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SLEMENDA, Charles John, 1944-
THE NORTH CAROLINA STATE SYSTEM OF ALLOTING
ADMINISTRATIVE POSITIONS TO THE PUBLIC
SCHOOLS AND COMMUNITY COLLEGES.

The University of North Carolina at
Greensboro, Ed.D., 1977
Economics, finance

University Microfilms International, Ann Arbor, Michigan 48106

THE NORTH CAROLINA STATE SYSTEM OF ALLOTTING
ADMINISTRATIVE POSITIONS TO THE PUBLIC
SCHOOLS AND COMMUNITY COLLEGES


by

Charles John Slemenda

A Dissertation Submitted to
the Faculty of the Graduate School at
The University of North Carolina at Greensboro
in Partial Fulfillment
of the Requirements for the Degree
Doctor of Education

Greensboro
1977

Approved by


Dissertation Adviser

APPROVAL PAGE

This dissertation has been approved by the following committee of the Faculty of the Graduate School at the University of North Carolina at Greensboro.

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SLEMENDA, CHARLES JOHN. The North Carolina State System of Allotting Administrative Positions to the Public Schools and Community Colleges. (1977) Directed by: Dr. Joseph E. Bryson. Pp. 228.

The purpose of this study was to analyze the North Carolina state system of allotting administrative positions to the community colleges/technical institutes and public elementary/secondary schools and to make recommendations concerning future allocations.

The study is factual in its presentation; it deals with five questions which serve as guides in directing the study. The writer sought to present an orderly arrangement of historical data, legal documents, and state and federal documents relating to the study.

Data for each chapter were obtained by a variety of methods, each unique to the particular chapter. The introduction to Chapter I resulted from a review of the literature. Chapter II involved historical research derived from pertinent books, articles, and historical documents. The emphasis for that chapter was to present an historically valid developmental picture of the public schools of North Carolina, highlighting the delimiting/regressive factors as well as events which had an expanding/progressive effect upon the public school system. Chapter III involved a thorough study of the North Carolina community college system. The case of Zimmerman v. Board of Education, 199 N. C. 259-264 (1930) was of particular importance to the community

college movement in North Carolina. All provisions were included in Appendix A for Chapter III. In Chapter IV several points of comparison are made via the (1) organizational framework of the State Board of Education governing both institutions, (2) data sheets relating (1976) non-teaching state allotments to community college/technical institutes v. public elementary/secondary schools; comparative tables showing local, regional and statewide non-teacher allotments, and (3) review of North Carolina Public School Law and North Carolina Administrative Code in order to determine non-teaching positions that are established by state statute for the Department of Community Colleges and Department of Public Instruction. The state provisions were included in Appendix B for Chapter IV.

Based on the factual data set forth in the study, the following questions were considered:

1. Historically, have the public community colleges/technical institutes of North Carolina been established as legal extensions of public high school programs?
2. Does state level control and supervision of community colleges/technical institutes most often come under the same agency responsible for the public schools?
3. Do patterns of organization and control in community colleges/technical institutes model those of the secondary school orientation?

4. Have state funded administrative positions to the community colleges/technical institutes of North Carolina correlated those of the state public schools?

5. Should the community college/technical institute of North Carolina strive to imitate the university model, public school model, or develop a unique model?

ACKNOWLEDGMENTS

The author wishes to thank Dr. Joseph E. Bryson, whose assistance, encouragement, advice, and friendship has made his doctoral program an invaluable experience. Gratitude is also extended to the members of his advisory committee, Drs. Christopher Busch, Donald W. Russell, Dwight F. Clark of the School of Education, and Dr. E. William Noland of the Department of Sociology.

The author extends deepest appreciation to his wife, Maribell, for her devoted service, encouragement, and patience throughout the study, and to his daughter, Christine, and son, Chuckie, for their willingness to understand.

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CHAPTER I

INTRODUCTION

CHAPTER I

INTRODUCTION

The widespread growth and acceptance of community/junior colleges in American education have forced redefinitions of both secondary education and higher education.

Educators were warned several years ago about the necessity of achieving a clarity of aims in secondary, tertiary (between secondary and higher education), and¹ higher education.

Although the role and function of community colleges tend to condition the nature of the organization, many problems of administering these colleges have resulted from the historic question of whether they are actually secondary or² higher education.

The purpose of this study is to examine the relationship that North Carolina maintains with the state's public schools and community colleges. Of particular interest are the allotments of administrative, non-teaching positions made by the state to the public schools as compared to the community colleges. Acknowledging that the present patterns

¹George D. Stoddard, Tertiary Education (Cambridge: Harvard University Press, 1944), p. 15.

²A. J. Ducanis, "Principal or President," Junior College Journal, 22 (December, 1961), 185.

of allotting administrative positions are the result of previous, historical decision making, this study will give attention to the historical development of both state supported institutions.

Logically, the question of whether community colleges are secondary or higher education should be replaced by a question asking whether attempts are being made to fit new educational concepts of these colleges into old molds of administrative structure.³ That disagreement exists on this point is evidenced by the following:

1. The fact that community colleges provide programs and services for the post-high school population automatically places them in the category of higher education as defined in this country.⁴

2. The diversity of programs and purposes espoused by community colleges increases the difficulty of either relegating these colleges to a secondary education category or fitting them into established patterns of higher education.⁵

³S. V. Martorana, "The Role of the Community College in the Future Education of American Youth," Administering the Community Colleges in a Changing World, 9th Buffalo Studies (Buffalo, New York: University of Buffalo, 1966), pp. 3-14.

⁴Leland L. Medsker, The Junior College: Progress and Prospect (New York: McGraw-Hill Book Company, 1960), p. 304

⁵James W. Thornton, Jr., The Community Junior College (1st ed., New York: John Wiley and Sons, Inc., 1960), p. 15.

3. The fact that these colleges offer pragmatic and remedial courses runs contrary to the traditional views the general public has had of higher education.⁶

There are many identifiable differences in secondary education and higher education. High schools place primary emphasis on common learning of basic social and intellectual skills, whereas in higher education, emphasis has been placed on proficiency in academic, vocational, and professional programs. While public schools are dominated by a commitment to compulsory education, higher education institutions are characterized by voluntary education for mature and responsible students taking advantages of available learning opportunities.⁷

In analyzing university education and higher education, confusions arise because these terms are often used synonymously. While higher education is for adults after they finish high school, the programs do not necessarily "characterize intellectual endeavor specific to universities."⁸

Community colleges have been designed by Americans to serve purposes that neither secondary schools nor four-year

⁶Roger H. Garrison, "Unique Problems of Junior Colleges" in Current Issues in Higher Education (Washington, D. C.: A.A.H.E., National Education Association, 1967), 222-231.

⁷C. W. Ingler, "Governing Principles for Policy Toward Community Colleges," Educational Research Bulletin, 40 (February 8, 1961), 29-31.

⁸Cyril S. Belshaw, Anatomy of a University (Vancouver: Publication Center, University of British Columbia, 1964), p. 7.

institutions were successfully fulfilling. Because of their uniqueness, they bear only a trivial similarity to other higher education institutions. Solutions to the problems of unique institutions should follow original patterns, not patterns established and maintained by public schools and four-year institutions.

The Pains of Growth

During the early years of its existence, the community/junior college was looked upon as a relatively inexpensive way of providing the first two years of postsecondary education.⁹

Henry Tappan and William Folwell, two educational giants in the founding of American graduate schools, promoted the belief that the first two years of college were essentially secondary in character and belonged in secondary schools. While neither Tappan nor Folwell actually proposed the establishment of junior colleges to function as the first two years of the traditional four-year college curriculum, their prime interests seemed to be in reforming and giving strength to university programs. They considered it reasonable for American secondary schools to emulate the European secondary school in order for the American universities to rival European institutions of higher learning.¹⁰

⁹James L. Wattenbarger and Bob N. Cage, More Money for More Opportunity (San Francisco: Josey-Bass, 1974), p. 19.

¹⁰Charles M. Perry, Henry Philip Tappan (Ann Arbor: University of Michigan Press, 1933), p. 373.

Early twentieth century educators attempted to determine the direction junior colleges should take in order to enhance their status in effective educational institutions.¹¹ Controversy centered around decisions as to whether it was best to eliminate the lower two years as functions of the universities or whether the high school should include these two years. Some educators advocated reforming weak four-year institutions into two-year colleges. It was questioned whether a new collegiate level institution should be created, somewhat above the high school levels but lower than the levels of specialization of universities. Many of the ideas expressed by educators concerned over the future role and organization of junior colleges can be epitomized by statements made by Dean Lange of the University of California. Mr. Lange questioned whether the American university should have its legs amputated, or whether the American four-year high school should be "stretched."¹²

While the "seeds" were planted during the latter part of the nineteenth century, the growth and general acceptance of the American public junior college was essentially a phenomenon of the twentieth century. Two of the most significant movements to occur in American public education during

¹¹Leonard V. Koos, The Junior College Movement (New York: Ginn and Co., 1925), pp. 425-436.

¹²A. F. Lange, "The Junior College as an Integral Part of the Public School System," School Review, 25 (September, 1917), 465.

the early part of the current century were related to the downward and upward extensions of the four-year secondary schools. One of the movements produced the junior high school and the other led to the junior college.

Being fearful of the effects that junior colleges might have upon the traditional four-year colleges, Palmer stated that these institutions were more likely to produce disastrous results than anything occurring "in our world in education during the last fifty years."¹³

More recent criticisms of these two-year institutions have been repeated by such American educators as Robert Hutchins, who stated that the community college was contradictory, naive, and anti-intellectual, and even though "its heart was in the right place, its head did not work well."¹⁴

Commenting on the current predicament of the status of community colleges, Parker emphasized that these colleges began as step-children of higher education and remain higher education's "enfant terrible." While the public two-year colleges were not welcomed as attachments by either the high schools or the universities, they have had to find their own reasons for existence.¹⁵

¹³G. H. Palmer, "The Junior College," Atlantic Monthly, 139 (April, 1927), 498.

¹⁴B. Schwartz, "Is It Really Higher Education?", Saturday Review, December 19, 1964, p. 52.

¹⁵Franklin Parker, "The Community Junior College-- Enfant Terrible of American Higher Education," Junior College Journal, 32 (December, 1961), 193.

The central dilemma of character faced by public community junior colleges concerns the existence of these institutions as a part of the public schools and, at the same time, being considered as colleges.¹⁶

The community/junior college benefitted those who could not afford to leave the local area to attend a residential four-year college or university.¹⁷ Since these early junior colleges were operated as an extension of the public school system for the purpose of meeting the lower division and/or general education requirements of senior institutions, the concept of low or no tuition prevailed. The community/junior colleges today are no longer considered the "thirteenth and fourteenth" grades but are widely recognized as being a vital part of higher education.¹⁸ In explaining the results of this transition, Wattenbarger and Cage point out that as:

. . . the community colleges have moved away from locally supported, low tuition extension of high schools, a new relationship has developed which requires increased state level financial support, which recognizes a pressure

¹⁶B. R. Clark, The Open Door College: A Case Study (New York: McGraw-Hill Book Company, 1963), p. 168.

¹⁷A. J. Brumbaugh and Myron Bell, Higher Education and Florida's Future, Vol. I (Gainesville, Florida: University of Florida Press, 1956), p. 33.

¹⁸M. M. Chambers, Financing Higher Education (Washington, D. C.: The Center for Applied Research in Education, Inc., 1963), p. 35.

for increased tuition from students, and which expects full consideration for federal funds which are made available for higher education.¹⁹

As the purposes, philosophy, curricula, and type of students being served by the community/junior colleges have changed, so have the costs, control, organization, and funding patterns.²⁰ The historical development of the tax and educational structure of the state, legal structure of state agencies, wealth of the state, characteristics of the economy contributing to the state's income, density of population, degree of local autonomy provided in the control of two-year colleges, strength and wealth of alumni groups, objectives and scope of the program of the college, and the types of clientele served are but a partial list of those factors²¹ influencing financial support patterns. Of special interest to this study are the effects of said funding patterns upon the allotment of administrative positions to the public elementary/secondary schools and community colleges of North Carolina.

Wattenbarger and Cage succinctly described their thoughts about the changing financial support patterns of community colleges:

¹⁹Wattenbarger and Cage, op. cit., p. 19.

²⁰S. V. Martorana and D. G. Morrison, Patterns of Organization and Support in Public Two-Year Colleges, U. S. Office of Education Bulletin, OE-52000 (1959), p. 25.

²¹Ibid.

. . . the sources of their financial support have been changing partly because of general trends in public financial support of education and partly because of the increased role assigned to community colleges.²²

Regardless of the reasons for their continuous change, the funding or support patterns of the public community/junior colleges are as diverse as the states in which they are located. In 1962, Morrison and Martorana reported that no specific or universal pattern of support for two-year colleges existed. To justify that claim, they identify fifty-eight different examples of then current operational support patterns.²³ Wattenbarger and Starnes,²⁴ in 1973, reached the same conclusions as did Morrison and Martorana. Although most community/junior colleges are funded from the same sources, the amount from each varies greatly. Initially, the community/junior colleges relied upon local and/or state support, student tuition and/or fees, voluntary giving, and "other" revenue for support. In addition to these sources of revenue, the federal government began to provide assistance to the two-year public community/junior colleges as early as 1968.²⁵

²²Wattenbarger and Cage, op. cit., p. 9.

²³D. G. Morrison and S. V. Martorana, State Formulas for the Support of Public Two-Year Colleges, United States Department of Health, Education, and Welfare Bulletin, Number 14, OE-57004 (1962), p. i.

²⁴James L. Wattenbarger and Paul M. Starnes, State Funding Formulae for Public Two-Year Colleges (Gainesville, Florida: Institute of Higher Education, University of Florida, October, 1973), pp. 1-3.

²⁵U. S. Congress, Senate. Report of the Committee on Labor and Public Welfare. 92nd Cong., 1st Sess. (1970), Senate Document 346.

Local and State Tax Support

Three distinct models or patterns for current operations support have evolved from the reliance on local and/or state tax support. They are: (1) the local model, (2) the local-state model, and (3) the state model. While there have been perceptible changes in the support patterns for the two-year public community/junior colleges in recent years, the model for local-state support and the model for state support have become the only models used today.²⁶

Local model. The local support model, which provides for complete support by the local district, is presently not used by any of the states for current expenses, although many community/junior colleges began operations using this model as a basis for financial support.²⁷ A few states still have local support models for capital funding.²⁸ As late as the 1930s, approximately two-thirds of all two-year junior colleges were financed using the local support model. A study by Campbell²⁹ which was updated by Kilzer³⁰ indicated that

²⁶James L. Wattenbarger and Bob N. Cage, "Financing Public Community/Junior Colleges," Junior College Journal, 42 (October, 1971), 16.

²⁷L. H. Arney, State Patterns of Financial Support for Community Colleges (Gainesville: Institute of Higher Education, University of Florida, 1970) p. 15.

²⁸Ibid., p. 62.

²⁹Doak S. Campbell, "Directory of the Junior College, 1937," Junior College Journal, 7 (January, 1937), 209-223.

³⁰L. K. Kilzer, "How Local Public Junior Colleges are Financed," The School Review, 45 (November, 1937), 686-694.

approximately 175 local, public junior colleges were operated and financed in connection with local public school systems during the 1936-1937 school year.

Local-State model. As the local model for financing the community/junior college became an insufficient supplier of funds because of the inequitable tax base, the states assisted by supplying, through a cost-sharing plan, varying amounts. In 1934, the Council of State Governments reports that the local governments supplied an average of 84.3 percent of the income of the two-year college. By 1948, the local-state sharing plan had brought about a drastic shift in support patterns. The local government support had dropped to an average of 41.4 percent though state funds for current income had risen to an average of 21.6 percent.³¹

Wattenbarger recently observed the decline in local support and the almost equally corresponding increase in state support, "Even in states with long established community colleges heavily supported by local taxation, there is an observed increase in the portion that comes from the state."³² Today, a majority of states finance two-year public community/junior colleges using the local-state model.³³ Table I shows this relationship statistically.

³¹Council of State Governments, Higher Education in the Forty-Eight States (Chicago: Council of State Governments, 1952), pp. 107-108.

³²Wattenbarger and Starnes, State Funding Formulae . . ., p. vii.

³³James L. Wattenbarger, "Who Really Has the Power?" Community Junior College Journal, 44 (October, 1973), 10.

