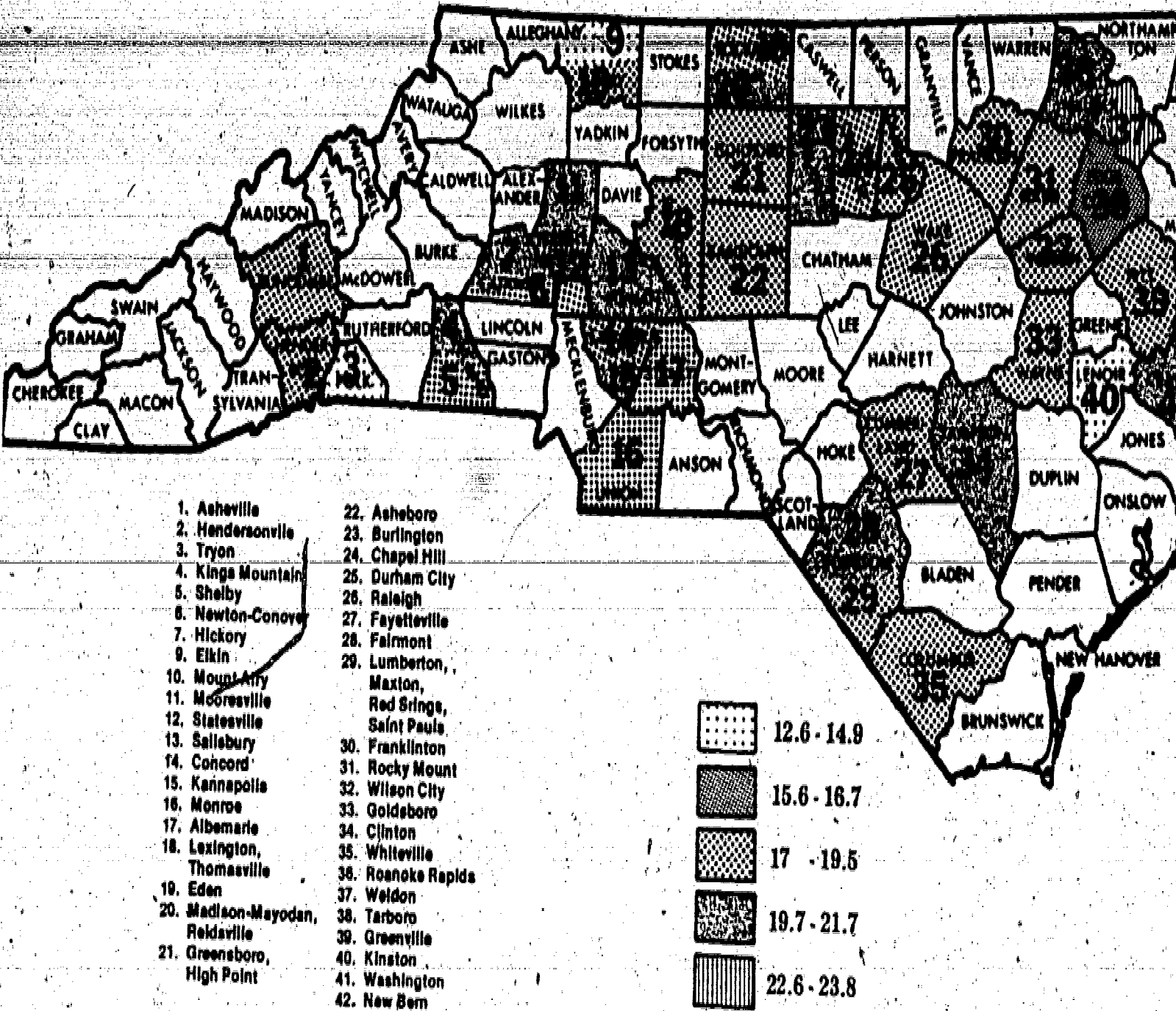


Figure 40

K-12 Personnel Certification for County Administrative Units

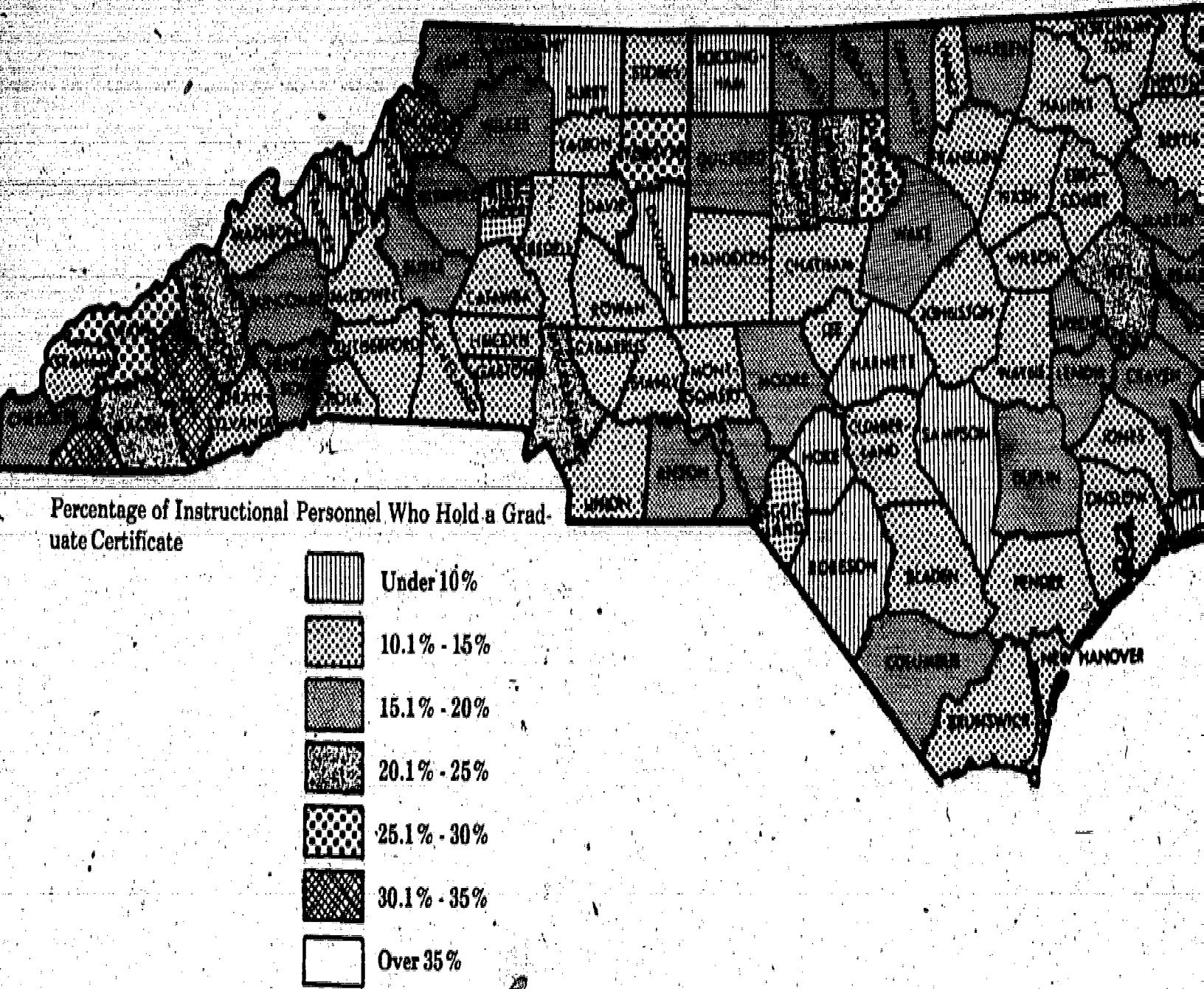
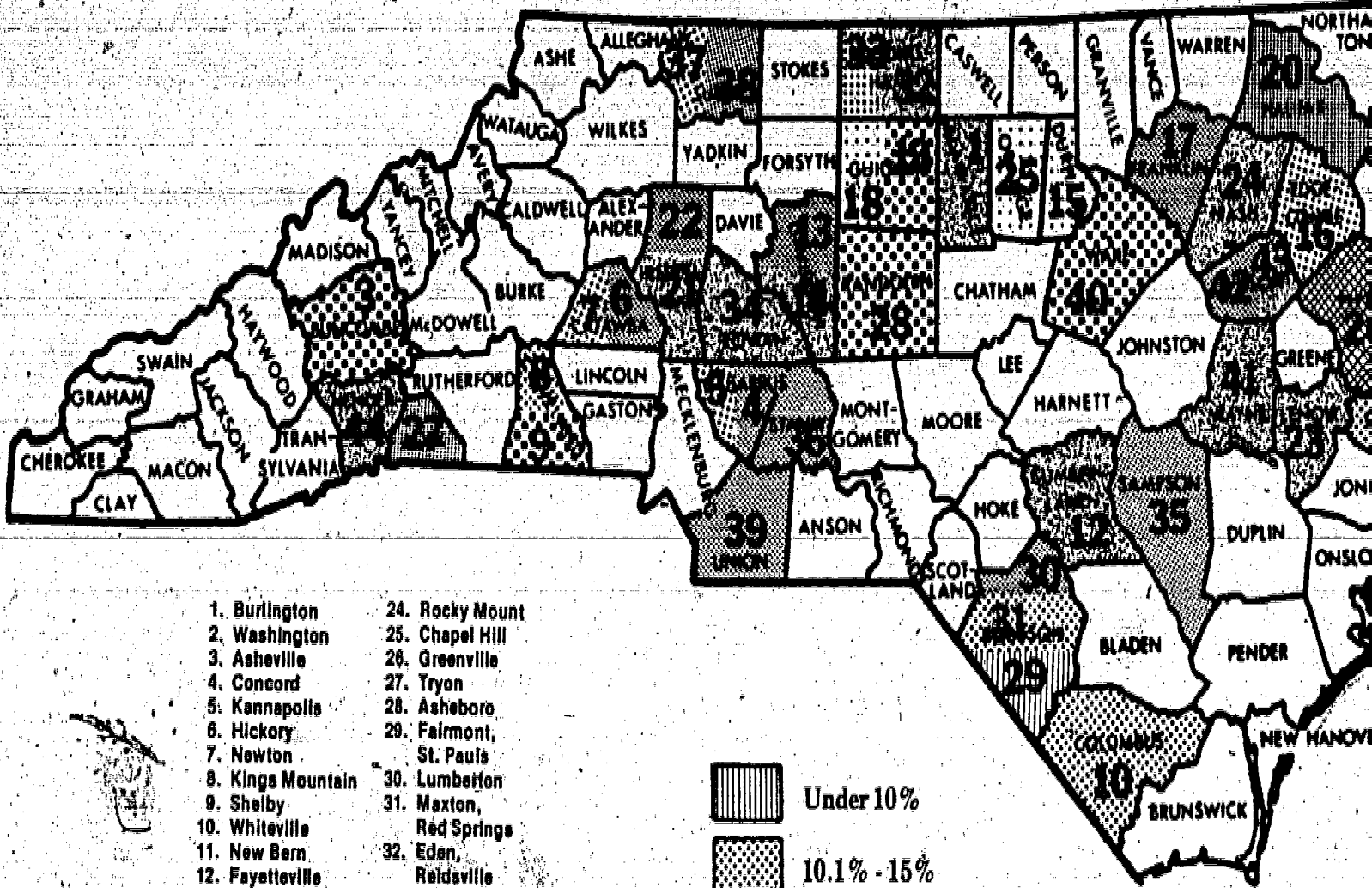
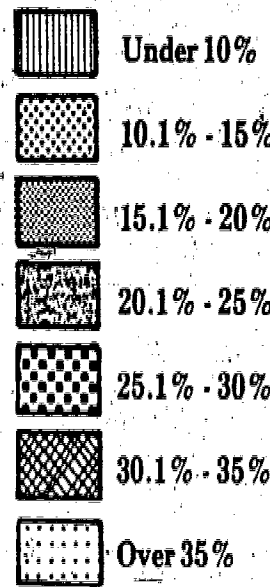


Figure 41

K-12 Personnel Certification for City Administrative Units



- | | |
|----------------------------|-------------------------|
| 1. Burlington | 24. Rocky Mount |
| 2. Washington | 25. Chapel Hill |
| 3. Asheville | 26. Greenville |
| 4. Concord | 27. Tryon |
| 5. Kannapolis | 28. Asheboro |
| 6. Hickory | 29. Fairmont, St. Pauls |
| 7. Newton | 30. Lumberton |
| 8. Kings Mountain | 31. Maxton, Red Springs |
| 9. Shelby | 32. Eden, Reidsville |
| 10. Whiteville | 33. Madison-Mayodan |
| 11. New Bern | 34. Salisbury |
| 12. Fayetteville | 35. Clinton |
| 13. Lexington | 36. Albemarle |
| 14. Thomasville | 37. Elkin |
| 15. Durham | 38. Mount Airy |
| 16. Tarboro | 39. Monroe |
| 17. Franklinton | 40. Raleigh |
| 18. Greensboro | 41. Goldsboro |
| 19. High Point | 42. Elm City |
| 20. Roanoke Rapids, Weldon | 43. Wilson |
| 21. Mooresville | 44. Hendersonville |
| 22. Statesville | |
| 23. Kinston | |



Percentage of Instructional Personnel with a Certificate

INSTRUCTIONAL PERSONNEL IN
ELEMENTARY SCHOOLS

From unit to unit across North Carolina the number of students to each teacher varies markedly.

The range at the elementary level is from less than 17 students per teacher to more than 25 students per teacher.

Figure 42

Elementary Instructional Personnel/Pupil Ratios In County Administrative Units

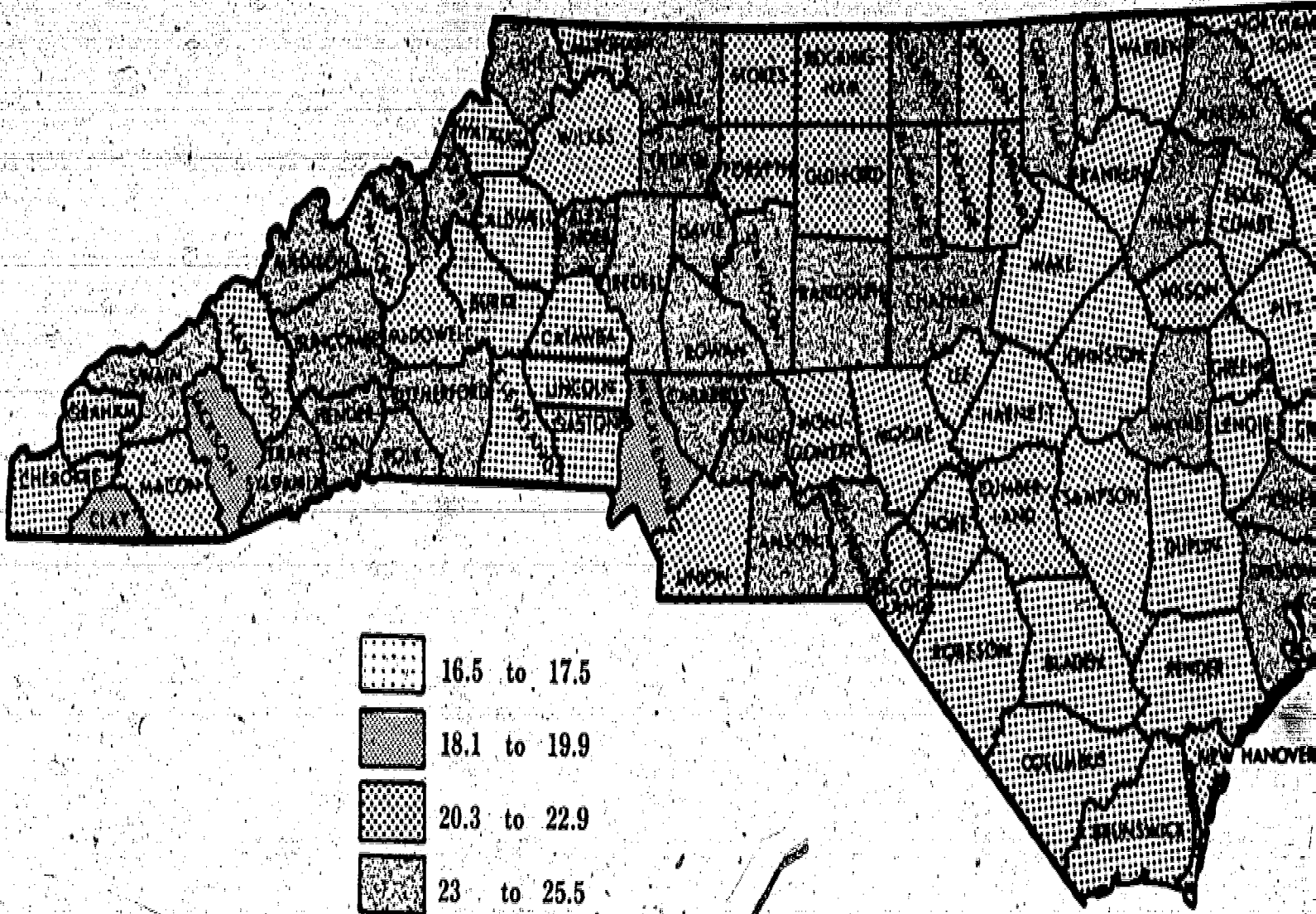


Figure 42