TABLE I
 SOURCES OF FINANCIAL SUPPORT FOR COMMUNITY COLLEGES
 IN PERCENTAGES, 1973-74

State	Percentage Provided by Federal	Percentage Provided by State	Percentage Provided by Local
Alaska	0	76	24
Arizona	2	30	68
Arkansas	4	71	25
California	6	41	53
Colorado	5	73	22
Idaho ^a	-	-	-
Illinois	4	35	61
Indiana	6	42	52
Iowa	17	44	39
Kansas	5	31	64
Maine ^a	-	-	-
Mississippi	22	40	38
Missouri	9	31	60
Montana	0	56	44
Nebraska	4	46	50
New Hampshire	8	74	18
New Jersey	1	40	59
New Mexico	16	32	52
New York	3	34	63
North Carolina	3	77	20
Ohio	1	39	60
Oklahoma	4	62	34
Oregon	2	38	60
Pennsylvania	3	30	67
Puerto Rico	0	100	0
Rhode Island	4	81	15
South Carolina	15	61	24
South Dakota ^a	-	-	-
Texas	5	55	40
Vermont	-	-	-
Wisconsin	10	33	57
Wyoming	2	46	52

^aNo public community colleges

The Committee on Financing of the American Association of Community/Junior Colleges, in commenting on local-state patterns of support, stated:

Local and state contributions to publicly supported community colleges should contrive to carry the primary burden of supporting these community-based institutions. The patterns of local and state support vary among the 50 states because each state has worked out its own system and this is as it should be.³⁴

State model. The third model is that of complete state support for two-year public community/junior colleges. Medsker reported that, by 1955, only three states, Utah, Georgia, and Louisiana, were using the state model for financing the community/junior colleges.³⁵ In 1973, Wattenbarger reported that a total of eighteen states were financing the community/junior colleges using the state model.³⁶ Table II relates this information. Chambers stated that this method of financing the two-year colleges was no great dollar drain upon the states, but a necessary and eminently sound investment.³⁷

³⁴ Education Commission of the States, Higher Education Services, Financing Postsecondary Education: Policy Development and Decision Making (Denver, Colorado: Education Commission of the States, September, 1974), p. 20.

³⁵ Leland L. Medsker, "Financing Public Junior College Operations," Fifty-fifth Yearbook of the National Society for the Study of Education, edited by Nelson B. Henry (Chicago: National Society for the Study of Education, 1956), p. 257.

³⁶ Wattenbarger, "Who Really Has the Power?" Community Junior College Journal, 44 (October, 1973), 10.

³⁷ M. M. Chambers, "Progress in State Tax Support of Higher Education," School and Society, 91 (March, 1963), 144.

TABLE II
 EIGHTEEN STATES UTILIZING THE STATE MODEL TO FINANCE
 COMMUNITY COLLEGES, 1973-74

State	Percentage Provided by Federal	Percentage Provided by State	Percentage Provided by Local	Percentage Provided by "Other Sources"
Alabama	21	59	0	20
Connecticut	9	81	0	10
Delaware	6	94	0	0
Florida	6	76	0	18
Georgia	0	75	0	25
Hawaii	26	74	0	0
Kentucky	16	83	0	1
Louisiana	3	63	0	34
Massachusetts	6	94	0	0
Minnesota	11	64	0	25
Nevada	15	70	0	15
North Dakota	16	50	0	34
Rhode Island	4	81	0	15
Tennessee	5	76	0	19
Utah	8	70	0	22
Virginia	9	73	0	18
Washington ^a	-	-	-	-
West Virginia ^a	-	-	-	-

^aPercentage data not presented in article

Role of the Legislature

As the operating costs of community/junior colleges have increased, the methods of financing such operations have gradually shifted from the local school district to the state and federal government.³⁸ Because of this shift, the state has become more and more involved with the community/junior colleges. Though not the only state officials responsible for determining community college funding patterns,

. . . the state legislature through both substantive directional legislation and procedural-operational legislation are becoming more involved in higher education. Probably more of the decisions affecting the goals and priorities of the community junior colleges will be made in the state capitals . . . primarily by the state legislators who are not only showing increased interest in educational matters, but a consciousness of their role and responsibilities.³⁹

In describing the support needed for a state master plan for community/junior colleges, Lansberg contends:

A principal responsibility for maintaining adequate support for the state master plan rests with the state legislature. It must statutorily enact the state funding statute and appropriate the funds for community college operations on a continuing basis. Major questions are posed in the funding model for legislative determination, including the relative proportions of

³⁸U. S. Congress, Senate. Report of the Committee on Labor and Public Welfare. 92nd Cong., 1st Sess. (1970), Senate Document 346.

³⁹Louis W. Bender, "Content Analysis for Legislation Prediction," Content Analysis as a Research Tool for Higher Education, ed. M. D. Hardee (Tallahassee: Center for State and Regional Leadership, Florida State University, 1972), p. 7.

state and local support, the number and level of funding categories, student fee rates, and the funding of non-credit college courses.⁴⁰

In commenting on the role of the congressmen and state legislators, the Committee on Financing of the American Association of Community/Junior Colleges stated, "they will have to act like policymakers--and practical politicians in a democracy."⁴¹

Positive Factors Affecting Postsecondary Education

⁴² Dewey, ⁴³ Kirkpatrick, and other social reconstructionists advance the belief that formal education programs have tremendous potential for social reconstruction and improvement. Wattenbarger and Cage explain, "Probably the single most important and significant individual benefit offered by a college education is psychic income--improved life style, a stronger self-perception, a higher social status."⁴⁴ Those who support the societal benefits theory

⁴⁰ Clement H. Lansberg, A Funding Model for Community College Operating Costs (Tallahassee: Center for State and Regional Higher Education, The Florida State University, August, 1973), p. 5.

⁴¹ Educational Commission of the States, Financing Postsecondary Education: Policy . . ., p. 31.

⁴² J. Dewey, Democracy and Education (New York: The Macmillan Company, 1916), pp. i-iv.

⁴³ W. H. Kirkpatrick, Education and the Social Crises (New York: Liveright, Inc., 1962), p. 74.

⁴⁴ Wattenbarger and Cage, More Money for More Opportunity, p. 17.

of higher education claim that society is the main beneficiary of higher education and that society should, therefore, be responsible for financial costs.⁴⁵

According to several authorities, the two-year community/junior college is better organized to meet this challenge for social reconstruction than other formal educational institutions.⁴⁶ The rationale, therefore, is that the community/junior college is rather able to meet the needs of society's general population rather than just the needs of the academically oriented.

In 1900 a total of eight junior colleges existed and all of these were private with a total enrollment of 100 students.⁴⁷ By 1971, approximately 872 community/junior colleges enrolled over 2,680,000 students, with over 4,900,000 students expected to enroll in approximately 1,228 community/junior colleges by 1980.⁴⁸

As the community/junior college enrollment continued to increase, likewise the relative problems of community/junior

⁴⁵ Charles C. Collins, Financing Higher Education: A Proposal, Clearinghouse of Junior College Information, ERIC Document 037-206, 1970, pp. 12-15.

⁴⁶ J. W. Thornton, Jr., The Community College (2nd ed., New York: John Wiley and Sons, 1966), p. 25.

⁴⁷ J. W. Reynolds, The Junior College (New York: Center for Applied Research in Education, Inc., 1965), p. 9.

⁴⁸ A. Conner (Ed.), 1972 Junior College Directory (Washington, D. C.: American Association of Junior Colleges, 1972), pp. 10-12.

college organization, administration, governance, and financing increase. Sharrock⁴⁹ suggests that the community/junior college's ability to recognize, understand and solve these problems will determine its potential as a viable and socially relevant educational institution.

North Carolina

"The people," declares the North Carolina State Constitution, "have a right to the privileges of education, and it is the duty of the State to guard and maintain that right."⁵⁰ This philosophy is not new to North Carolina. It found its earliest expression in the Constitution of 1776 which declared that ". . . all useful learning shall be duly encouraged and promoted in one or more Universities." It took on increasing substance with the creation of the University of North Carolina in 1789, the establishment of eleven public senior colleges in the late nineteenth and early twentieth centuries, the consolidation of the University in 1931, and the establishment of five public community colleges and⁵¹ a score of industrial education centers in recent years.

⁴⁹William R. Sharrock, Members of Boards of Trustees of North Carolina Community Colleges: Their Selected Personal Characteristics and Attitudes Toward Institutional Role and Governance (unpublished doctoral dissertation, University of North Carolina at Greensboro, 1974), pp. 206-208.

⁵⁰North Carolina Constitution of 1868.

⁵¹Horace Hamilton, Community Colleges for North Carolina, A Study of Need, Location, and Service Areas, for the North Carolina Board of Higher Education and the Governor's Commission on Education Beyond the High School (Raleigh: State of North Carolina, 1962), p. 14.

In the growing measure of financial investment in the public schools and the institutions of higher education by the General Assembly over many decades, the people of the state have, through their representatives, expressed their awareness of the importance of public education at all levels to the life of the commonwealth.

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North Carolina must continue to strive for the steady improvement of its public school system. For at least two-thirds of our young people, the education they get there is the only formal education they are ever likely to get; for the remainder, public schools provide the essential preparation for further study.

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The Community College Study of 1952 was an all-important state survey upon which the comprehensive community colleges of North Carolina have been founded. In September of 1950, Charles J. Carroll, State Superintendent of Public Instruction, instructed Allan S. Hurlburt, director of the North Carolina Survey of Public Education, to make a study of the need in North Carolina for state-supported community colleges and to project a basic plan for the development of community college services and facilities in the state. The director was further instructed to recommend

⁵²Hamilton, op. cit., p. 14.

⁵³Ibid., p. 5.

standards and criteria for community colleges and to propose basic principles for legislation necessary to implement such a program.⁵⁴

A state-wide committee representing the legislature, state-supported senior colleges, public, private and denominational junior colleges, the State Department of Public Instruction, industry, and the public schools was appointed by the State Superintendent of Public Instruction to work with the survey director on the Community College Study.⁵⁵

In 1962, Governor Terry Sanford's Commission on Education Beyond the High School published its final report. This commission, often referred to as the Carlyle Commission, made recommendations concerning the entire sphere of the state's higher educational structure. Concerning the community colleges, the report closely resembled the suggestions of the 1952 Community College Study. The eventual founding of a state-wide system of comprehensive community colleges would be based upon the document presented by this commission.⁵⁶

⁵⁴Allan S. Hurlburt, The Community College Study (Raleigh: State Superintendent of Public Instruction, 1952), p. 5.

⁵⁵Ibid.

⁵⁶Kenyon Bertel Segner, III, A History of the Community College Movement in North Carolina, 1927-1963 (Kenansville: James Sprunt Press, 1974), p. 133.

In May, 1963, the General Assembly passed the Omnibus Higher Education Act. This legislation included the community college recommendations of the Carlyle Commission and provided for the development of community colleges in the state. The basic sections of the act were:

- (1) general provisions for state administration
- (2) local administration
- (3) financial support
- (4) budgeting, accounting, and fiscal management
- (5) special provisions.

The State Board of Education was designated as the supervisory agency for all public community college districts.⁵⁷

Since 1963 there has been an increasing amount of friction occurring among the top education officials of this state.⁵⁸ The cause of these disputes is attributed to the structural makeup of this state's system of governing its educational institutions.⁵⁹

Therefore, a legislative study commission, chaired by Senator Edward Renfrow, Johnston County, has been charged by

⁵⁷The Charlotte Observer, May 11, 1963, p. 1.

⁵⁸The Raleigh News and Observer, "School Proposals Expected to Spark Heated Debates," February 12, 1977.

⁵⁹Note: For the past several years there have been weekly articles in the state's newspapers reporting the philosophical differences of the State Board Chairman as compared with the Superintendent of Public Instruction. Most conflicts reported involved appropriations made to the Community Colleges and public schools.

the state to recommend major changes in the administration of the state's public education bureaucracy.

The study commission presented its recommendations to the State Board of Education in February, 1977. The recommendations included the following:

- (1) A constitutional amendment to have the State Board of Education appoint the superintendent of public instruction, who is now elected via state-wide election;
- (2) Another constitutional amendment expanding the board from 11 to 15 regular members;
- (3) Reducing the governor's appointment power from 11 to four;
- (4) Removing the state treasurer and lieutenant governor from membership on the State Board of Education;
- (5) The General Assembly would elect 11 members from persons nominated by local boards of education;
- (6) Reducing State Board of Education terms from eight to four years;
- (7) Creating a new board to govern North Carolina's system of community colleges and technical institutes.

The study commission also recommended placing the school controller, the board's chief fiscal officer, under

⁶⁰The Raleigh News and Observer, February 12, 1977.

the superintendent. The rationale for this change is that the controller presently is an appointed position of the board. In some duties the controller has as much power as the elected superintendent of public instruction. Yet the state constitution stipulates that the State Board of Education shall "supervise and administer" the state's public school system, with the superintendent serving as "secretary and chief administrative officer."⁶¹

The problems and conflicts within North Carolina's public school system and community college system have attracted the attention and scrutiny of Governor James B. Hunt, Jr., the General Assembly, and the taxpayers and citizens of the state. Already the Governor has chosen not to reappoint W. Dallas Herring to the State Board of Education⁶² after having served on the board since 1955. More and more people of the state are becoming vocal in their assessment and concern over the financial budget requests made by these two state educational systems.⁶³ While the Governor's decision not to reappoint Dr. Herring may have ended the ongoing

⁶¹On June 28, 1977, The [Raleigh] News and Observer reported the retirement of A. C. Davis, Controller, effective July 1, 1977. No mention of a replacement for this office has been reported, thereby lending credence to the recommendation of the Renfrow Commission to do away with the present position of controller within the state's public education bureaucracy.

⁶²The [Raleigh] News and Observer, "Herring Not Reappointed," April 6, 1977.

⁶³The Raleigh Times, "LeMay Pay Should Be Cut," June 20, 1977.

conflict between A. Craig Phillips, superintendent of public instruction, and the former chairman of the State Board of Education, many believe that the difficulties are inherent within the structure established by the state to operate the state's public schools and community colleges.⁶⁴ This study will focus on one aspect of that structure--the state's rationale for allocating administrative positions to the state's public school systems as compared to the state's community colleges.

PURPOSE OF THE STUDY

The purpose of this study was to investigate the North Carolina state system of allotting administrative positions to the community colleges/technical institutes and public elementary/secondary schools; and, to make specific recommendations concerning the future allocation of administrative positions by providing documentary evidence that confirmed or disproved the following questions:

1. Historically, have the public community colleges/technical institutes of North Carolina been established as legal extensions of public high school programs?
2. Does state level control and supervision of community colleges/technical institutes most often come under the same agency responsible for the public schools?

⁶⁴The [Raleigh] News and Observer, "School Proposals Expected to Spark Heated Debates," February 12, 1977.

3. Do patterns of organization and control in community colleges/technical institutes model those of the secondary school orientation?

4. Have state funded administrative positions in the community colleges/technical institutes of North Carolina correlated those of the state public schools?

5. Should the community college/technical institute of North Carolina strive to imitate the university model, public school model, or develop a unique model?

LIMITATIONS OF THE STUDY

This study was limited to the two-year public community colleges/technical institutes and the public elementary/secondary schools of North Carolina. The field of public elementary/secondary schools and junior/community college/technical institutes has provided research personnel with an abundance of information. While junior/community college/technical institutes and public schools have served as sources for an abundance of research activities, many of the studies relevant to this area have been concerned with specific aspects of their operations or have been delimited to individual institutions or regional studies. Studies related to the proposed intention of this study were found to be extremely sparse.

⁶⁵An ERIC reference retrieval service was conducted by the Center for Creative Leadership, Greensboro, North

It should be noted that much of the related research deals with finances, funding and support patterns of the junior/community college/technical institutes. This research was included because it gives credence to the philosophic base upon which the institution was founded and/or the financial support system that sustains it.

The growth of the number of junior/community colleges/technical institutes, as well as the increased competition for tax dollars, has spurred the increase in research pertaining to many aspects of the junior/community college/technical institutes and public schools. However, research pertaining to the funding of noninstructional positions or the allotment of administrative positions to the junior/community college/technical institute continues to be neglected.

All the reference materials, i.e., books, bulletins, articles, legal documents, historical documents, etc., are limited by the writer's interpretation and selection.

Carolina, December, 1975, and again by the D. H. Hill Library, North Carolina State University, Raleigh, February, 1977. The result of both "searches" was to learn that studies directly related to the intent of this study had been neglected. A manual search of the Comprehensive Dissertational Index and the Dissertational Abstracts resulted in little of significance.

DEFINITION OF TERMS

Parity--the act of providing community colleges with the same magnitude of financial aid as granted by the state of North Carolina to its public elementary and secondary schools.

Community College Act--Chapter 115A, General Statutes of North Carolina, passed by the North Carolina General Assembly in 1963, establishes the system of community colleges in North Carolina.

Public Junior/Community Colleges/Technical Institutes--Public institutions which are supported by public tax funds, which are controlled by a board, either elected or appointed by a public official or agency, and which offer programs and courses limited to the first two years of post-high school education including university parallel courses and at least one of the following areas: occupational, technical, and continuing education.

Higher Education--to refer to education beyond the high school level, with primary emphasis having been placed on admission only to those having completed the requirements for high school graduation.

Public school--this term includes both public elementary and secondary schools.

Junior/Community College/Technical Institute Administration--members of management including the president, vice president, deans, and members of the administrative component within the span of control of the president.

Public School Administration -- members of management including the superintendent, assistant superintendent, supervisors, principals and members of the administrative component within the span of control of the regional office and/or the superintendent.