Elementary Instructional Personnel/Pupil Ratios In County Administrative Units

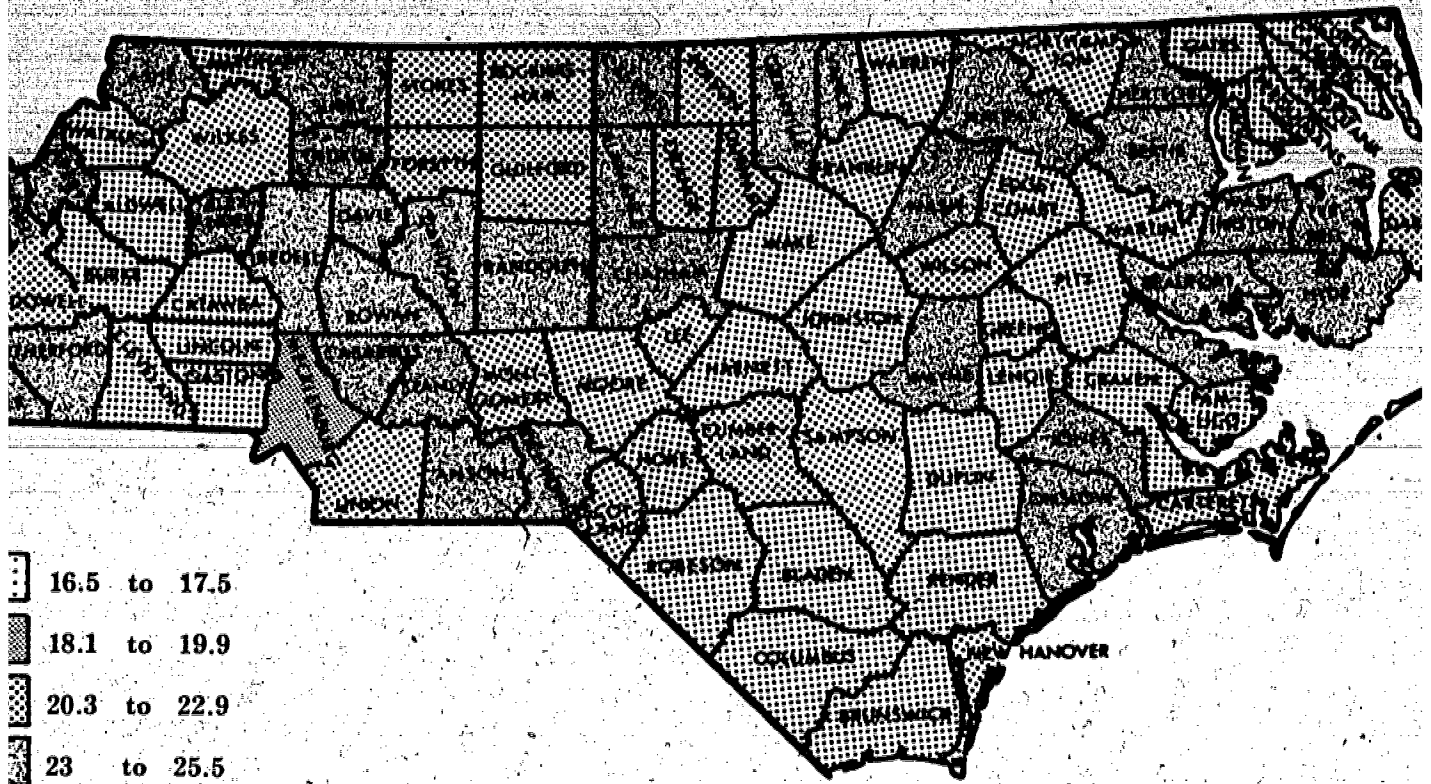


Figure 43

Elementary Instructional Personnel/Pupil Ratios In City Administrative Units

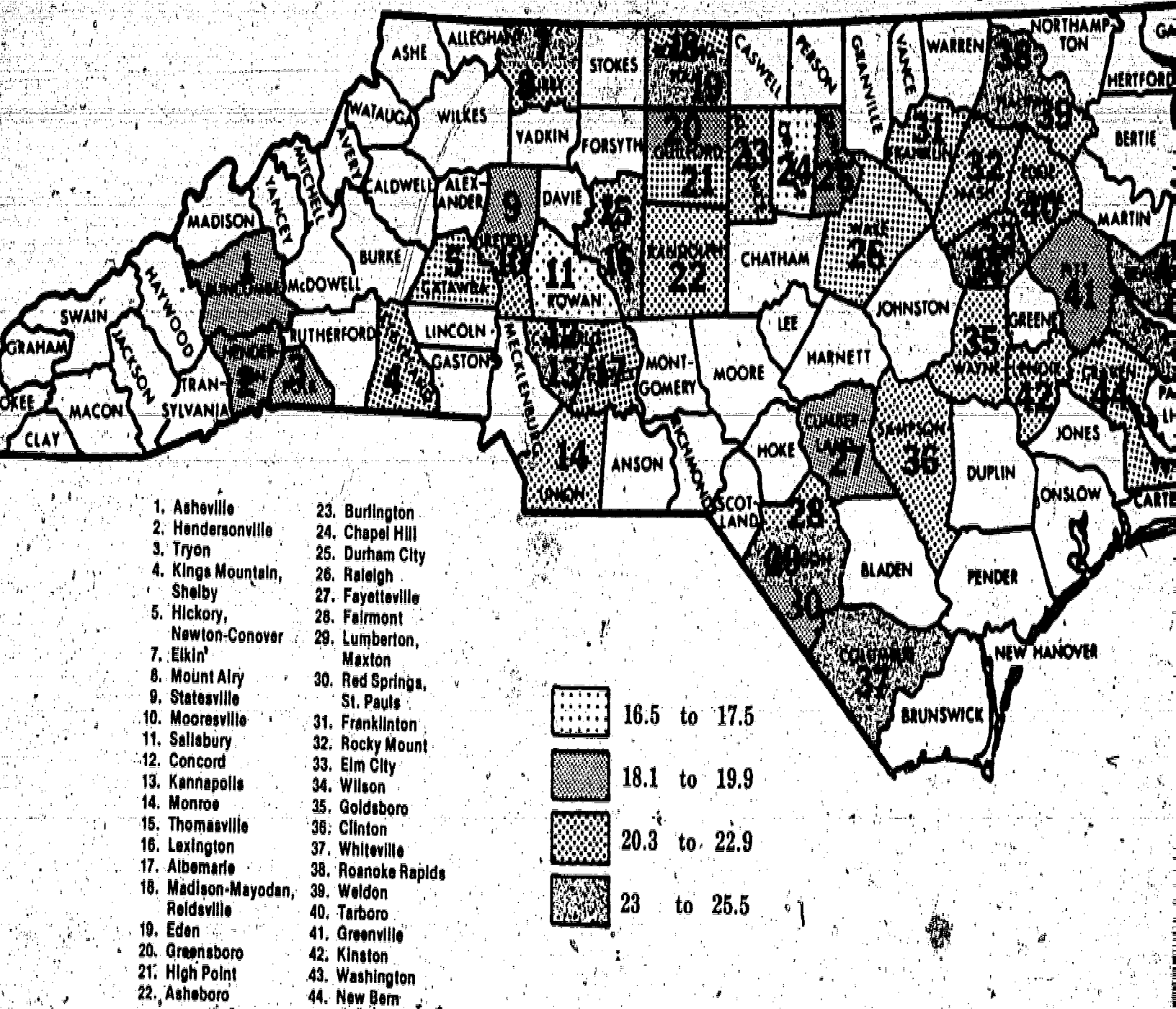


Figure 60
CITY ADMINISTRATIVE UNITS

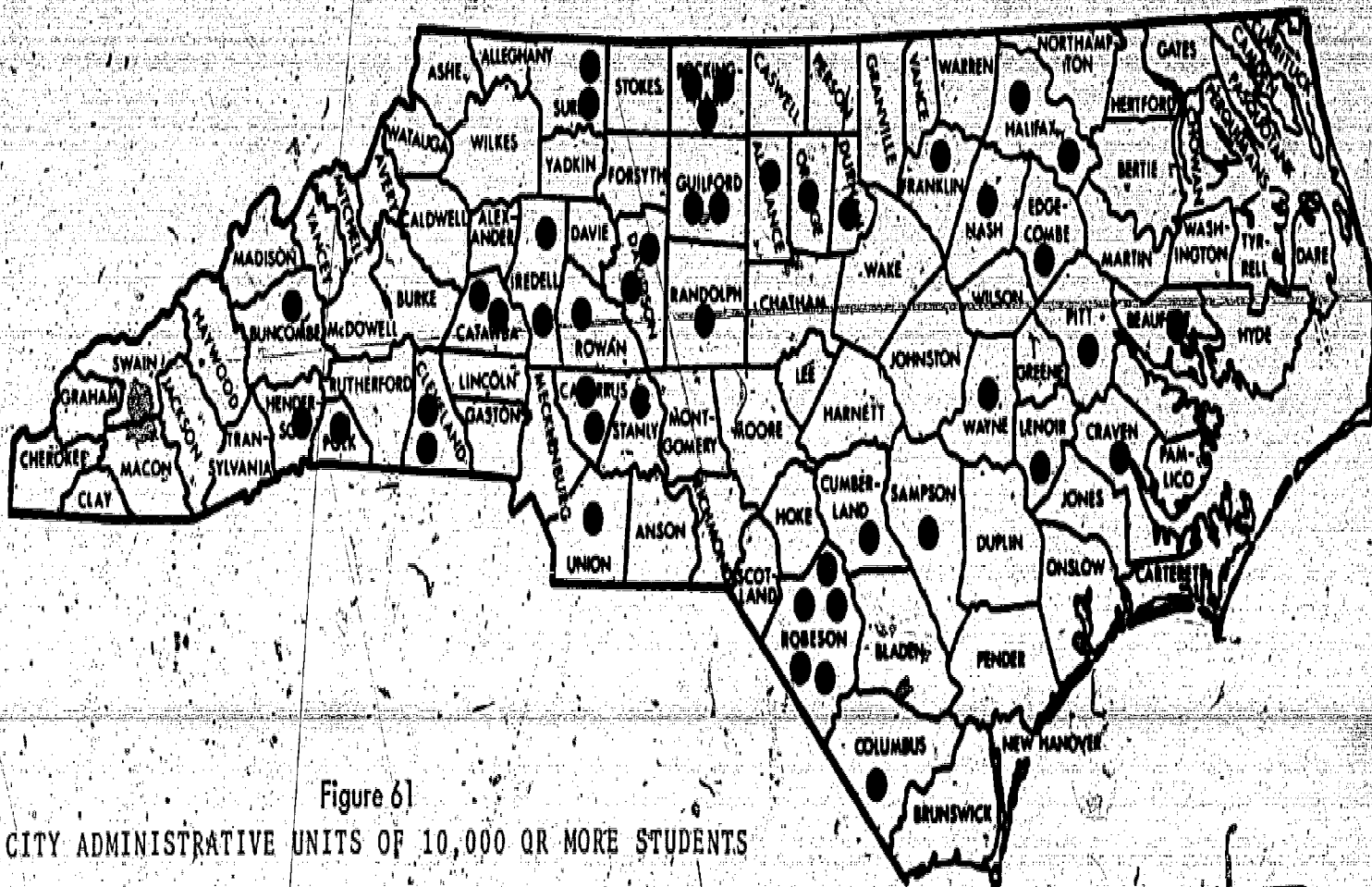


Figure 61
CITY ADMINISTRATIVE UNITS OF 10,000 OR MORE STUDENTS

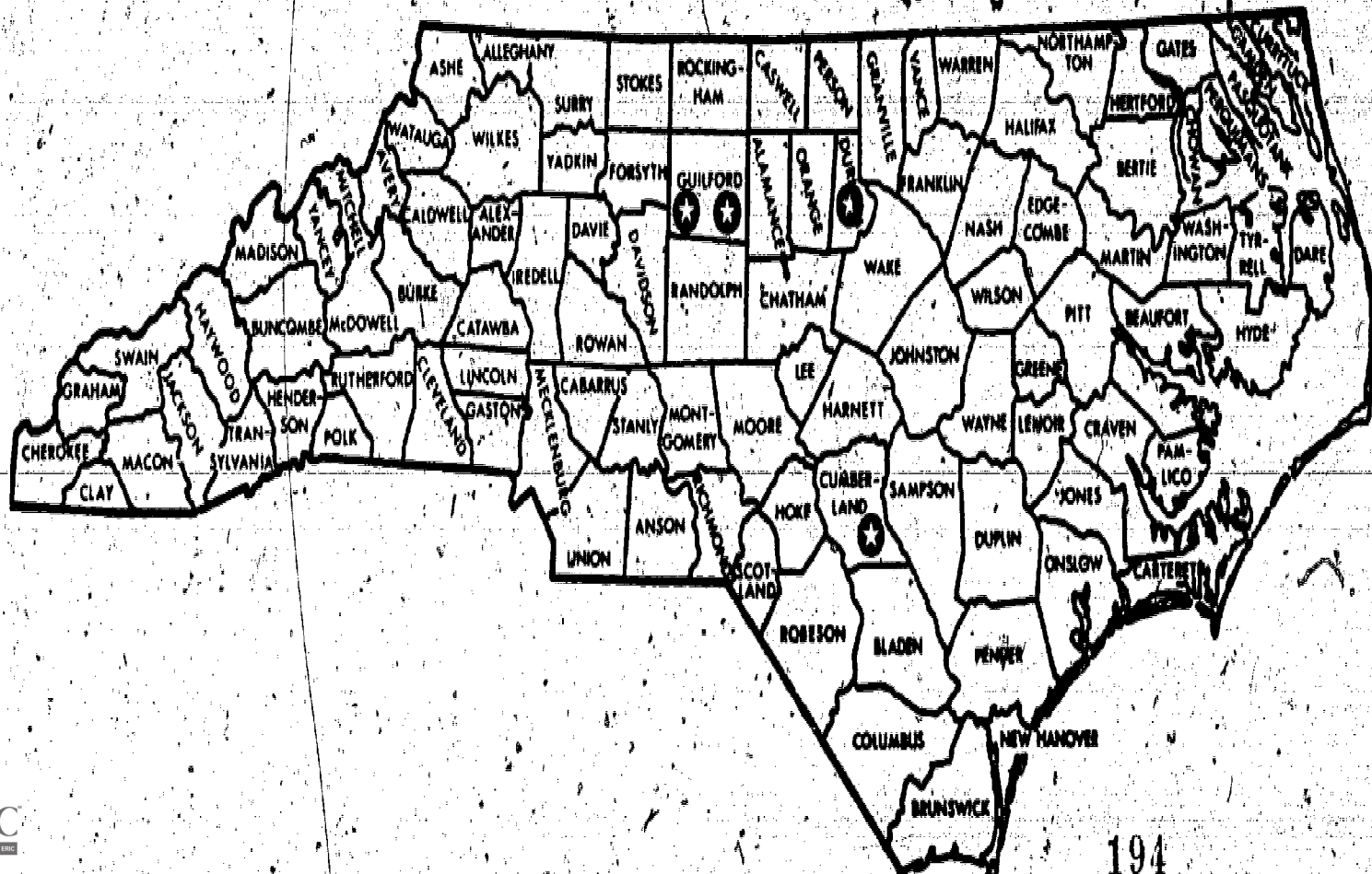


Figure 56

COUNTY ADMINISTRATIVE UNITS OF LESS THAN 3,000 STUDENTS
(OTHER THAN THOSE WHICH ARE HOSTS TO A CITY UNIT)