The following definitions (a-g) are in effect in the salary schedule auditing area:

(a) School: A school is defined as an institution organized and operated on one site under the administration and supervision of a principal who is solely and directly responsible to the superintendent and board of education; provided, that more than one school with separate identity and separate classroom buildings may be operated on the same site or on adjacent sites if in the discretion of the county or city board of education each school should be organized separately; and provided further that if the buildings of a school are separated by a public street or road, such buildings may be considered as one school if so organized by the board of education. Any organization not complying with this regulation must be approved annually by the State Board of Education.

(b) Associate Superintendent: A person designated by a County or City Board of Education as being next in line

⁶⁶North Carolina Administrative Code, Rules of Organization, Controller's Office, Chapter 3, Section 3.0406, pp. 17, 18. (1976).

to the Superintendent and who meets the requirements of the State Board of Education for such position.

(c) Assistant Superintendent: A person designated by a County or City Board of Education who may be next in line to the Superintendent in a unit not having an Associate Superintendent and who meets the requirements of the State Board of Education for such position.

(d) Classified Principal: A person performing the duties of a principal in a school having seven or more State-allotted teachers assigned to the school and holding a principal's certificate or receiving approval from the State Agency to serve as a provisional principal. The term "State Allotted" refers specifically to teachers allotted in programs supported by State Funds as follows: Regular, Exceptional Children, Kindergarten, Occupational Education, Trainable Mentally Handicapped and Driver Training. Teachers employed from funds allocated on a per dollar ADM basis for instructional purposes shall be included in the term "State Allotted." (Support personnel with the exception of Guidance Counselors assigned to a school employed from the per dollar ADM allotment shall not be included in the term "State Allotted.")

(e) Assistant Principal: A person designated by a County or City Board of Education as the Assistant Principal in a school having not less than 25 State-allotted teaching positions.

(f) Building Principal: A person in charge of a school having not less than three nor more than six State-allotted teachers, including the principal.

(g) Supervisor: A person designated by the County or City Board of Education to work on a unit-wide basis in the area of leadership for improvement of programs and the quality of instruction in accordance with policies and regulations of the State Board of Education entitled "Policies and Regulations Governing the Allotment and Use of Supervisors."⁶⁷

BASIC ASSUMPTIONS

The following assumptions were set forth for this study:

1. No effort would be made to compare the source of financial support for the administrative allotments to the community colleges/technical institutes and public schools of North Carolina, due to the fact that North Carolina Statutes provide financially for the operating expenses of these public institutions.⁶⁸

2. Relevant studies, surveys, theses, and dissertations of well-known and respected educators provide legitimate

⁶⁷North Carolina Administrative Code, pp. 17, 18.

⁶⁸Public School Laws of North Carolina (1976), Article I, Section 115-1, and Article I, Section 115A-18.

sources on which to construct and reconstruct new concepts about junior colleges, community colleges, technical institutes, and public schools.

3. A literature search, while having certain limitations, will provide reasonably valid information for the purposes of this study.

SIGNIFICANCE OF THE STUDY

Numerous studies reveal that the states are becoming more and more involved in the operations of the public community colleges.⁶⁹ Funding patterns are of interest to legislators, governors, and state officials responsible for two-year public community colleges, as well as other public institutions.⁷⁰

As the competition for the tax dollar becomes more rigorous,⁷¹ the question facing state legislators is whether

⁶⁹1973 State Education Legislation and Activity: General Governance and Administration. A Survey of the States. Research Brief Vol. 2, No. 3. Doris M. Ross, Education Commission of the States, Denver, Colorado. Department of Research and Information Services. April, 1974. ERIC research files, p. 141. ED 089-473.

⁷⁰A Review of Public Community College Financing: A Report of the Committee to Study Community College Financing. B. Waren et al. Illinois State Board of Higher Education, Springfield Master Plan Committee, May 1975. ERIC research files. 86 pp. ED 125-408.

⁷¹In 1971 the North Carolina public schools received 48% of the state's General Fund; however, at one point this department had received 60% of the fund. "An Under-Nourished System," North Carolina Education (January, 1972), p. 15.

the state will continue to support the community colleges/
public schools as they presently do or whether there will be
cutbacks, increases, or shifts in the political priorities
of this state.⁷²

Awareness of possible future funding patterns and the
effect of said patterns upon administrative allotments will
allow the public community colleges, elementary and secondary
schools to plan more specifically the administrative organi-
zation to be implemented. Legislators and key state officials
are responsible to plan state spending. Nevertheless, those
not directly involved with education are requiring a greater
knowledge as to the future of their tax dollars.⁷³

PROCEDURES

The procedures for this study have been: (1) to
review the literature on junior colleges, community colleges,
technical institutes, public elementary and secondary schools,
(2) to analyze this review of literature by presenting docu-
mentary evidence that has served to answer the questions
stated in the purpose of the study, and (3) to summarize, draw
conclusions, and make recommendations from the findings.

⁷²Notes of Professor Roland Nelson, January, 1972.
Nelson suggests that North Carolina state politics might be
defined as an attempt to meet infinite citizen/institutional
needs with finite state resources.

⁷³Wake Countians made a loud, well-founded disapproval
and forced cuts in the high pay and excessive trappings of
Wake Technical Institute President Robert LeMay. The Raleigh
Times, "LeMay pay should be cut," June 20, 1977.

PLAN OF STUDY

The introduction to Chapter I resulted from a review of the literature. In the past there has been voiced confusion and concern over the topic of this study; more recently, however, significant revelations have pushed this topic to the front pages of North Carolina newspapers.

Chapter II is devoted to the first two questions stated in the problem of the study. Briefly, the main emphasis of the chapter has been to provide historical evidence for the state's public school system and the institutional growth that has transpired since its inception.

Chapter III pertains to the first four questions stated in the problem of the study. This chapter relates the historical and philosophical foundation of the comprehensive community college system as it presently exists in North Carolina.

Chapter IV concerns analyses of the administrative allotments to the local county and city administrative units by the State Department of Public Instruction along with the administrative allotments to the community colleges/technical institutes by the Department of Community Colleges. Question five has been the primary concern of this chapter.

Chapter V is devoted to summarizing the findings, drawing conclusions, and making recommendations concerning the future state allotment of administrative positions to the local county units and community colleges/technical institutes of North Carolina.

CHAPTER II

A HISTORICAL/PHILOSOPHICAL SUMMARY OF THE PUBLIC
SCHOOL MOVEMENT IN NORTH CAROLINA

Prologue

Chapter II contains a chronological presentation of events significant to the topic of this dissertation. This chapter presents the philosophical base upon which the North Carolina Public Schools exist today, the historical events that affected the evolution of public schools in North Carolina, and the fiscal resources utilized by the state to support the new concept.

An historical appreciation of the present state supported school system can best be accomplished through the analysis of the past 200 years in North Carolina. Through such analyses of the Constitution of 1776, the Literary Fund of 1825, the first public school act of 1839, the founding of the North Carolina Department of Public Instruction in 1853, etc., the author begins to correlate the growth of the public school movement in North Carolina with the growth of administrative, non-teaching positions funded by the state to manage said system.

The historical perspective must be researched in order to determine (1) whether the North Carolina Public School System exists as a result of a grand scheme/master plan developed by advocates desiring to promote, endorse, and guarantee the existence of such institutions in North Carolina, (2) whether happenstance and/or fate determined the existence of today's public schools, or (3) whether the public schools came about via logical reaction on the part of local and state government to meet the educational needs of people.

After more than 200 years of existence, the public schools of North Carolina have been firmly established by governmental action and endorsed via state statutes. The Community College System received similar endorsement in less than 40 years.

CHAPTER II

A HISTORICAL/PHILOSOPHICAL SUMMARY OF THE PUBLIC
SCHOOL MOVEMENT IN NORTH CAROLINA

Education has been a responsibility of State Government in North Carolina since the State's first constitution¹ which provided

. . . that a school or schools shall be established by the Legislature for the convenient instruction of youth . . . and all useful learning shall be duly encouraged and promoted in one or more universities.

In 1825 the Literary Fund was created,² and by 1837 the proceeds 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 a system of public schools, frequent efforts were made to provide for a directing head whose whole time would be devoted to education. Finally, in 1852, "an act to provide for the appointment of a Superintendent of Common Schools, and for other purposes" was enacted. The Constitution of 1868 provided for a State Board of Education. This

¹Constitution of 1776, Article XLI.

²Public Laws of 1825-26, Chapter I.

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 all 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 the state. In 1868, the Constitution was rewritten, firmly establishing the county as the unit of local school administration.⁵ By legislative action 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. The General Assembly of 1901 changed the name to county boards of education.⁶ With the passage of the school law of 1903 the office of county board of education was

³Public Laws of 1825-26, Section IV.

⁴Public Laws of 1838-39, Chapter VIII.

⁵Public Laws of 1868-69.

⁶N. C. Laws (1901), Chapter 543, Section 1.

permanently established and county superintendents were permanently and definitely made the executive officers of the boards of education.⁷ The breaking up of the county as the sole unit of school administration came along with the growth of towns and cities and the concentration of taxable property within these areas.⁸ 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 district) describing its boundaries, naming the governing authority, its method of selection, and its duties in operating the public schools of the unit. The county and separate chartered unit system, of course, remains to this day.

I. NORTH CAROLINA'S FIRST CONSTITUTION

In the year 1776 North Carolina, along with twelve other colonies, had resisted Great Britain's taxation without representation and continued use of arbitrary power. The mother country's foolish exercise of force was to result in the loss of thirteen American colonies and the birth of a new nation in the world.⁹

⁷Edgar W. Knight, Public School Education in North Carolina (Boston: Houghton-Mifflin Company, 1916), p. 339.

⁸Hugh T. Lefler and Albert R. Newsome, North Carolina (Chapel Hill: University of North Carolina Press, 1954), p. 535.

⁹M. C. S. Noble, A History of the Public Schools of North Carolina (Chapel Hill: The University of North Carolina Press, 1930), p. 25.

On November 12, 1776, North Carolina called a Provincial Congress together at Halifax in order to write a constitution suited to its immediate needs. M. C. S. Noble suggests that:

Somebody on the constitutional committee in the provincial congress at Halifax in the autumn of 1776 evidently did remember the King's arbitrary refusal to allow North Carolinians to have a college (Queens' College);¹⁰ and in order to prevent a like refusal by the state in the future and to make it not only possible but mandatory to establish both schools and colleges in the new state that was taking the place of the old province, it was written in the Constitution, Article XLI:

That a School or Schools shall be established by the Legislature for the convenient Instruction of Youth, with such Salaries to the Masters paid by the Public, as may enable them to instruct at Low Prices; and all useful Learning shall be duly encouraged and promoted in one or more Universities.

It is well to note that the educational clause in the first constitution never contemplated establishment of any kind of school supported entirely by public taxation, such as schools provided for in the school law of 1838-39 and maintained free of tuition from 1840 to 1865. The original idea was simply to help in some way by paying enough to the teacher to enable each teacher to provide an education within
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the financial means of the majority of people.

¹⁰The King of England had refused to grant a charter to Queen's College in 1771, but in spite of the King the people of Mecklenburg successfully began their school without the King's charter. Lefler and Newsome, p. 135.

¹¹M. C. S. Noble, p. 27.

The precedent of public aid to the schools had occurred in Edenton and New Bern prior to the signing of the 1776 North Carolina Constitution. As early as 1754 Edenton appropriated six thousand pounds for "founding and endowing a public school" in the province.¹² Even though Governor Tryon borrowed and depleted this fund in order to build the governor's residence, the good which resulted was that Edenton had gone on record in favor of at least one public school for the province at the expense of the public treasury.¹³

In 1764 the beginning of free public education was enacted by the townspeople of New Bern. They not only appropriated gifts of land upon which to build the school house but were incorporated and named "The Incorporated Society for promoting and establishing a Public School in New Bern."¹⁴ This is the very first time in the history of North Carolina that the term "public school" applied, not by implication,¹⁵ but directly, to a local educational institution.

In this act of incorporation is found the beginning of state aid to education via direct gifts of land and annual public local taxes (a tax of one penny a gallon was collected on all rum and other spirituous liquors imported into the Neuse River). New Bern also began the free admission of poor

¹²State Records of North Carolina, XXIII (Laws, 1715-1776), 232-33.

¹³M. C. S. Noble, p. 13.

¹⁴Ibid., p. 14.

¹⁵Ibid., p. 14.

children into a tax-aided school, which principle was logically to result in the entire support by public taxation of all the schools necessary for the education of all the children of all the people at public expense, entirely free from the payment of any tuition whatsoever.¹⁶

"Public school" in 1764 meant that it had been incorporated by an act of assembly and to which some aid in the form of a gift of public land or money received from the sale of public land or town lots, or from a liquor tax had been given in the act of establishment.¹⁷

II. MURPHEY'S SECOND REPORT, 1817

On November 29, 1817, Archibald D. Murphey, chairman of a committee of three appointed by the legislature to develop a system of public education for North Carolina, handed in a report that has been recognized as a masterpiece of instructive and suggestive thinking on public instruction.¹⁸

Murphey's report includes a summary of the legislature's desire to improve the state internally and suggests that people will love a government that strives to make them happy, intelligent beings.¹⁹

Any system of general education must have, first of all, ample funds to carry it into affect. It must have a board to administer the fund and to put into execution

¹⁶M. C. S. Noble, p. 16. ¹⁷Ibid.

¹⁸Ibid., p. 35. ¹⁹Ibid., p. 36.

the adopted plan of instruction. It must have a plan of organization of the schools, provide a course of study and the modes of instruction, arrange for the education of poor children at public expense, and make provision for the education of the deaf and dumb.²⁰

III. THE LITERARY FUND LAW OF 1825

By 1825 several senators and legislators had worked diligently in both the House and Senate to pass a bill that would create a school fund without having to resort to taxation.

On December 22, 1825, Charles A. Hill, a member of the committee on education in the Senate, reported a bill to create a fund for the support of common schools. It was called "An Act to Create a Fund for the Establishment of Common Schools," and on January 4, 1826, it passed the Senate and became a law.²¹ It is generally called "The Literary Fund Law of 1825." The basis of this Act sets aside as a fund for common schools,

. . . the dividends arising from the stock which is owned by the state in the Banks of New Bern and Cape Fear and which have not heretofore been pledged and set apart for internal improvements; the dividends arising from stock which is owned by the state in the Cape Fear Navigation Company and the Clubfoot and Harlow Creek Canal Company; the tax imposed by law on licenses in the retailers of spirituous liquors and auctioneers; the

²⁰M. C. S. Noble, p. 36.

²¹Charles L. Coon, The Beginning of Public Education in North Carolina: A Documentary History, 1790-1840 (Raleigh: The North Carolina Historical Commission, 1908), I:125-126.

unexpended balance of the Agricultural Fund, which by the Act of the Legislature, is directed to be paid into the public treasury; all moneys paid to the state for the entries of vacant lands (except the Cherokee Lands); the sum of twenty-one thousand and ninety dollars, which was paid by the state to certain Cherokee Indians, for reservations to lands secured them by treaty, when said sums shall be received from the United States by this state, together with such sums of money as the legislature may hereafter find it convenient to appropriate from time to time.²²

The profits arising from this fund, known as the Literary Fund, were vested in the governor of the state, the chief justice of the supreme court, the speakers of the House and Senate, and the treasurer of the state, who were constituted a body corporate under the name of the "President and Directors of the Literary Fund." They were authorized to invest the whole or any part of the fund in the stock of the banks of this state or of the United States and to have the control and management of any real and personal property belonging to the fund. The proceeds were to be applied to the instruction of such children as the legislature might deem expedient in the common principles of reading, writing, and arithmetic. Whenever the legislature should think that the fund had sufficiently accumulated "the proceeds thereof shall be divided among the several counties, in proportion to the free white population of each" and managed and applied in such way as the legislature might direct from time to time. ²³

²²M. C. S. Noble, p. 46.

²³Coon, pp. 279-280.

The Literary Fund received a financial boost when in 1836 an Act of Congress directed that the surplus remaining in the Treasury of the United States on January 1, 1837, be deposited in the states according to their representation in the Senate and House of Representatives. The amount allocated to North Carolina, via the terms specified in the Act, amounted to \$1,433,757.39.²⁴

IV. NORTH CAROLINA'S FIRST COMMON SCHOOL LAW

The greatest social and educational achievement in antebellum North Carolina was the adoption in 1839 of the William W. Cherry bill, which enacted a state-wide publicly supported system of free common schools for all white children.²⁵ For several years prior to the legislature of 1838-39, the friends of popular educators had seen in the annually increasing revenue of the Literary Fund the longed-for possibility of maintaining a system of common schools for all the white children of the state. The title of the law indirectly explains just what the act itself contains--"An act to Divide the Counties of the State into School Districts and for other purposes."²⁶

²⁴M. C. S. Noble, p. 49.

²⁵Lefler and Newsome, p. 380.

²⁶Public Laws and Resolutions of the General Assembly of North Carolina (Raleigh: State of North Carolina, 1839), Chapter 8. Hereinafter cited N. C. Laws.

Referring to the legislative report of 1817, Chairman Archibald D. Murphy strongly urged that: (1) a fund for public instruction should be created, and the Literary Fund had been created in 1825; (2) a board ought to be appointed to administer this fund and carry out a plan of instruction, and such a board, by the name of "The President and Directors of the Literary Fund," had been created and given full control of the Literary Fund; (3) a system of schools should be organized, and in this law of 1838-39 there was an effort to effect the organization of a uniform and state-wide system of elementary public instruction which should reach the children of all the white people of the state.²⁷

Fifty years had elapsed between the founding of the University (1789) and the establishment of public elementary schools in 1839.²⁸ Public elementary schools represented a tremendous advance in educational desires as well as a new financial responsibility for the state. For, while the State University was founded as a child of the state and under its control, North Carolina did not assume responsibility for its support. In contrast, the state did assume responsibility for maintaining public elementary schools, as

²⁷M. C. S. Noble, p. 60.

²⁸Public Education in North Carolina, A Report of the State Educational Commission (New York: General Education Board, 1920), p. 4.

the law of 1839 recognized the right of the state to use state funds and to authorize the levy of local taxes in behalf of public elementary schools.

The bill provided that each county unit should elect not less than five nor more than ten persons as "superintendents of common schools" for the county. They were also to levy and collect a tax sufficient to give twenty dollars to each district in the county. This twenty dollars would be matched by forty dollars from the Literary Fund and the total of sixty dollars would be allocated to the school in each district. Practically every county in the state voted in favor of the tax for schools.²⁹

The inexperienced county superintendents divided the county into districts and appointed district committeemen (not less than three nor more than six per district). The committeemen provided some sort of school houses and employed some sort of teachers, and the school system, weak and feeble in its infancy, began to grow.³⁰

This Act was considered weak so far as organization and administration were concerned. Noble suggests that³¹

. . . its redeeming features were its good intentions and the fact that it was a beginning in the right direction, a movement for the education of the masses that gathered force and power and public favor in spite of bitter hatred of the very thought of popular education on the part of a few, the honest opposition to the scheme of taxation for the support of schools on the part of

²⁹M. C. S. Noble, p. 62 ³⁰Ibid. ³¹Ibid.

others, and the lack of teachers and schoolhouses and friends capable of helping in the organization and administration of the schools in the first few years of their existence.

V. THE UNPRODUCTIVE DECADE, 1841-51

The decade 1841-51 was a period of unorganized experi-³²mentation in developing a system of common schools. The changing notions of the succeeding legislatures prevented a steady and connected development of the system. In general, the Literary Board was to administer the Literary Fund, distribute the proceeds of that fund to the counties, and prepare and send to the counties such blank report forms as would enable the county school authorities to collect all data that would show work and progress of the district schools. The Board of County Superintendents was to define the boundaries of the school districts, hear appeals from the districts, distribute to the districts equitable shares of the school funds, have general supervision and control of the school interests in the county, receive reports from the school committees and transmit this information to the Literary Board, and make such other reports as might be called for by that Board. The school committee was to employ teachers, visit the school, have care of the schoolhouses, gather statistics for the Board of County Superintendents, and maintain general local supervision of

³²M. C. S. Noble, p. 83.

schools in the district. The common schools therefore were by and large under the joint control of what might be called a tri-board system.³³

VI. CALVIN H. WILEY ELECTED SUPERINTENDENT OF COMMON SCHOOLS

The school system was a disappointment in the 1840's but, as first State Superintendent of Common Schools from 1853-1865, Calvin H. Wiley revolutionized the system and made it a credit to North Carolina.³⁴

It was on October 12, 1852, that J. B. Cherry, of Bertie County, introduced in the House of Commons "An Act to provide for the appointment of a Superintendent of Common Schools, and for other purposes."³⁵ It contained some of the features of C. H. Wiley's bill and of Thomas Wilson's bill, both of which had been defeated in the House during the session of 1850.³⁶

With the enactment of this act, the Superintendent of Common Schools

. . . was to consult as often as possible with experienced teachers, to employ lawyers to recover in behalf of the president and directors of the Literary Fund all escheats in the several counties in the state for the use and benefit of the Literary Fund, and to see that

³³M. C. S. Noble, p. 84. ³⁴Lefler and Newsome, p. 380.

³⁵Executive and Legislative Documents of North Carolina (1850-1851), Vol. II House Doc. No. 3.

³⁶M. C. S. Noble, p. 133.

moneys distributed for common schools were not misapplied by the Boards of County Superintendents. In his annual report to the governor he was to give a detailed and condensed statement of how he had performed the duties of his office, and to arrange such tables as would show the number of white persons five years old and under twenty-one in each county in the state, the number enrolled in each school, the length of the school term, and the number of school districts in each county of the state. It was to be the superintendent's duty, as often as possible, to deliver public lectures on education and to endeavor to enlist the feelings of the people in the cause of the common schools. When notified, he was to attend the meetings of the Literary Board, for which service he was to receive the same pay as that received by the members of the Board. The salary of the superintendent was to be \$1,500 per annum, with no allowance for traveling expenses. The bill passed both Houses and was ratified on December 4, 1852.³⁷

Mr. Calvin H. Wiley, representative of Guilford County, voted for Mr. Cherry's bill and made an outstanding speech in favor of its passage. The newly-created position of superintendent of common schools was to be filled via an election by the legislature then in session. Realizing that the success of the bill depended upon capable leadership, the legislature made an excellent choice in electing Calvin H. Wiley as the first superintendent of common schools in North Carolina, but set a dangerous precedent ³⁸ in doing so. ³⁹

³⁷M. C. S. Noble, p. 134; and, N. C. Laws (1852-1853), Chapter 18.

³⁸Today there would be an air of suspicion and mistrust for a legislature to elect one of its own legislators to fill a new position created by that same legislature. Noble, p. 134.

³⁹House Journal (1852), p. 361.

Mr. Wiley changed from legislator to superintendent of common schools at the age of thirty-three. From 1853 to 1865 he proved his greatness as an educational leader and organizer, for,

. . . he stimulated interest and faithfulness among the county boards of education, improved the character and quality of teachers, and brought about more effective organization of the schools. Among the significant changes and improvements were: the certification of teachers after examination, improvement of textbooks, better buildings and equipment, the establishment of school libraries, the beginning of graded schools, the formation of teachers' library associations, the organization of the Educational Association of North Carolina and the publication of the North Carolina Journal of Education (1857).⁴⁰

VII. THE CIVIL WAR

The Civil War, which began in the spring of 1861 and ended in the spring of 1865, marked the end of the common schools of North Carolina. The common schools were one of many public institutions competing with the war for financial resources. So great was the task of providing money for the war, that the Literary Fund was seriously considered by the legislature to pay the interest on a war loan from the banks.⁴¹ Except for the unrelenting pressure and flow of information from Calvin H. Wiley and Governor Vance the Literary Fund would not have remained intact and common schools would have

⁴⁰Lefler and Newsome, North Carolina, p. 380.

⁴¹Annual Report (1861), Appendix C, p. 26.

had to close because of financial bankruptcy. The fund remained intact to the end of the war, and schools did not close until the Union Army had covered the state.⁴²

One pertinent piece of legislation that was passed during the Civil War years was the Graded School bill. This bill passed on December 23, 1864, and directed "the whole system of graded and common schools shall hereafter be known and designated as the public schools of North Carolina."⁴³

The purpose of this bill was to enlarge the present common school by providing a graded school in any common school district in the state which had pupils who had completed the studies in the common school and desired advanced instruction. The graded school, or higher school, had evolved due to a wide gap of education that was growing between the common schools and the private academies, seminaries, and colleges.⁴⁴ It was funded by the Literary Fund but only after the usual appropriations were made to the common schools would the surplus⁴⁵ be divided among those counties having graded schools.

The importance of this bill is twofold in that it (1) entitled all white children ages six to twenty-one, all white females under twenty-seven who were training to be a

⁴²M. C. S. Noble, p. 245.

⁴³N. C. Laws (1864-1865), Chapter 4.

⁴⁴M. C. S. Noble, p. 246.

⁴⁵N. C. Laws (1864-1865), Chapter 4.

teacher, and all white males under thirty-six who were handicapped due to military service to attend a graded school in their district, and (2) it renamed the graded and common schools as the public schools of North Carolina.⁴⁶

VIII. THE OFFICE OF SUPERINTENDENT OF COMMON
SCHOOLS IS ABOLISHED

"The report of the able and indefatigable Superintendent of Public Schools" was geared mainly to a concern for continuance of the Literary Fund during the post-war years. Even though the Literary Fund had kept North Carolina's public schools alive during the Civil War, the legislature was looking to this fund to aid payment of state debts.⁴⁷

The legislature was in no mood to concern itself with the spirit of education in North Carolina, but was directly concerned with the state's economic affairs. Therefore, the school legislation that was enacted was regressive and destructive of the school system.

It abolished the offices of superintendent of common schools for the state and of treasurer of the Literary Fund. It placed all money, stocks, bonds, and fund of the Literary Fund in the public treasury for safe keeping. It repealed the law requiring the county court to elect five superintendents of the common schools in the

⁴⁶ N. C. Laws (1864-1865), Chapter 4.

⁴⁷ Executive and Legislative Documents of North Carolina (1865-1866), Doc. No. 7, "Documents Accompanying the Governor's Message, Report of the Superintendent of Common Schools."

county and required the election of only one superintendent. It made the levying and collecting of taxes for the support and maintenance of common schools discretionary with the county court, and empowered the court to apply any school taxes it might decide to collect, to the aid of subscription schools in the county. It gave school committees the right to allow subscription schools to be taught in the common schoolhouses by such teachers as were qualified to teach in the public schools and it authorized school committees to take charge of school buildings in their districts and permit them to be occupied if it were deemed to be necessary to do so in order to insure their preservation.⁴⁸

IX. THE CONSTITUTION OF 1868

On January 14, 1868, a convention of "Negro men," "northern men," "white Republicans" and "white Conservatives" had been ordered by the post-war Reconstruction Act to meet in Raleigh to form for North Carolina a constitution that would be acceptable to Congress.⁴⁹

Mr. S. S. Ashley, a minister from the North, an educator of Negroes in the city of Wilmington, North Carolina, and a Republican supporter, was asked to represent the county at the constitutional convention.⁵⁰ The Republicans soon were to nominate and elect Mr. Samuel Stanford Ashley as state superintendent of public instruction as a reward for the leadership rendered in behalf of the newly written article on education.⁵¹

⁴⁸M. C. S. Noble, pp. 279-280.

⁴⁹Ibid., p. 285.

⁵⁰Journal of the Constitutional Convention of the State of North Carolina (Raleigh: State of North Carolina, 1868), p. 44.

⁵¹M. C. S. Noble, p. 311.

Ashley, chairman of the "Standing Committee on Education, Common Schools, University, and the means of their support" presented Article IX, Education to the Convention on March 6, 1868.⁵² After much debate over Article IX, the committee reached agreement. In July, 1868, the State of North Carolina was readmitted into the Union under the new constitution.⁵³ The Constitution of 1868 provided for a University and "for free public schools for all the children of the state." It directed that schools should be provided by "taxation and otherwise" for children between the ages of six and twenty-one years, free of charge for tuition. Under the old common school law a county school tax had to be raised equal to half the amount received from the Literary Fund, and all white children of school age could attend school free of charge. The school duties formerly performed by the Board of County Superintendents were assigned, by the Constitution of 1868, to the new Board of County Commissioners, and the state officers were constituted a State Board of Education to take over, in general, all the duties, powers, and trusts formerly belonging to the president and directors of the Literary Board. Empowering the General Assembly to pass a compulsory attendance law, and requiring the Board of County Commissioners

⁵²Convention Journal (1868), p. 338.

⁵³M. C. S. Noble, p. 299.

to provide for a minimum four-months term, and throughout the state the school term was constantly growing longer with no thought by anyone of a minimum limit to the length of the term of a district school.⁵⁴

Within the year (April 1, 1869), the legislature made it the duty of the school committee to present to the township trustees⁵⁵ and to the county commissioners an estimate of the amount of money needed to operate the schools and other things required for the support of schools in that township for a school term of at least four months.⁵⁶ If the county commissioners refused to levy the township tax equal to the amount of the estimate of the township school committee, the commissioners became liable to indictment under the constitution. The law of 1869 also provided for the appointment of a county examiner by the county commissioners.⁵⁷ It was his duty to examine teachers and issue certificates, for which he was to receive the sum of two dollars a day.

On February 12, 1872, the legislature ratified "An Act to Consolidate the School Laws and Provide for a System

⁵⁴M. C. S. Noble, p. 302.

⁵⁵The new constitution called for new political subdivisions called townships, these townships were to elect a 3-member School Committee biennially who would establish and maintain the schools of that township. Samuel Hunter Thompson, "The Legislative Development of Public School Support in North Carolina" (unpublished doctoral dissertation, University of North Carolina, 1936), pp. 165-170.

⁵⁶M. C. S. Noble, p. 316. ⁵⁷Ibid., p. 372.

of Public Instruction."⁵⁸ This bill had definite provisions for the financial support of the schools and it repealed all previous legislation in conflict with any of its provisions. Sections 23 and 25 deal with the administration of the public school funds and are unique in that the former requires the community to bear half of the expense of building or repairing a schoolhouse, while the latter provides two dollars per child (based upon A.D.A.) if in attendance for four months and one dollar per child (A.D.A.) in attendance for two months. No state aid would be given for any school not maintained for at least two months.⁵⁹

This law made the county board of commissioners a county board of education with the chairman of the county board of commissioners as the chairman of the board of education, the register of deeds as the clerk of the board of education, and the treasurer of the county as the treasurer of the county free school fund.⁶⁰ To the county board of education was given control and supervision of school affairs of the county, such as appointment of the county examiner, the decision of all controversies relative to the boundaries of the districts, and enforcement of the provisions of school law. The board of education was to meet on the second Monday of February and September of each year and at other times subject to the call

⁵⁸N. C. Laws (1871-1872), Chapter 189, Sections 23, 27.

⁵⁹M. C. S. Noble, p. 359. ⁶⁰Ibid., p. 360.

of the chairman "for the purpose of looking after the interests of the public schools."⁶¹ This was the beginning of the centralization of educational authority in the counties, which was to develop later into the strong control exercised for years by the county boards of education.⁶²

In 1873, the legislature ratified the election of these county examiners for each county having the same duties as the single examiner had had previously.⁶³ They too would be appointed by the county commissioners and they would offer the schools increased supervision but lacked the power and expertise needed to give leadership and supervision to the schools of North Carolina.⁶⁴

X. THE SCHOOL LAW OF 1879

Superintendent of Public Instruction John C. Scarborough recommended to the legislature that appropriations to the summer school at the University of Chapel Hill and to the normal school at Fayetteville for colored teachers be continued. These were ratified by the legislature February 20, 1879.⁶⁵

Mr. Scarborough also recommended that:

1. women be admitted into the aforementioned institutions;

⁶¹M. C. S. Noble, p. 362. ⁶²Ibid. ⁶³Ibid., p. 372.

⁶⁴Ibid. ⁶⁵Annual Report (1879-1880), pp. 53-56.

2. instead of a county examiner a county superintendent be elected with greater power and increased pay for services;
3. the state pay the entire cost of a schoolhouse;
4. school committeemen be appointed at a joint meeting of the county board of education and the board of magistrates to improve quality of choices made;
5. the legislature provide at least one public school in each district of the state for four months;
6. local county commissioners shall levy a tax that would guarantee a four month school;
7. a "local option law" be available in a district which might desire to vote a special tax to secure a still longer term than four months.

The law was ratified by the legislature but the speaker of the Senate, J. L. Robinson, of Macon, and the speaker of the House, J. M. Moring, of Chatham, failed to sign the bill before the legislature adjourned for the session.⁶⁶ The Supreme Court decided that this bill was not legal and therefore the legislation proposed by Superintendent Scarborough and passed by the legislature of 1879 was in vain.⁶⁷⁶⁸

⁶⁶M. C. S. Noble, p. 385.

⁶⁷Ibid., p. 386.

⁶⁸Ibid.

69

In 1881, however, the legislation mentioned above was enacted. The office of school examiner was abolished and the county board of education and the county board of magistrates, in joint session, were to elect a resident of the county as superintendent of public schools for two years at a salary of three dollars a day when engaged in school work, "Provided; That his salary shall not exceed five per centum⁷⁰ of the school fund apportioned in the county."

The legislature of 1883 proved to be regressive with public school legislation in that it took away many of the duties performed by the county superintendent as well as much⁷¹ of his salary. However, the legislature of 1885 gave relief

⁶⁹The position of clerk in the State Superintendent's office was filled by the appointment of Major John Devereux in March, 1881. This was the first appointment to the staff of the Department of Public Instruction since Ashley's administration in Reconstruction days. This clerk and the State Superintendent made up the entire staff of the Department until 1901, when a stenographer was added. At first this clerk carried on the routine duties of the office, such as handling correspondence, filing, and simple bookkeeping. Gradually the duties and responsibilities of this position increased, so that in 1903, he was Chief Clerk and carried out some of the major functions of the Superintendent's office, such as apportioning school funds to the counties and editing and distributing educational bulletins and other printed materials. When the Department was organized into divisions in 1921, the position of Chief Clerk was abolished, and his functions distributed among the other members of the Department's staff. Noble, p. 387.