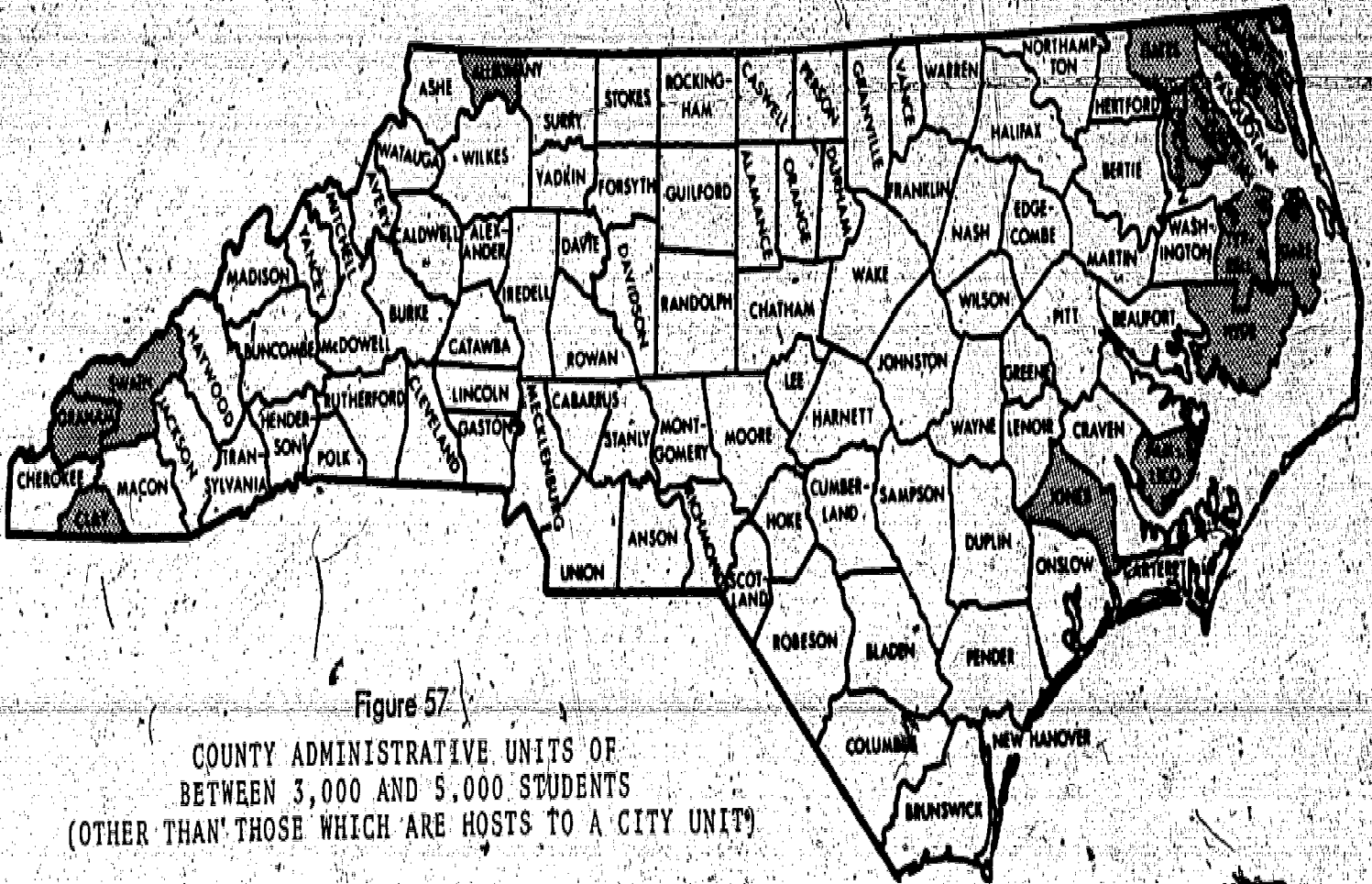


Figure 57

COUNTY ADMINISTRATIVE UNITS OF
BETWEEN 3,000 AND 5,000 STUDENTS
(OTHER THAN THOSE WHICH ARE HOSTS TO A CITY UNIT)