⁷⁰M. C. S. Noble, p. 388.

⁷¹N. C. Laws (1883), Chapter 121, Sections 15-17.

to the public schools and restored to the county superintendent the duties and authority that had been taken away two years earlier.⁷² It is significant that the county superintendent was restored to power, however the creation of a separate county board of education by the legislature of 1885 was a distinct Act that would yield a more compact and thoroughly organized system of schools.⁷³ The superintendent, under the supervision of the county board of education, was to visit the schools and "to perform such duties as should be required of him by the board of education, and the state superintendent and obey their instructions."⁷⁴

Instead of the "budget system," the county board of education had to prepare

an estimate of the amount of money necessary to maintain the schools for four months, and submit it to the board of commissioners on or before the annual meeting of the commissioners and the justices of the peace for the levying of county taxes.⁷⁵

If the amount of taxes levied by the state should be insufficient for the maintenance of a four-months school in each district, the county commissioners were directed to levy a special tax to supply the deficiency.⁷⁶

⁷²N. C. Laws (1885), Chapter 174, Section 1.

⁷³Ibid. ⁷⁴Ibid.

⁷⁵M. C. S. Noble, p. 393.

⁷⁶Ibid.

XI. GREENSBORO BEGINS SEPARATE CHARTERED
UNIT SYSTEM

On March 28, 1870, the citizens of Greensboro voted to amend Section 74 of the charter of Greensboro to read as follows:
77

That the corporate limits of the City of Greensboro shall constitute a school district, and that all the taxes levied upon the citizens of the state for school purposes, shall be expended in conformity with the regulations of the state, in establishing graded schools within the city, and should the amount thus realized not be sufficient to keep the schools open eight months in the year, in that event the commissioners shall appropriate a sufficient amount of money from any funds belonging to the city to supply the deficiency.

A little one-room brick public school building was enlarged into a two-story structure with five rooms and a chapel, and in the fall of 1870 in this building, with a principal, three teachers, and two hundred children enrolled in eight grades, the first public white graded school in the state,
78 aided by money from a city treasury, began its first year's work which was to grow with the years as the city's needs increased.
79 And to the credit of Greensboro it is to be noted that the amended charter permitted no distinction between the races in the division of the school fund.

⁷⁷M. C. S. Noble, p. 400.

⁷⁸Note: Calvin H. Wiley advocated the establishment of graded schools to be sustained by local taxation to supplement the common school funds of cities and towns. This was proposed before the Civil War.

⁷⁹M. C. S. Noble, p. 401.

A separate act was written for each unit (special charter district) describing its boundaries, naming the governing authority, its method of selection, and its duties in operating the public schools of the unit. The county and separate chartered unit system which began in 1870 exists to this day.

XII. THE DEMOCRATS REGAIN CONTROL IN 1900

The political campaign of 1900 was turned around successfully when Charles B. Aycock, the Democratic nominee for Governor, changed the campaign for white supremacy into a crusade for universal popular education.

The Democrats in the General Assembly of 1901, intent on consolidating their political gain, passed only a few laws of benefit to the public schools in the Department of Public Instruction. In line with the recommendation of the outgoing State Superintendent, Charles H. Mebane (a Fusionist), the Assembly appropriated \$200,000 to the public schools. The first \$100,000 was to be distributed to the counties on the

⁸⁰Consolidation of chartered units (with county units) has reduced their number considerably over the years. Division of School Planning, A Resource for Planning and Decision Making (Raleigh: North Carolina Department of Public Instruction, 1976), pp. 68-70.

⁸¹R. D. W. Connor, North Carolina: Rebuilding an Ancient Commonwealth, 1584-1925, 4 vols. (New York: The American Historical Society, 1929), pp. 459-481.

⁸²A Fusionist was a member of the Populist Party but supported by the Republicans also.

basis of school population, and the second \$100,000 was to be distributed to those counties which needed help in bringing their schools up to a term of four months, as required by the Constitution.⁸³ Due to the work of this Assembly, the State Board of Education was constituted a state textbook commission to adopt a uniform series of textbooks for mandatory use in the public schools for five years.⁸⁴ The Superintendent of Public Instruction was made Secretary of the Textbook Commission. The branches of study to be included in the adoption of textbooks were prescribed in the act setting up the Commission. A sub-committee of from five to ten members who were engaged in school work was to be appointed by the Governor to examine the merits of textbooks and to report its findings to the Textbook Commission.⁸⁵

The only act passed in 1901 of direct benefit to the State Department of Public Instruction was a section of the school law which allowed the State Superintendent to employ a stenographer at a salary of \$250 a year.⁸⁶ This was the first addition to the staff of the Department since a clerk had been provided twenty years before. The Department in 1901 consisted of Superintendent Thomas F. Toon, his clerk, John

⁸³N. C. Laws (1901), Chapter 543, Sections 1, 3.

⁸⁴Ibid., Chapter 1, Sections 1-3, 7.

⁸⁵Ibid.

⁸⁶Ibid., Chapter 4, Section 11.

Duckett, and Miss Ella Duckett, stenographer, all of Robeson
 87
 County.

Soon after taking the oath of office, Superintendent Toon contracted an illness and died. Governor Aycock picked James Y. Joyner, Professor of English at the State Normal and Industrial College and a man eminently qualified, to direct
 88
 the public school system of the State.

Under the leadership of Superintendent Joyner, the Department of Public Instruction finally became the strong state educational agency which the preceding State Superintendents had sought to establish. Joyner's predecessors were unable to organize this state agency for education because they could not get the necessary support of the people, the General Assembly, or the state officials. Joyner, however, became State Superintendent during the great educational revival which swept the state and united everyone in a campaign to promote North Carolina through a system of universal public education. The people, the General Assembly, and the leaders of the state were now convinced of the necessity of supporting a state-wide educational program which included the development of more and better leadership from the state

⁸⁷ N. C. Laws (1901), Chapter 4, Section 11, p. iv, "Official Register of State Government (1901)."

⁸⁸ Edgar W. Knight, Public School Education in North Carolina (Boston: Houghton Mifflin Company, 1916), pp. 330-333.

through the State Board of Education, the State Superinten-
89
dent, and the Department of Public Instruction.

From 1902 onward, the Department of Public Instruction developed by increasing and expanding the functions which came to it from acts of the General Assembly, from orders of the State Board of Education, from actions of the State Superintendent, and from regulations laid down by philanthropic agencies as conditions for giving educational funds to the state.⁹⁰ These functions developed into the divisions which were organized within the Department in 1921.

XIII. "AN ACT TO STIMULATE HIGH SCHOOL INSTRUCTION
IN THE PUBLIC SCHOOLS"

With the leadership of Superintendent Joyner, the General Assembly passed North Carolina's first operative
91
state public high school law. This law appropriated \$45,000 from the state treasury to aid in establishing high schools in rural districts. The course of study and the requirements for admission were to be presented by the State Superintendent.

⁸⁹ Knight, op. cit., p. 334.

⁹⁰ Educational Commission (1920), pp. 109-110.

⁹¹ N. C. Laws (1907), Chapter 820. The General Assembly of 1864-65 had passed a graded school law to provide instruction in public schools beyond the common schools, (N. C. Laws (1864-65), Chapter 4) but no schools went into operation, because of the collapse of education during the closing months of the Civil War. High schools were operating in 1907 in the towns and cities of North Carolina by special acts of the General Assembly, but these were maintained by local taxation with no help from the state and were not a part of the state public school system.

The law also made provision for an addition to the staff of the Department of Public Instruction by requiring that before any state funds could go to support any public high school,

. . . the State Superintendent of Public Instruction shall cause the same to be inspected by some competent person to see that suitable arrangements have been made for giving high school instruction and to see that the school conforms to the regulations of the State Board of Education.⁹²

This "competent person" was already available for service to the state, and had been since 1905, through the generosity of the General Education Board.⁹³ In that year, the Board offered to appropriate to each of the southern states the funds necessary to pay the salary and expenses of professors of secondary education whose chief work should be to promote the development of a system of public high schools.⁹⁴ In the fall of 1905, N. W. Walker was appointed as professor of secondary education and agent for high schools at the University of North Carolina.⁹⁵ In 1907 Superintendent Joyner designated Walker as "State Inspector of Public High Schools of North Carolina." Walker made his first annual

⁹²N. C. Laws (1907), Chapter 820, Sections 1, 3-4.

⁹³A post civil-war philanthropic organization that gave much financial assistance to the South in order to upgrade public schools.

⁹⁴Charles W. Dabney, Universal Education in the South, 2 vols. (Chapel Hill: University of North Carolina Press, 1936), II, p. 415.

⁹⁵Ibid.

report to the State Superintendent on October 24, 1908, and announced that during the 1907-1908 school year there were 145 high schools with 173 full-time teachers and an average daily attendance of 2,963.⁹⁶ One year later, Walker reported that there were only nine of the 98 counties which did not have a rural high school.⁹⁷

The General Assembly of 1917, in line with Walker's recommendation, allowed city high schools to share in the appropriation for rural high schools, if they had a four-year course and would admit pupils from the rural school districts.⁹⁸ State High School Inspector Walker recommended that:

1. the restrictive limit of four high schools in any one county be removed;
2. junior high schools and senior high schools be organized by the Department of Public Instruction;
3. dormitories and teachers' homes be erected in connection with these senior high schools;
4. transportation be provided; and
5. some provision be made for Negro high schools.⁹⁹

⁹⁶ Biennial Report (1906-1908), Part III, pp. 1, 34.

⁹⁷ Ibid., (1908-1909), Part III, pp. 6-9.

⁹⁸ N. C. Laws (1917), Chapter 285, Section 6.

⁹⁹ Biennial Report (1916-1918), Part III, p. 27.

XIV. L. C. BROGDEN PROMOTES CONSOLIDATION OF SCHOOLS
AND RURAL SCHOOL SUPERVISORS

In September, 1909, Mr. L. C. Brogden was selected by Superintendent Joyner and salaried by the Peabody Fund to work for the improvement of intermediate and elementary schools in rural districts.¹⁰⁰ Brogden made a study of consolidation and transportation, with a view toward combining the small one-teacher schools into a large central school to which pupils would be transported at public expense. The new supervisor secured a \$500 grant from the Peabody Fund to aid each of two counties in a trial program of employing a woman supervisor to assist the county superintendent. These women devoted fulltime to supervising not more than ten elementary¹⁰¹ schools.

When the Peabody Board was dissolved in 1914, the General Education Board took over the support of the state rural elementary school supervisors in the South, so Brogden continued to receive his salary and expenses from a source¹⁰² outside of the state. Brogden's duties and activities in supervising rural elementary schools of North Carolina continued in the manner described above until the Department of

¹⁰⁰Biennial Report (1908-1910), pp. 12, 115.

¹⁰¹Ibid., (1910-1912), Part III, pp. 83-88.

¹⁰²Dabney, II:219-223.

Public Instruction was organized into divisions in 1921. Supervision of the elementary schools became part of the division of supervision, along with high school inspection and the supervision of schools for adult illiterates. ¹⁰³

XV. RATIONALE FOR STATE-SUPPORTED SUPERVISION AS
REPORTED BY 1920 STATE EDUCATIONAL
COMMISSION OF NORTH CAROLINA

In the exercise of leadership and in the management of the schools, county boards of education have been seriously handicapped by their inability to provide proper administrative and supervisory staffs. Up to 1903 three dollars per day was the maximum salary allowed by law to county superintendents. While the average salary of county superintendents rose gradually from \$796 in 1910 to \$1,298 in 1918, when the state assumed half and in certain instances more than half, of their salaries, has even the highest of these salaries been attractive to trained and experienced men.

Inasmuch as the state until recently placed so little emphasis on affective administration and supervision county boards of education generally looked upon supervision as unnecessary and took only a limited view of the field and function of the county superintendent. His duties as they conceived of them were chiefly clerical. Accordingly, a preacher, a lawyer, a doctor, a real estate agent, a merchant, a farmer, in fact, anyone fairly well educated and with a little free time to dispose of was acceptable. As late as 1912 half of the county superintendents gave only part-time to the schools, and even now 17 counties have part-time superintendents.

Moreover, the office has until lately been exposed to every kind of personal and political influence. County superintendents were not required until 1917 to hold certificates. Prior thereto good moral character and two years' experience as a teacher at some time in the candidate's career were the only requirements imposed. In consequence, not more than 40 of the 100 superintendents now in office can possibly be said to be trained for their

¹⁰³ Educational Commission (1920), p. 51.

work. Twenty have not had the equivalent of high school education, and the remaining 40 only from one to two years in college.

On the other hand, few county boards employ supervisors to assist the county superintendent. Johnson County was the first to engage one, in 1912. Up to 1919, 25 other counties have employed supervisors for one or more years, and in 1919, 14 counties were employing them. Supervision is not an established policy; a county may have it this year and abandon it next. The facts are, well qualified supervisors are not available, county boards do not appreciate their value, and, not being directly authorized to employ them, they hesitate to incur the additional expense. The state superintendent received in 1919 a small fund with which he has been able to co-operate with a few counties--some 23--in providing supervisory officers, the state paying one-half the salary; but if supervision is to become general and effective within the immediate future, the state will have to bear a considerable part of the cost in all counties.

County boards of education thus have as their executive officers superintendents who in many instances know little more about the schools than the board members themselves, and, with the exceptions cited, are without supervisors. Under these circumstances, the administration and supervision of the schools is necessarily weak, and the boards themselves, without provisional guidance and stimulation, not infrequently do no more than the people demand, instead of pressing, as a county board of education should, the claims of the schools to the last point the people will accept. The state should co-operate more generously in providing boards of education with adequate and appropriately trained administrative and supervisory staffs.¹⁰⁴

XVI. PLANNING SCHOOL BUILDINGS

In 1903 the General Assembly followed Superintendent Joyner's recommendations for building and improving school-
105
houses. A new state Literary Fund was set up as a loan

¹⁰⁴Public Education in North Carolina, . . . ,
pp. 101-103.

¹⁰⁵Biennial Report (1900-1902), pp. XVII-XVIII.

fund to be used by the State Board of Education in helping school districts erect or improve schoolhouses. The Fund was composed of accumulation of funds left from the old Literary Fund, plus income from interest and sale of lands belonging to the Board of Education. The Board was to make necessary rules and regulations for lending the money.¹⁰⁶

XVII. STATE BOARD OF EXAMINERS

The General Assembly of 1917 passed an act providing for a new State Board of Examiners and Institute Conductors,¹⁰⁷ which replaced the old State Board of Examiners. The board's opportunity to do a piece of constructive work came with the special session of the General Assembly of 1920. Basing their new certification scheme on minimum salaries guaranteed by the new salary law, they laid down specific academic and professional requirements for each kind and grade of certificate needed in the entire school system.¹⁰⁸ So little was formerly required of teachers that institutions of the state generally undertook to train all kinds of teachers, with the result that teachers were rarely well prepared for any particular field.¹⁰⁹ The Statutes transferred what little

¹⁰⁶N. C. Laws (1903), Chapter 567.

¹⁰⁷Biennial Report (1914-1916), pp. 24-27.

¹⁰⁸Educational Commissions (1920), p. 51.

¹⁰⁹Ibid., (1920), p. 52.

authority the Department of Public Instruction had over certification to the new Board. Authority to control certification of teachers was not allocated to the Department until a division of certification was set up in 1921.

XVIII. NORTH CAROLINA PUBLIC SCHOOL SYSTEM GROWS
(1902-1921)

In 1902, the Department of Public Instruction was housed, as it had been since 1888, on the second floor of the Supreme Court Building located on the northern side of the Capitol Square. In June, 1909, E. C. Brooks, Editor of North Carolina Education, wrote of the need for larger quarters for the Department. Brooks suggested that the state ought to erect an "Education Building" in which the great work of the Department would be conducted with dignity to the state. Brooks stated that the Department had outgrown its quarters, "upstairs in the Supreme Court Building," and needed a home of
110
its own.

The General Assembly of 1913 tried to ease the Department's problem for more space through renovation of the second floor of the Supreme Court Building. Superintendent Joyner was authorized to rent office space in the basement of said
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building until work on the building was completed.

¹¹⁰ North Carolina Education, III (June, 1909), 17.

¹¹¹ N. C. Laws (1913), Chapter 78, Sections 4, 7; Chapter 59, Section 3.

James Y. Joyner resigned as Superintendent of Public Instruction, effective January 1, 1919. State Superintendent Joyner had served for almost eighteen years, longer than any man previously in this position. Joyner decided to retire to private life after a constitutional amendment providing a six months' school term had been adopted in 1918.¹¹² To Joyner must go most of the credit for developing the Department of Public Instruction from a weak statistical bureau into a strong educational agency for public education in the state.¹¹³

Governor Thomas W. Bickett appointed Eugene C. Brooks, Professor of Education at Trinity College, to succeed Joyner as Superintendent of Public Instruction. Brooks took office on January 1, 1919, as North Carolina's tenth State Superintendent.¹¹⁴

In January, 1920, the State Board of Education authorized the State Superintendent to proceed at once to have two rooms in the State Department Building made suitable for occupation at a cost not to exceed \$2,500.¹¹⁵

¹¹²North Carolina Education, XIV (January, 1919), 3.

¹¹³Ibid.

¹¹⁴Ibid., 5.

¹¹⁵Typewritten Board Minutes, p. 60. January 8, 1920. (The Supreme Court Building became known as the State Department Building after it was renovated in 1913 and occupied by several departments of the state government.)

The State Educational Commission, in its report of October, 1920, recommended several changes in organization to the Department of Public Instruction and explained need for a state department of education. The Commission pointed out that a superintendent of education can not personally perform all duties that come to him as the executive officer of the state board of education. To be effective, a superintendent should be provided with a competent clerical and professional staff. The duties and functions of the staff include the following:

1. clerical details of the office, such as correspondence and collection and tabulation of data regarding enrollment, attendance, and expenditures;
2. see that laws and rules and regulations of the State Board of Education are observed;
3. that conditions for participating in the state school fund and in special funds and appropriations, such as the equalization fund, loan fund for school building, and Smith-Hughes funds are met;
4. study work and needs of schools and publish reports on the studies;
5. work with people directly, explaining educational policies and plans of the state;
6. help arouse local public sentiment to affect consolidation of small schools;
7. plan buildings and school grounds;

8. advise local superintendents and teachers with regard to organization of schools, courses of study, classification of pupils, and methods of teaching; and

9. serving people at all times and in all ways in the interest of better schools.¹¹⁶

The Commission even went so far as to propose an organization for the Department of Public Instruction which included many of the divisions, clerical and professional assistants found in the Department today.¹¹⁷

In 1902, the Department of Public Instruction consisted of the State Superintendent, a clerk, and a stenographer. By 1920, the Department consisted of 24 people: the State Superintendent, one clerk, five stenographers, five directors, two assistant directors, two supervisors, four agents, two inspectors, one librarian, and one mechanic.

Acting on the recommendations of the State Education Commission of 1920, the State Budget Commission, and the Superintendent of Public Instruction, the General Assembly of 1921 provided for further organization of the Department of Public Instruction. On March 7, 1921, "An Act to Provide Revenue for the Public Schools for Six Months, For Teacher Training, and Administration" was ratified.¹¹⁸ This act

¹¹⁶Educational Commission (1920), pp. 109-110.

¹¹⁷Ibid., pp. 110-111.

¹¹⁸N. C. Laws (1921), Chapter 146.

provided that an annual appropriation of \$1,400,000 be set aside in the State Treasury as a separate State Public School Fund. On March 15 and April 26, 1921, E. C. Brooks, Superintendent of Public Instruction, presented to the State Board of Education a plan for reorganizing the Superintendent's office in accordance with new legislation. The Board approved the Superintendent's plan which included a detailed breakdown of ten divisions.¹¹⁹ At the end of the year 1920 the Department was made up of the Superintendent of Public Instruction, thirteen professional specialists, and five stenographers. Each of these thirteen specialists had certain functions assigned in a general way, and each worked more or less independently of the other members of the Department staff. By 1923, the Department of Public Instruction was an agency of ten divisions, each organized to carry out specific functions in the public school program for the state. A total of 53 staff members, professional and clerical, were employed in the Department.¹²⁰ As Tables III, IV, V, VI, VII, and VIII show, the North Carolina Department of Public Instruction has increased in staff and divisions since 1868.

¹¹⁹Typewritten Board Minutes, pp. 80-81; 89-92.

¹²⁰North Carolina School Directory (December, 1923), Educ. Pub. No. 70.

TABLE III

THE DEPARTMENT OF PUBLIC INSTRUCTION, 1868

Governor	Lieutenant Governor	Secretary of State	State Treasurer	State Auditor	Supt. of Public Works	Supt. of Public Instruction (Secretary)

State Board of Education						

The Superintendent of Public Instruction was created by the North Carolina General Assembly in 1852, abolished in 1866, and reinstated July, 1868.¹²¹ The Superintendent of Public Instruction, whose duties were to be prescribed by law, was to be elected for a term of four years by the qualified voters of the state.¹²² He was to be a member of the Council of State and Secretary of the State Board of Education.¹²³

¹²¹North Carolina Constitution of 1868, Article IX, Sec. 9.

¹²²Ibid., Art. III, Sec. 10, 13.

¹²³Ibid., Art. III, Sec. 14; Art. IX, Sec. 8.

PLEASE NOTE:

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best possible way.

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TABLE IV
THE DEPARTMENT OF PUBLIC INSTRUCTION, 1902

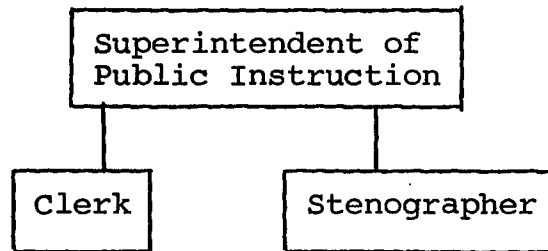


TABLE V

THE DEPARTMENT OF PUBLIC INSTRUCTION, 1920

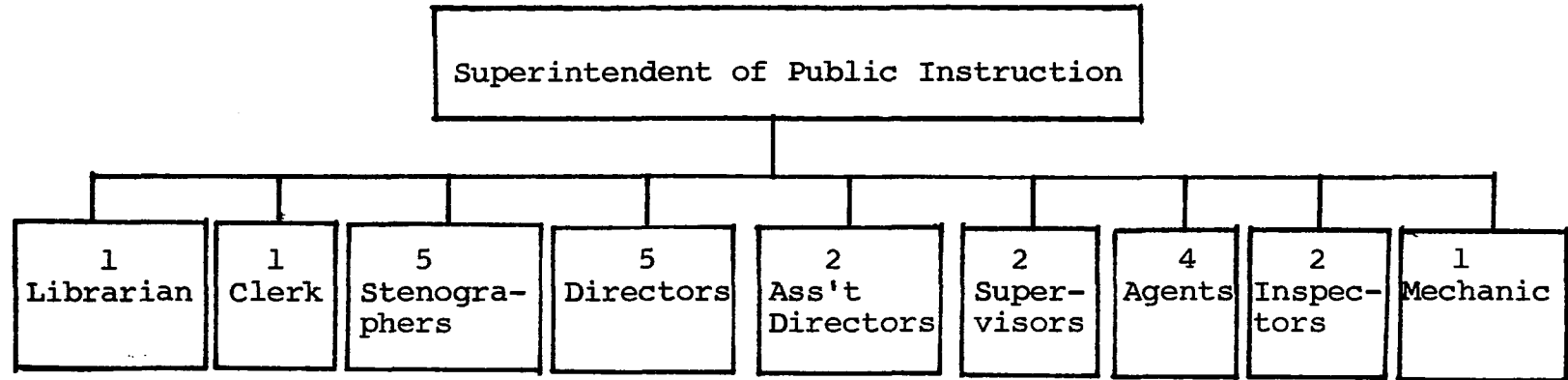


TABLE VI

THE ADMINISTRATIVE ORGANIZATION OF THE NORTH CAROLINA PUBLIC SCHOOL SYSTEM, 1926

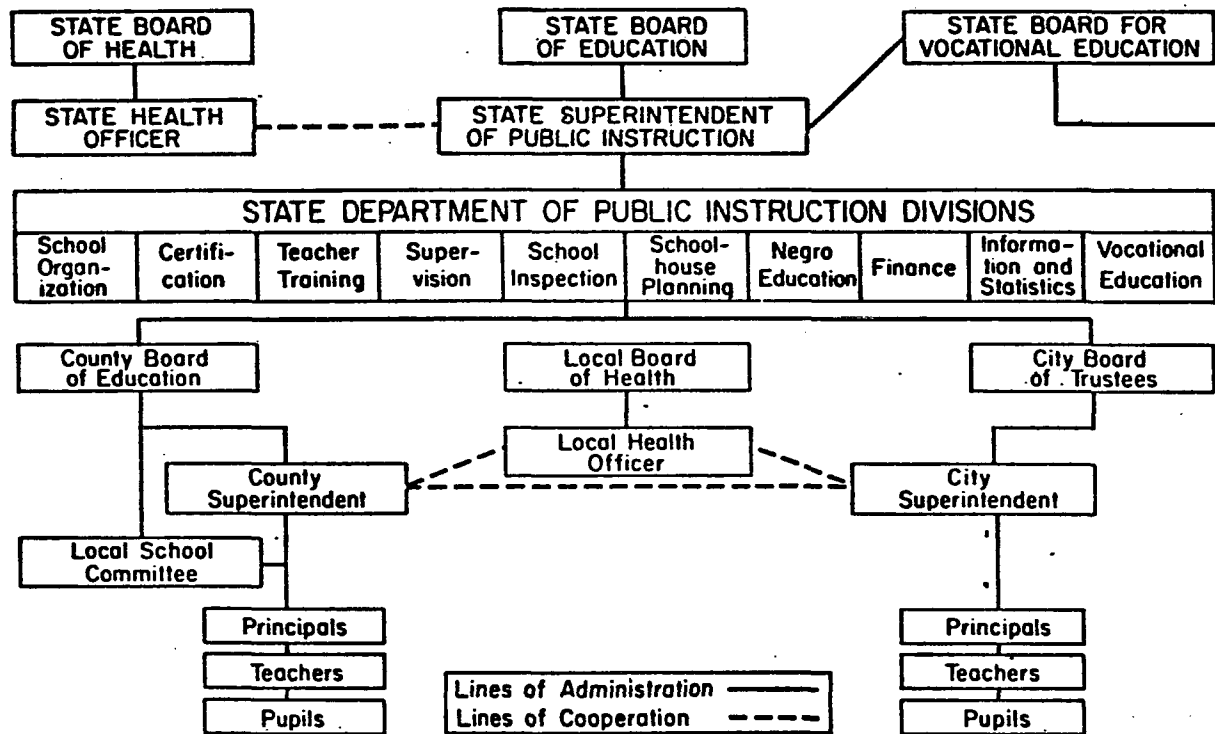
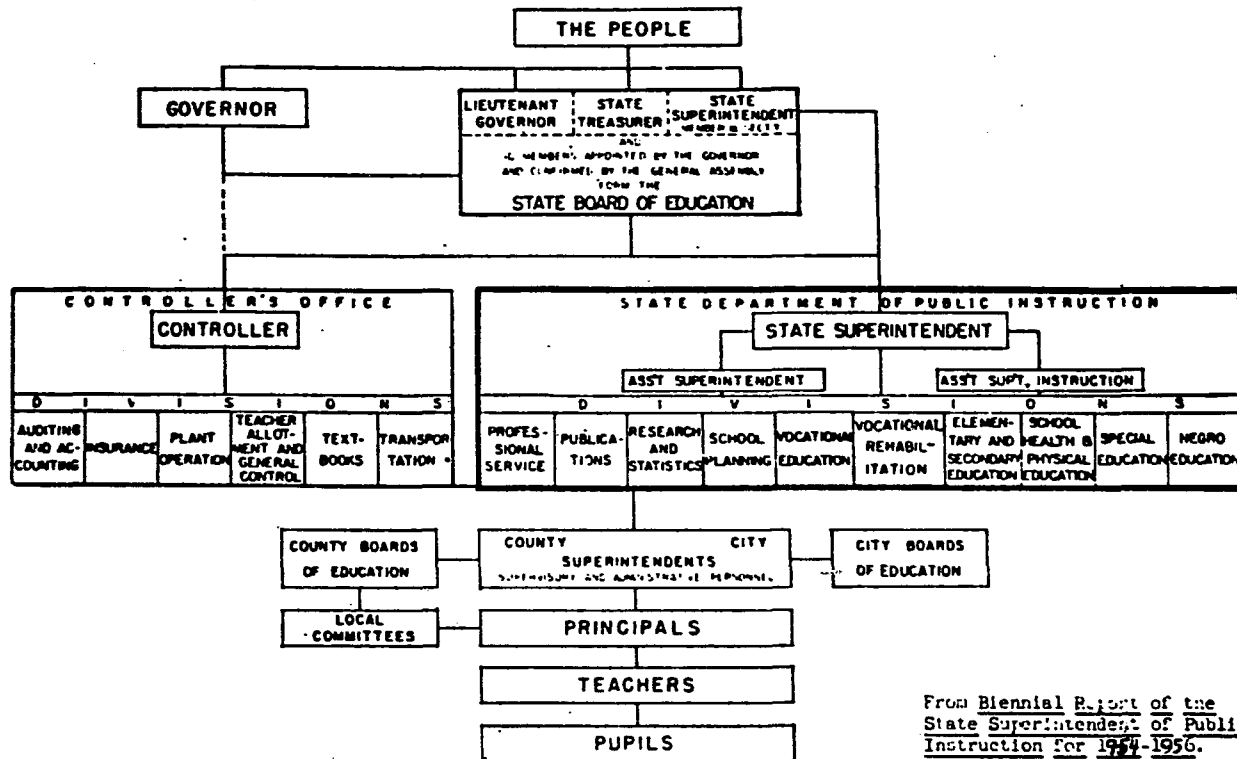


TABLE VII

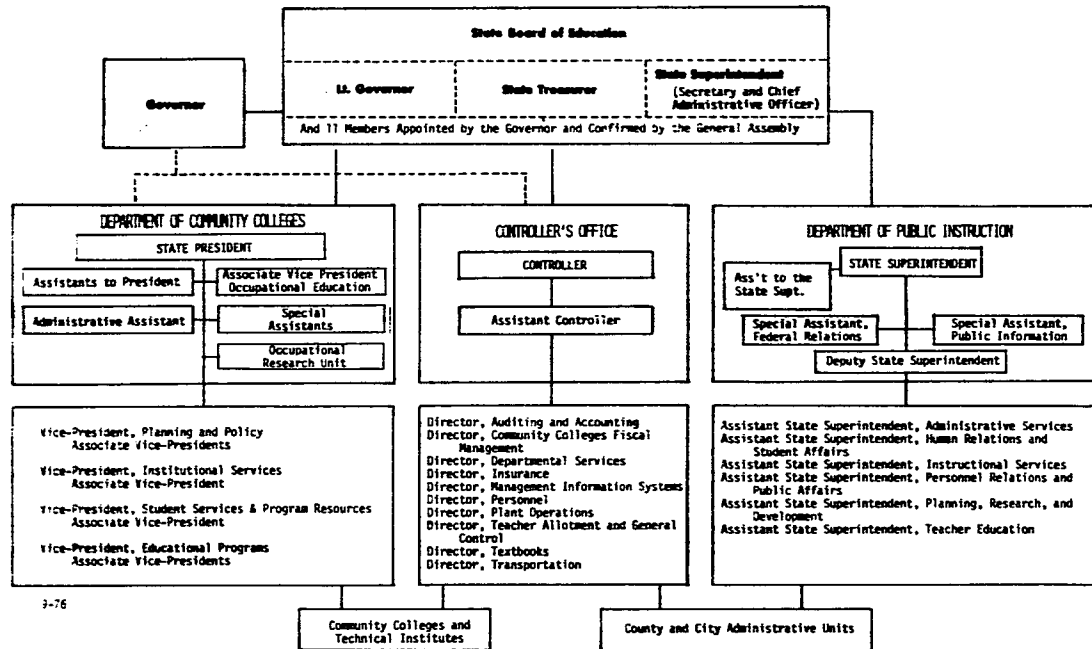
NORTH CAROLINA PUBLIC SCHOOL SYSTEM, 1956



From Biennial Report of the
State Superintendent of Public
Instruction for 1954-1956.

TABLE VIII

North Carolina Department of Public Education, 1977



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XIX. SURVEYS AND REPORTS ON EDUCATION

Public school education in North Carolina in the 1920's was making great progress in spite of the prevailing unsolved problems. In an attempt to find solutions, state leaders sought assistance from educational commissions and other agencies appointed to study the problems of education and government and to submit proposed solutions for these problems. Although many recommendations were made in regard to the Department of Public Instruction, few changes occurred within the Department as a result of said reports.