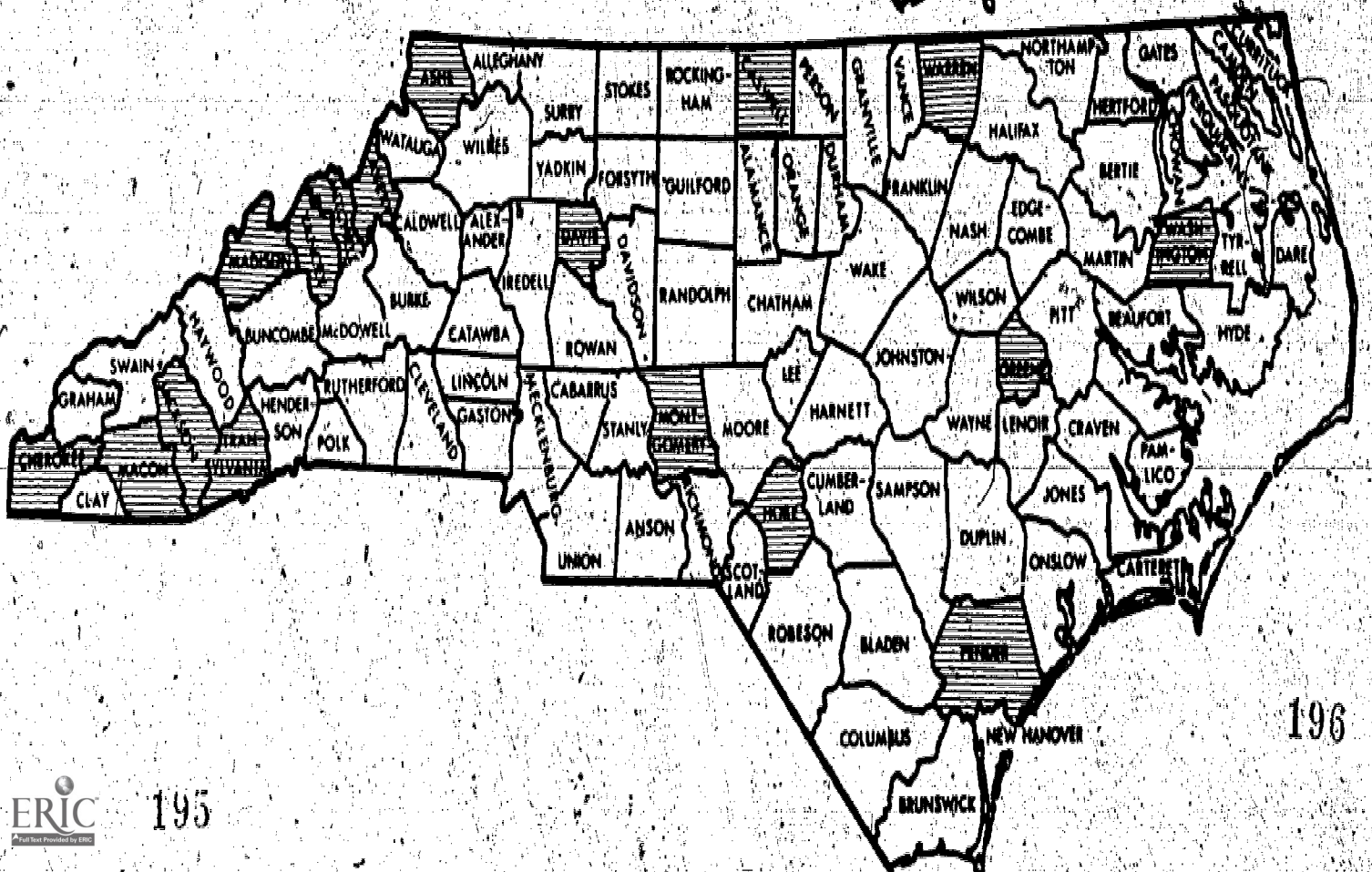


Figure 58

COUNTY ADMINISTRATIVE UNITS OF BETWEEN 5,000 AND 10,000 STUDENTS
(OTHER THAN THOSE WHICH ARE HOSTS TO A CITY UNIT)

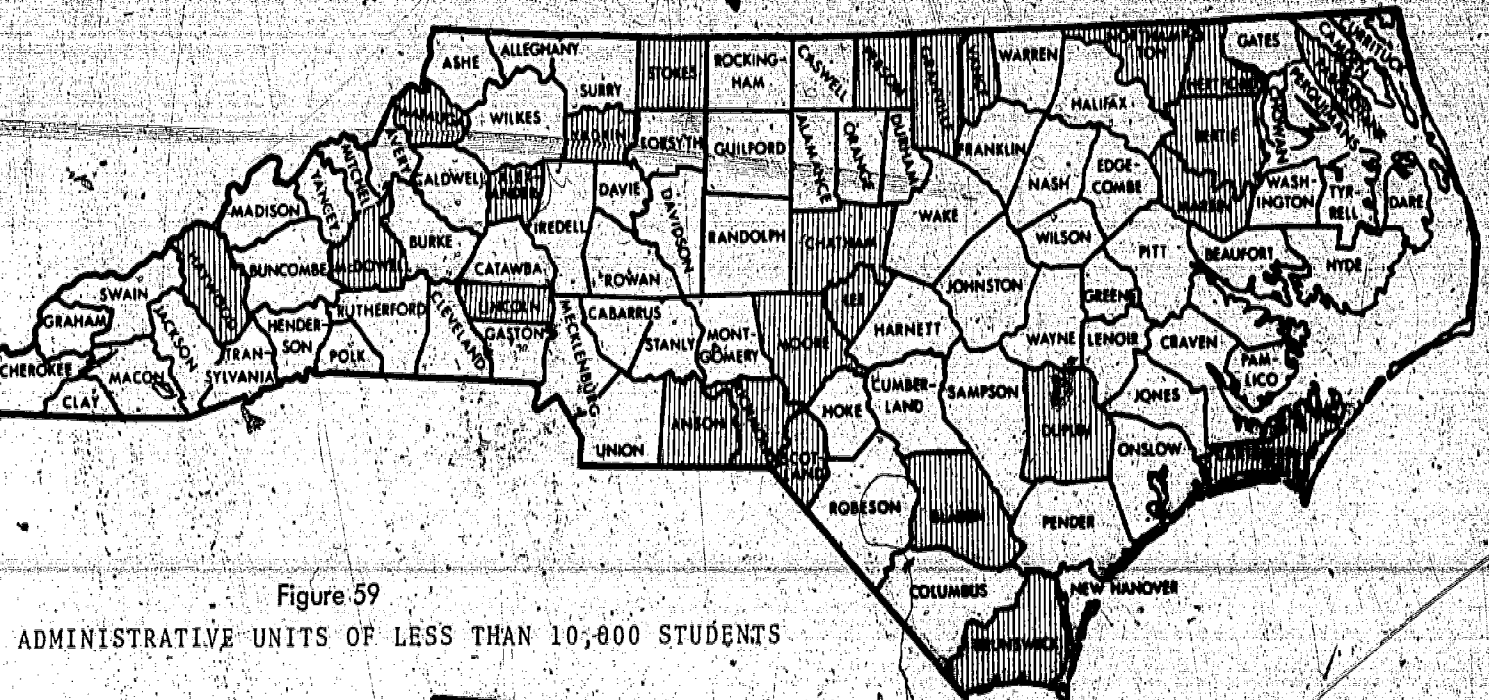
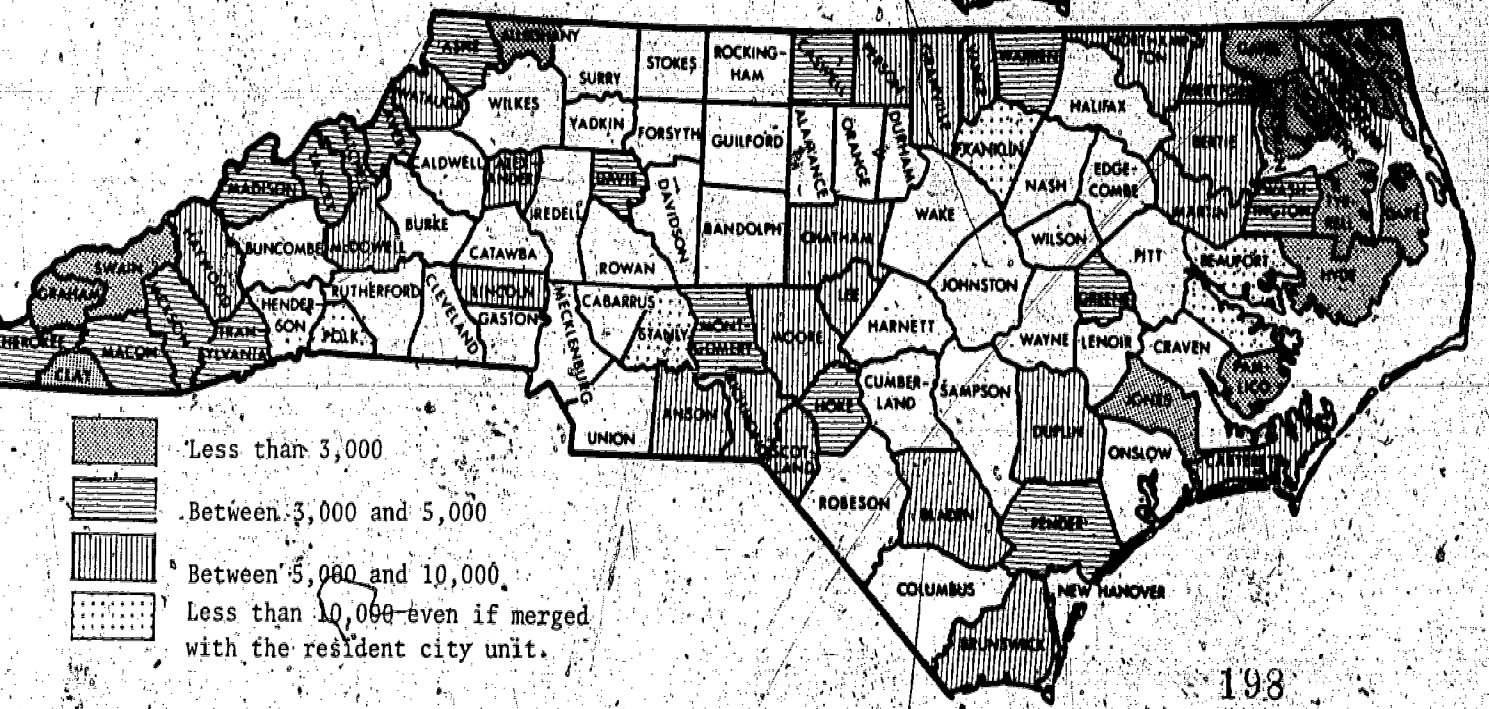


Figure 59

ADMINISTRATIVE UNITS OF LESS THAN 10,000 STUDENTS



SUMMARY, OBSERVATIONS AND RECOMMENDATIONS

Since the last major change in the structure of public education, almost 45 years ago, tremendous strides have been made and to a great degree, Governor Aycock's mandate, "Let every child burgeon forth with the best that is in him," has been accomplished.

However, all is not well with public education. The materials assembled in this study indicate the need for a radical restructuring of the system. The implementation of an improved organization for the state's system of public education is a major challenge that needs to be addressed by the General Assembly, the State Board of Education, the educational leadership, and the people of North Carolina. To a great degree the future of the state depends upon our reaction to this challenge.

In designing our future it is important that we have an understanding of the changes which have come about during the past 45 years. More than this, it is imperative that we be aware of the changes which are presently occurring. Indeed we must attempt to anticipate the changes that will confront society during the next 20 to 30 years. Some of the more obvious factors that will continue to confront society and influence education are:

- (a) the increasing complexity and pervasiveness of the communications media;
- (b) the increasing mobility of our people within the state, the nation and the world;
- (c) the increasing complexity of our social and economical/political life;
- (d) the increasing demands by society on our time and resources;
- (e) the increasing change in North Carolina; a predominantly agrarian to a more urban population.
- (f) the increasing minimum level of education required for initial job entry.

I. Organization for the Administration of the Public Schools.

Meeting the challenges ahead will require some major decisions. Some of the most crucial decisions will be in the area of organizing and financing the state's schools in order that the best possible service may be delivered to the young people of each and every school system. The information in this report supports the conclusion already reached by many thinking North Carolinians; which is that the present system does not adequately meet the needs of the present and certainly cannot meet the challenges of the future.

There are a number of unique situations in the state which must of necessity be handled in an unusual and unique manner. However, in most areas of North Carolina major changes in administrative organization are essential, if present educational needs and future challenges are to be met in an equitable, efficient, and economic manner. Our system must be reorganized if quality service is to be made available throughout the state, if equality of opportunity is to become a meaningful phrase, and if education is to be responsive to the unique needs of each community.

An overriding concern in redesigning the state's school system must be establishing conditions within which it is possible for school system personnel to achieve maximum productivity in the delivery of professional services. Research and experience indicate that these conditions are most efficiently and economically established when the following school population ranges are obtained:

1. Elementary schools of 2 to 4 teachers per grade.
2. Junior high and middle schools of 500 to 900 pupils.
3. Senior high schools of 750 to 1800 pupils.
4. School systems with 10,000 to 75,000 students.

If the decision is made to reorganize our state school system, consideration and study should be given to the possibility of moving in progressive stages. The following phases are suggested for discussion:

1. Merge all city units of less than 5,000 pupils with the county administrative unit.
2. Merge all county administrative units of less than 5,000 students with adjacent compatible administrative units. Such mergers would be total or for administrative, financial and special service purposes only. (See page 108 for suggested alignments).
3. Organize the state into 60 to 70 administrative units, keeping demographic, geographic, economic, and social conditions in mind. (See page 109 for suggested alignments).

II. Providing Adequate Financial Support for the Public School System

Accomplishing the purpose discussed here will require administrative reorganization. This should be accompanied by a major change in the method of financing the public school system. If it is a state goal to provide conditions within which there may be equality of educational opportunity for all students, regardless of where they live, and if it is felt important that students in every administrative unit have a level of service which is considered adequate, then the state should establish standards for the system in all areas, but particularly in the areas of program, personnel, and facilities, and provide full state financial support for achieving these standards.

Although much progress has been made since 1932-33, the range of educational opportunity continues to vary greatly across the state. The data in this study vividly points this out. If the state is to achieve optimum conditions for its students, provision should be made for a major restructuring of administrative organization and financing. It is not realistic to expect counties of minimum economic resources to provide 30 to 35 per cent of current expense funds and 70 to 80 per cent of

of capital outlay funds. A quality program of instruction for all areas of the state will require that a sufficient amount of the total resources of the state be available, be committed, and be used effectively to support a truly State System of Public Education. Consideration should be given to full state/federal funding in North Carolina, and 90 to 95 per cent should be an interim goal. This goal can and must be achieved, and should be accomplished simultaneously with the changes necessary for reorganization of the system.

To accomplish the stated goal, and meet the challenge, will require a commitment by the people of North Carolina to:

- (a) a truly State System of Public Education and not a confederation of county and city systems; to
- (b) a system with basic standards for the entire system that are set at the state and not the county or city level; and to
- (c) a system that is adequately supported financially from basically state and federal resources.

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