The State Auditor's Plan of 1923

The General Assembly of 1923 was presented with a plan which proposed a sweeping reorganization of the departments, boards, and commissions of the state by legislative means. The plan, prepared and submitted by the State Auditor, Baxter Durham, would have extended powers of the Department of Public Instruction far beyond anything contemplated up to that time. It proposed that the Department be made an essential part of a larger Department of Education, headed by the Superintendent of Public Instruction. The State Board of Education would lose all its functions, except those specified in the Constitution, and would act only in an advisory capacity to the Superintendent in whom would be vested all the administrative functions of the Board. The new organization of the Department of Education proposed seven

bureaus. Each of the seven bureaus, except the Bureau of Administration, was to be under the supervision of a Director appointed by the Superintendent of Public Instruction.¹²⁴

The Superintendent was to be in charge of the Bureau of Administration and was also to assume the duties of the College Commission for Regulating Degrees which would be abolished.¹²⁵

This far-reaching and farsighted plan was not adopted by the General Assembly of 1923, but some of these recommendations laid the groundwork for later expansion of the Department of Public Instruction.

The Educational Commission Report of 1927

Among the problems facing public education in the 1920's were administrative control and financial support of the educational system. To help solve these problems Governor Angus McLean requested the General Assembly of 1925 to create an educational commission. The General Assembly passed an act providing for an educational commission to be appointed by the Governor.¹²⁶ Among the actions taken by the General Assembly of 1927 in line with the Commission's recommendations were these:

¹²⁴Plan of Reorganization of State Departments, Boards, and Commissions Submitted by the State Auditor to the Governor and General Assembly (Raleigh: State of North Carolina, 1923), pp. 18, 62.

¹²⁵Ibid.

¹²⁶N. C. Laws (1925), Chapter 203.

1. an equalizing fund of \$3,250,000 was set up for each year of the next biennium;
 2. a State Board of Equalization was established;
- and
3. a uniform system of school accounting and fiscal procedure was established for county boards of education.¹²⁷

The Brookings Institution Report of 1930

As a result of an act passed by the General Assembly (1929), Governor O. Max Gardner was to appoint a commission¹²⁸ to study the state's administrative government. The Governor secured the services of the Brookings Institution and after a four months' study made its report to the Governor¹²⁹ on December 15, 1930. In regard to education, the Brookings report pointed out that the general duties of the Department of Public Instruction fell under two general heads: administrative, and promotional or advisory.

The Brookings report presented this criticism of the Department:

The Department as now organized consists of twelve divisions. Under these conditions it is difficult to maintain a consistent approach to the field or to obtain

¹²⁷ N. C. Laws (1927), Chapter 256, Sections 1, 2; Chapter 239, Sections 194, 198.

¹²⁸ Ibid., Chapter 104.

¹²⁹ The Brookings Institution, Report on a Survey of the Organization and Administration of the State Government of North Carolina (Washington: Brookings Institution, 1930), p. v.

unity of purpose and action in the Department's contacts with local school officials. It often happens that the several divisions, acting in their advisory capacities, give conflicting and diverse opinions on educational matters. This, of course, leads to criticism.

There is also a tendency for each division to build around itself impregnable walls and to divest itself of all interest other than its own field of endeavor. This situation renders it impossible for the Department to function effectively because of the lack of wholesome cooperation which is so vitally important.¹³⁰

It was also recommended in the report that, in addition to the State Superintendent, the Department be organized in five bureaus, namely, the Bureau of Administration, Bureau of Supervision, Bureau of Information and Statistics, Bureau of Negro Education, and Bureau of Vocational Education.¹³¹

The Educational Commission Report of 1930

The General Assembly of 1929, in anticipation of the financial depression, passed an act providing for the appointment of an educational commission to study the school problems and to suggest needed educational legislation for consideration at the session of 1931.¹³² Among the actions taken by the General Assembly of 1931 in line with the Commission's recommendations were these:

1. The State Board of Equalization was given the power to decide the number of teachers to be allowed to each county;

¹³⁰The Brookings Institution, Report . . . , p. 169.

¹³¹Ibid., pp. 170-171.

¹³²N. C. Laws (1929), Chapter 266.

2. The experience increments in the state salary schedule were disallowed for the two succeeding years and all salaries were to be reduced up to a maximum of ten percent;

3. The State Board of Education was to adopt one textbook for each high school subject taught. When adopted, these textbooks were to be used in all the high schools of the state;

4. The State Board of Equalization was to make all necessary rules and regulations in regard to the transportation of school children at public expense, including the purchase of buses and supplies, bus routes, and the qualifications and compensation of bus drivers.

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Superintendent of Public Instruction A. T. Allen pointed out later what the General Assembly of 1931 had done to the public school system:

. . . the General Assembly had completely changed the attitude toward the public school system. Heretofore the counties have provided the money for the constitutional six months school term, with some aid from the State Treasury in an increasing equalization fund. Hereafter the State takes over all provisions for the six months school with aid from the counties.¹³⁵

¹³³N. C. Laws (1931), Chapter 430, Sections 6, 12; Chapter 359, Sections 1, 4; Chapter 437.

¹³⁴On June 19, 1923, E. C. Brooks resigned as Superintendent of Public Instruction to become president of North Carolina State College; he was succeeded by Arch T. Allen, who became North Carolina's eleventh State Superintendent until his death in 1934.

¹³⁵Raleigh News and Observer, June 5, 1931, p. 4.

The major change wrought by these reports to the General Assembly was to create the State Board of Equalization in 1927. This Board set up its own staff which began to assume some of the functions previously carried out by the Division of Finance of the Department of Public Instruction. On the other hand, the Division of Finance began to perform functions for the Board of Equalization, such as calculating the cost of education for the six months' term in the counties and preparing budgetary and accounting forms for financial reports.¹³⁶ This Division, working for the Board of Equalization and its successor, the State School Commission,¹³⁷ was the forerunner of the office of the Controller of the State Board of Education which was established by constitutional amendment in 1942 and by legislative enactment in 1945.

XX. CONTINUED SURVEYS AND REPORTS ON EDUCATION

Study of Local School Units in North Carolina, 1937

This study was financed by a grant from the United States Office of Education and it included certain recommendations about the Department of Public Instruction. Of the

¹³⁶ N. C. Laws (1931), Chapter 430, Sections 5c, 6.

¹³⁷ The Commission consisted of the Governor, as ex officio chairman, the Lieutenant Governor, the State Treasurer, the Superintendent of Public Instruction, and one member from each of the eleven congressional districts appointed by the Governor. It was given broad powers over the administration and organization of public schools. N. C. Laws, (1933), Chapter 562.

eight recommendations, one dealt with the problems of school transportation, another was directed toward improving the Negro schools and six were directly concerned with adding personnel in order to provide more services to the local administrative units.¹³⁸

Report of the Education Commission of 1939

As a result of an act passed by the General Assembly in 1937, the Governor appointed a commission to study the public school system of North Carolina. This commission, with Dr. J. S. Miller of Charlotte as chairman and Professor Guy B. Phillips of Chapel Hill as secretary, submitted their report to the Governor on December 1, 1938.¹³⁹

The recommendations of this commission suggested that:

1. a twelfth grade be added to the school system and supported by the state financially and by the Department of Public Instruction instructionally;
2. industrial arts be introduced at the junior high level;
3. a guidance program be established via use of Federal funds;
4. teachers receive a probationary certificate before being awarded a state certificate or "Master Certificate"

¹³⁸ Study of Local School Units in North Carolina, Pub. No. 199, pp. 184, 191.

¹³⁹ N. C. Laws (1937), Chapter 379.

and that renewal of certificates by legislative enactment be stopped;

5. teacher-training institutions cooperate closely with the Department in deciding what best prepares one to teach;

6. better supervision of local school units by Department; and

7. the adult education program be developed under auspices of the State Superintendent and his staff.¹⁴⁰

Most of these recommendations were not accepted by the General Assembly of 1939, but were later adopted during the war years.¹⁴¹

XXI. SIGNIFICANT EDUCATIONAL EVENTS OF THE WARTIME YEARS (1940-1946)

Compulsory Attendance

From 1940 to 1945 Superintendent Clyde Erwin recommended to the General Assembly (several times) that compulsory age limit be extended from fourteen to sixteen and that "a unifying office on the State level" be provided "in order that the school attendance efforts of the local authorities will not be dissipated in varying programs of welfare and

¹⁴⁰ North Carolina School Bulletin, III (December, 1938), 15-19.

¹⁴¹ Biennial Report of the Superintendent of Public Instruction of North Carolina (1940-1942), Part I, pp. 98-99.

juvenile court problems." ¹⁴² The General Assembly of 1945 extended the age limit, but made no additional provision ¹⁴³ for enforcing the new compulsory attendance law.

Special Education

In 1946 Superintendent Erwin recommended that a Division of Special Education be provided in the Department of Public Instruction. This was the second such recommendation sent to the General Assembly, but this time the General Assembly passed an act providing for a Division of Special ¹⁴⁴ Education.

XXII. CHANGES IN THE STATE ADMINISTRATION OF SCHOOLS

From 1940 to 1946 there were changes in the state administration of schools which brought changes in the organization and functions of the Department of Public Instruction. From 1868 to 1940 the agencies concerned with the administration of the public schools had increased from one, the State Board of Education, to five, i.e., the State Board of Education, the State Board for Vocational Education, the State Textbook Commission, the State School Commission, and the State Board of Health. Duties that were once completed

¹⁴² Biennial Report (1942-1944), Part I, pp. 107-108.

¹⁴³ Biennial Report (1944-1946), Part I, pp. 81-82.

¹⁴⁴ Ibid., p. 82.

by the Superintendent had been transferred to other agencies. The result was confusion among the agencies as well as among the local school units.¹⁴⁵

The General Assembly of 1941 passed an act which would give the people of this state an opportunity to vote on an amendment to the Constitution to reassign the authority for the state administration of schools. The amendment passed on November 3, 1942.¹⁴⁶ The administration and supervision of the state public school system and the funds provided for its support were placed entirely in the hands of the State Board of Education. The Board was changed from an ex officio body to one consisting of the Lieutenant Governor, the State Treasurer, the Superintendent of Public Instruction, and one member from each of the twelve Congressional districts¹⁴⁷ to be appointed by the Governor and confirmed by the General Assembly. A comptroller was to be appointed by the Board, subject to the approval of the Governor. This comptroller was to supervise and manage the financial affairs of the State Board of Education.¹⁴⁸

¹⁴⁵ Biennial Report (1940-1942), Part I, pp. 61-62.

¹⁴⁶ N. C. Laws (1941), Chapter 151.

¹⁴⁷ In 1945 the General Assembly again passed an act in line with the 1944 amendment to the Constitution whereby the state was divided into eight educational districts. The Governor would appoint one member from each as well as two from the state at large. The controller was provided for also. N. C. Laws (1945), Chapter 622.

¹⁴⁸ North Carolina Constitution (1943), Article IX, Sections 8, 9.

The General Assembly of 1943 passed legislation with regard to this amendment to the Constitution. The State School Commission, the State Textbook Commission, the State Board for Vocational Education, and the State Board for Commercial Education were abolished and their powers and duties transferred to the State Board of Education. Also, the state-supported school term was extended from eight to nine months.¹⁴⁹

The Superintendent was to perform all duties relative to the supervision and administration of the public school system except those relating to financial affairs. The first of these duties was to organize and administer a Department of Public Instruction to carry out the instructional policies of the Board.¹⁵⁰ The Controller was given authority over auditing and accounting, the operation of school buildings, school transportation, teacher allotment, and textbooks.¹⁵¹

XXIII. POST-WAR DEVELOPMENTS IN EDUCATION

The decade after World War II was a period of great expansion for the Department of Education. In 1946 the

¹⁴⁹N. C. Laws (1943), Chapters 721, 255.

¹⁵⁰N. C. Laws (1945), Chapter 530. The title of the financial officer was changed from Comptroller to Controller by the 1945 act.

¹⁵¹North Carolina School Bulletin, XII (October, 1947), 8-9.

Department consisted of the following six divisions: Publications, Professional Service, Schoolhouse Planning, Vocational Education, Instructional Service (changed in 1953 to Elementary and Secondary Education), and Negro Education. By 1956 four new divisions had been added: Research and Statistics, Vocational Rehabilitation, School Health and Physical Education, and Special Education. New areas of responsibility added during this period, in addition to these new Divisions were: resource-use education, music education, safety and driver education, training for veterans, and approval of institutions offering instruction and on-the-job training to veterans under the G. I. Bill of Rights. In 1946 the State Superintendent alone was responsible for all divisions of the Department. By 1956 there had been added a general Assistant State Superintendent, an Administrative Assistant, an Assistant State Superintendent in Instruction, and a Co-ordinator of Teacher Education to assist the State Superintendent in directing the work of the Department.¹⁵²

The General Assembly of 1947 passed an act authorizing the Governor to appoint a commission "to study all educational problems to the end that a sound overall educational program may be developed in North Carolina."¹⁵³ This

¹⁵²Biennial Report (1944-1946), Part I, p. 25; (1946-1948), Part I, pp. 8-9; (1952-1954), Part I, pp. 11-13; (1954-1956), Part I, pp. 9-12.

¹⁵³N. C. Laws (1947), Chapter 724. The funds remaining would again be used by the General Assembly of 1949 which appointed Dr. A. S. Hurlburt to direct studies in education.

Commission was financed with \$50,000 from the state and
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 \$100,000 from the Knapp Foundation.

The Commission's report included a criticism of the administrative system as set up by the General Assembly of 1945. They stated that the law of 1945 created the office of Controller which resulted in the possibility of a division of authority and an overlapping of the duties assigned to the State Superintendent and to the Controller. 155 This problem, the 1948 Education Commission reported:

. . . makes for confusion, duplication, and uncertainty of duties; it is responsible for a lack of coordination not only in administering the public schools but in promoting a program of school improvement; it fails to recognize the practical impossibility of considering instructional activities apart from financial activities; and it practically prohibits the organization of a state department of education as a state service agency in the field of education to provide essential professional leadership and guidance and to coordinate educational services.¹⁵⁶

The General Assembly failed to act on this recommendation of the Commission and the system of administrative

¹⁵⁴ N. C. Laws (1947), Chapter 724.

¹⁵⁵ North Carolina Education, Vol. 7, No. 5 (January, 1977), 14. The 1977 Recodification Commission proposed that the position of controller be deleted and the powers of that office shifted to the board. Currently, the State Controller is appointed by the State Board and functions as its chief fiscal officer. The controller does not report to the state superintendent. See Tables III-VIII for review of North Carolina Public School System, 1868-1977.

¹⁵⁶ Education in North Carolina Today and Tomorrow: The Report of the State Education Commission (Raleigh: The United Forces for Education, 1948), pp. 47-49.

organization has remained the same to date. Other recommendations of the Commission included:

1. an increase in the number of staff members so as to provide the essential services necessary to provide leadership and guidance for the public schools;
2. change the name from State Department of Public Instruction to State Department of Education;
3. Department personnel should have professional degrees/credentials commensurate with their responsibilities and supervisory tasks;
4. consolidate the Department to form not more than five divisions; and
5. make divisional reorganization a responsibility of the State Superintendent (with the approval of the State Board of Education) rather than be fixed by law.

The General Assembly of 1949 increased the personnel and appropriations for the Department accordingly.

The following summary of educational accomplishments was attributed to Superintendent Erwin, who died July 19, 1952:

¹⁵⁷ Education in North Carolina Today and Tomorrow. . . , pp. 39, 50, 51, 299.

¹⁵⁸ Biennial Report (1954-1956), Part I, p. 19.

¹⁵⁹ North Carolina School Bulletin, XVII (September, 1952), 1, 6.

1. An increase in the biennial appropriation for the public schools from thirty-one million dollars in 1933 to 210 million dollars in 1951.
2. The textbook rental plan of 1935. Free textbooks for the first seven grades beginning in 1937 and extended to include the eighth grade in 1945.
3. The state retirement system of 1941, including public school personnel.
4. The school system extended to include twelve grades beginning in 1942.
5. The school term extended to nine months in 1943.
6. Compulsory attendance age increased from fourteen years to sixteen years in 1945.
7. The constitutional amendment of 1942 providing for an appointed State Board of Education.
8. Negro and white teachers' salaries equalized. ¹⁶⁰
9. The school lunch program beginning in 1943.
10. A Division of Special Education provided in 1947.
11. Fifty million dollars provided for public school ¹⁶¹ buildings in 1949.

¹⁶⁰ North Carolina School Bulletin, IX (October, 1944), 8, 12. White and Negro teachers were paid on the same salary schedule for the first time in the 1944-1945 school year. North Carolina was the first state having two differing salary schedules to make them equal.

¹⁶¹ N. C. Laws (1949), Chapter 1020, Sections 1, 2. The General Assembly passed on April 18, 1949 "An Act to Settle a Long-Standing Debt Owed by the State to the Counties of the State by Appropriating Funds to Aid in the Construction and Repair of the School Plant Facilities."

12. State Board of Education permitted to allot supervisors and special teachers beginning in 1949. A State School Music Supervisor provided in 1949.

13. An annual appropriation of \$550,000 begun in 1949 to the State Board of Education to provide a state-wide school health program. These funds allocated through the School Health Coordinating Service.

14. A state system of self-insurance for school buildings in 1949.

XXIV. SIGNIFICANT EDUCATIONAL CHANGES SINCE 1956

Other than the continual concern of educational salaries in North Carolina and the constant effort some have made to raise the salaries of educators above the bottom half in the nation, the following events have highlighted the educational picture in North Carolina since 1956: the 1971 General Assembly

1. extended the employment of principals (of schools with 15 or more state-allotted teachers) to 12 months;

2. extended employment of Supervisors from 10 to 10 1/2 months;

3. appropriated funds for a kindergarten program which was to receive full state-funding by the 1975-77 biennium;

4. current operating expenditures for public schools totaled \$727,349,611.55;¹⁶² and

5. the State Superintendent was designated chief administrative officer of the State Board of Education, as well as secretary. The General Assembly's State government reorganization names the State Department of Public Education, with the State Board of Education as its head, to include the Department of Public Instruction, the Department of Community Colleges,¹⁶³ and the Controller's Office.

By 1974 the teachers had been granted, by action of the 1973 General Assembly, an extended term of employment from 9 1/4 months to 10 months. Legislation to reduce class size was enacted with the result being additional teachers employed. Two of the eight proposed Regional Centers had become operative by 1974 as a direct result of the recommendations made by the Governor's Study Commission on the Public Schools of North Carolina (authorized by the 1967 General Assembly). This was the only recommendation which was aimed at decentralizing the services of the State Department of Public Instruction based in Raleigh. The recommendation was that leadership available in the state education agency could be more effective if it were more accessible to the local education agencies across North Carolina.¹⁶⁴

¹⁶² North Carolina Public Schools, Vol. 37, No. 3 (Spring, 1973), 21.

¹⁶³ Ibid.

¹⁶⁴ Ibid., Vol. 36, No. 2 (Winter, 1972), 15.

From its simplistic beginning in the eighteenth century, public school education in North Carolina has grown into a complex, state-supported agency. The staff of the Department of Public Instruction has, as an example, expanded from one man in 1852, to five in number in 1868, 230 in 1956, and over 600 employed in the Department of Public Instruction in 1977.¹⁶⁵

Historically, North Carolina has been marked by inconsistency in the establishment of a state-supported public school system. Authors Lefler and Newsome propose the following rationale for the state's backwardness in public education.

The real explanations for the state's loss of educational rank, even in the South, were a colossal general indifference to public education and a sterile, reactionary political leadership. . . . The support of public schools mainly by current tax revenue was foreign to the experience and sentiment of the state. . . . Though they rendered perfunctory tribute to public education in their messages to the legislature, the governors were in some cases mediocre in ability and in most cases indifferent to education. . . . Much of the local management of the schools was bad, ignorant, and political. The economical, unprogressive educational policy of the Democratic party leadership was pleasing to the majority of the tax-hating population, especially the influential property interests.¹⁶⁶

The slow but deliberate beginning has served to form a solid educational foundation upon which to build. This

¹⁶⁵ North Carolina Education Directory, 1976-77
(Raleigh: State Department of Public Instruction, 1976).

¹⁶⁶ Lefler and Newsome, North Carolina: The History of a Southern State, pp. 536-537.

foundation has enabled North Carolina to provide a state-funded public school educational system largely responsive to needs of the state. Innovations such as special training for physically handicapped pupils, a lunch program embracing over 1600 schools, a public school insurance program, and an annual appropriation of over a half-million dollars for a school health program are but a few programs recently added to North Carolina's public school budget.¹⁶⁷

¹⁶⁷Lefler and Newsome, op. cit., p. 656.

CHAPTER III

A HISTORICAL/PHILOSOPHICAL SUMMARY OF THE COMMUNITY
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I. THE BUNCOMBE JUNIOR COLLEGE

The concept of community colleges/junior colleges, and technical institutes has been a reality in North Carolina since 1927 when Buncombe County established the first public junior college in North Carolina.

The rationale proposed in behalf of community colleges, junior colleges and technical institutes included North Carolina's post-World War II needs for a thirteenth and fourteenth grade to serve the many veterans who were desirous of furthering their education. North Carolina was consistently ranked near the bottom on the percentage of college-age youth attending college.¹ University leaders were promoting the university as a specialist school for juniors and seniors, and divorcing themselves from the thirteenth and fourteenth grades.² These three arguments laid the groundwork for a viable campaign in behalf of community colleges in North Carolina.

¹Allen S. Hurlburt, Community College Study (Raleigh: State Superintendent of Public Instruction, 1952), p. 8.

²Ralph R. Fields, The Community College Movement (New York: McGraw Hill Book Company, 1962), p. 17.

The Buncombe Institution was unique because it was tuition free at a time when the other North Carolina junior colleges were charging fees. It also had a more comprehensive curriculum than the numerous private junior colleges of the State during that period. In addition to offering freshman and sophomore courses that would transfer to the University's three branches at Chapel Hill, Raleigh, and Greensboro, the Buncombe Junior College offered such terminal programs as pre-nursing, industrial art, secretarial science, home economics, pre-aviation, primary teacher's, and grammar grade teacher's.³

The educational rationale proposed by advocates of the community college system include the state's position as an agri-industrial state and economic need of consistently providing trained, skilled workers for the state--as well as providing these employed workers an opportunity to "retool" themselves educationally and vocationally as the times change.⁴

In 1947, the term community college was first publicized by the "President's Commission on Higher Education." Within this report, there was presented a clear definition of the newly-envisioned institution:

³Kenyon Bertel Segner, III, A History of the Community College Movement in North Carolina, 1927-1963 (Kenansville, N. C.: James Sprunt Press, 1974), p. 2.

⁴Martha Turnage, "Misery in Small-Town America?--New Needs of New Rural Students," Community College Review, Vol. II (Fall, 1974), 44-45.

Whatever form the community college takes, its purpose is educational service to the entire community, and this purpose requires of it a variety of functions and programs. It will provide college education for the youth of the community certainly, so as to remove geographic and economic barriers to educational opportunity and discovery and develop individual talents at low cost and easy access. But in addition, the community college will serve as an active center of adult education. It will attempt to meet the total post-high school needs of the community.⁵

II. JUDICIAL LANDMARK ESTABLISHED

Even though the Buncombe County Junior College did not carry the title of Community College, historically it faced problems and developed solutions to those problems in such a way as to set a precedent for the community colleges that were to evolve. Buncombe County established its junior college under the jurisdiction of the local county board of education. This meant that the college was supported financially via local taxes and this fact lead Buncombe County to play a part in a significant legal decision that was rendered on August 30, 1930.⁶

In Zimmerman v. The Board of Education the Supreme Court of North Carolina met its first challenge as to whether or not the county had the legal right to tax itself in support of a junior college.

⁵"Higher Education for American Democracy," Report of the President's Commission on Higher Education, Vol. I (Washington, D. C.: United States Printing Office, 1947), pp. 67-68.

⁶Segner, op. cit., p. 2.

The case was first tried in the Superior Court of Buncombe County. Mr. Johnson, the plaintiff, contended that the defendants, the Buncombe County Board of Education, had no power to maintain or to continue to operate the junior college as part of the public school system of the city of Asheville, and to pay the expense of such operation out of the public school fund of said city.⁷

The court found in favor of the plaintiff--reasoning that

. . . the junior college was not a part of the public school system of the State of North Carolina, within the meaning of the Constitution of this State, and of the general school law enacted by the General Assembly.⁸

The Buncombe County Board of Education appealed to the Supreme Court of North Carolina, assigning error on their exception to the judgment. The contention of the defendants was that the Board had acted within the statutes when it received from the board of commissioners the power to establish and maintain the public school system of said city. The Board had received, without question or contention, a school system composed of (1) kindergarten schools, (2) elementary schools, (3) high schools, and (4) the junior college. This was the public school system conferred by the commissioners upon said board prior to 30 April, 1929. The defense

⁷Zimmerman v. The Board of Education, 199 N. C. 259 (1930).

⁸Ibid.

noted that at no previous date had a controversy, action, or question been raised by any citizen regarding the maintenance and operation of the public school system while governed by the commissioners.

The opinion of the State Supreme Court held that:

It appears from the statement of facts agreed upon which the question involved in this controversy without action was submitted to the Court, that the predecessors of the defendants, in the exercise of their best judgment, established as a part of an adequate and sufficient system of public schools for the city of Asheville, the junior college. That they had the power to establish and maintain said college, in the exercise of this discretion, it seems to us cannot be questioned. . . . We are of the opinion that the defendants have the power in the exercise of their discretion to continue to operate the junior college heretofore established and maintained. . . . Its continued maintenance and operation is within the discretion of the defendants. The exercise of such discretion by the defendants is not subject to judicial review.⁹

The precedent set by this case is recognized today in Article I, Section 115A-1, Statutes of Community Colleges, Technical Institutes, and Industrial Education Centers, which states:

The purposes of this chapter are to provide for the establishment, organization, and administration of a system of educational institutions throughout the State offering courses of instruction in one or more of the general areas of two-year college parallel, technical, vocational, and adult education programs, to serve as a legislative charter for such institutions, and to authorize the levying of local taxes and the issuing of local bonds for the support thereof. . . .¹⁰

⁹Zimmerman v. The Board of Education, p. 264.

¹⁰Public School Laws of North Carolina, 1974, issued by State Board of Education, Raleigh, North Carolina.

Article I, Section 115A-19 relates:

Local financial support of institutions. (a) The tax levying authority shall be responsible for providing, in accordance with the provisions of Section 115A-20 or Section 115A-21, as appropriate, adequate funds to meet the financial needs of the institutions for the following budget items:

(1) Capital outlay: Acquisition of land; erection of all buildings; alterations and additions to buildings; purchase of automobiles, buses, trucks, and other motor vehicles; purchase of all equipment necessary for the maintenance of building and grounds and operation of plant; and purchase of all furniture and equipment not provided for administrative and instructional purposes.

(2) Current expenses:

a. General administration:

1. Cost of bonding institutional employees for protection of local funds and property.
2. Cost of auditing local funds.
3. Cost of elections held in accordance with Section 115A-20 and 115A-22.
4. Legal fees incurred in connection with local administration and operation of the institution.

b. Operation of plant

1. Wages of janitors, maids, and watchmen.
2. Cost of fuel, water, power, and telephone.
3. Cost of janitorial supplies and materials.
4. Cost of operation of motor vehicles.
5. Any other expenses necessary for plant operation.

c. Maintenance of plant:

1. Cost of maintenance and repairs of buildings and grounds.
2. Salaries of maintenance and repair employees.
3. Maintenance and replacement of furniture and equipment provided from local funds.
4. Maintenance of plant heating, electrical, and plumbing equipment.
5. Maintenance of all other equipment, including motor vehicles, provided from local funds.
6. Any other expenses necessary for maintenance of plant.

d. Fixed charges

1. Rental of land, buildings, and equipment.

2. Cost of insurance for buildings, contents, motor vehicles, workmen's compensation for institutional employee's salaries paid from local funds, and other necessary insurance.
3. Employer's contribution to retirement and social security funds for that portion of institutional employee's salaries paid from local funds.
4. And any tort claims answered against the institution due to the negligence of institutional employees.

(b) The board of trustees of each institution may apply local public funds provided in accordance with Sections 115A-20 (a) or Section 115A-21 (a), as appropriate, or private funds, or both, to the supplementation of items of the current expense budget financed by state funds, provided a supplemental current expense budget is submitted in accordance with Section 115A-27(3).¹¹

Both Sections 115A-20 and 115A-21 aid in providing local public funds for community colleges. The first establishes the guidelines by which a county or counties may be assured that the local fiscal support will be secured by appropriations of nontax revenues, by a special annual levying of taxes, by issuance of bonds, by the authority of the board of commissioners--all to be authorized with the vote of the people. This latter section deals with community colleges (et al.) that were established and existed before the passage of Chapter 115A; and, in short, grants to those community colleges and industrial education centers the same means of providing local financial support as stated in Section 115A-21.¹²

¹¹Public School Laws of North Carolina, 1974.

¹²Because this study concerns itself with the question of state financial support regarding noninstructional allocations to state institutions within the Department of Public

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The Zimmerman case has had as much impact upon the North Carolina community college system as did the Kalamazoo, Michigan, Case.¹⁴ It was the latter case of 1874 that set the precedent of using tax monies to support the public high schools, and the former case of 1930 that established the local funding of grades thirteen and fourteen as legal and within the scheme of tax-supported education.¹⁵

The significance of the Buncombe County Junior College is that it was North Carolina's only public junior college until 1947 and that it pioneered such community college concepts as the low-tuition principles and the comprehensive curriculum. The issue of Buncombe County's right to tax itself in order to support its junior college

Instruction, the writer makes reference to Article I, Sections 115A-1, 115A-19, 115A-20, and 115A-21 to present evidence of the historical significance of the Buncombe County Board of Education vs. Zimmerman Case of 1930. It does, however, point out the "real" fiscal responsibility a county or counties must commit when desiring to establish such a post-high school institution. This fiscal commitment is guaranteed by law (Article I, Section 115A-4) not to adversely affect the local financial support required for the public schools in the area. The priority of fiscal aid to public institutions is oftentimes easier to print than implement. Counties continue to experience an inflated public school--as well as community college--budget, only to look at an uncorrelated increase in local taxes or property valuation.

¹³Zimmerman, op. cit., pp. 259-264.

¹⁴Stuart vs. School District No. 1 of Village of Kalamazoo, 30 Michigan 69 (1874).

¹⁵Adolph E. Myer, An Educational History of the American People (New York: McGraw Hill Book Company, 1957), p. 346.

led to a nationally acclaimed legal decision.¹⁶ Roy A. Taylor, a graduate of Buncombe County Junior College, envisioned the need for such institutions across this state and led the fight for community colleges in the 1953 General Assembly. Taylor is now Representative to the United States House of Representatives from the Eleventh District.¹⁷

III. POST WAR ERA AFFECTS NORTH CAROLINA EDUCATIONAL SYSTEMS

In 1946, postsecondary enrollments were increasing faster than colleges and universities could absorb and educational leaders from throughout the state of North Carolina met to seek a solution to the problem. The participants included the presidents of the State's various public and private colleges, delegates from the North Carolina College Conference, representatives from the State Department of Public Instruction, certain members of the Veterans Administration, and personnel from the Extension Division of the University of North Carolina met upon the urging of Governor R. Gregg Cherry.¹⁸

¹⁶ Leonard N. Koos, "A Momentous Judicial Decision Affecting the Junior College," The School Review, A Journal of Secondary Education, XXXVII (December, 1930), 12-13.

¹⁷ Leonard P. Miller, Education in Buncombe County, 1793-1965 (Asheville: Miller Printing Company, 1965), p. 108.

¹⁸ North Carolina College Conference, Proceedings: The Twenty-Sixth Annual Meeting of the North Carolina College Conference (Greensboro: North Carolina College Conference, 1946), pp. 22-24.

The resultant of the conference was hasty creation of the "College Centers" which would serve the influx of World War II veterans returning to North Carolina hoping to take advantage of the "G. I. Bill of Rights." The College Center concept was in fact an off-campus University extension set up usually in abandoned public schools, unused classrooms within the public schools, evening classes held at public schools, church basements, municipal buildings, etc. In the fall of 1946, twelve such "centers" were opened with the target being to serve this state's expanding freshman class--and nothing more. The centers were not designed, nor created, to compete with the existing institutions of higher learning, but merely helped take the pressure off these institutions until enrollment numbers receded back toward normal.¹⁹

By the 1948-49 academic year it appeared that the purpose of the college centers had been served and the North Carolina College Conference voted to discontinue its sponsorship at the end of the year.²⁰

The introduction of the "college centers" concept was another important survival step for future community colleges, in that the idea of "college centers" propagated directly by both university presidents and state education

¹⁹Segner, op. cit., pp. 8-9.

²⁰Ibid.

officials offered credence to the suspicion that existing North Carolina colleges and universities were unable to serve the growing number of secondary applicants.

The short-term existence of the "college centers" led to the real desire for permanent junior colleges in many areas. Wilmington and Greensboro were two locations where the centers were established solely to assist with the unusually heavy load of post-war students; however, local enthusiasm for a college influenced voters sufficiently to establish a special tax levy for the college's continuation, while placing the college under the jurisdiction of the local board of education. ²¹ It is important to note that these public junior colleges operated financially via student tuition and a special tax for the support of the college if ²² approved by the city's voters.

IV. GROWING PAINS OF THE COMMUNITY COLLEGE

In 1953, the General Assembly adopted a resolution which authorized the Governor to appoint a Commission on Higher Education. Governor Luther H. Hodges appointed the Commission members and charged that they study and make

²¹North Carolina College Conference, p. 35.

²²The Charlotte electorate approved a tax levy of two cents on the \$100 property evaluation for the Charlotte Community College System. The Charlotte Observer, May 19, 1954, pp. 1, 13.

recommendations to the 1955 legislature concerning the whole
²³
 spectrum of higher education.

This resolution authorizing the formation of a Commission on Higher Education was another important step in the evolutionary growth of the community college system. The same General Assembly that authorized this Commission in the fall of 1953, had--on April 20th of that year--killed the 1953 Community College Bill by a vote of sixty-two to
²⁴
 forty-two in the House of Representatives.

Historically, the Community College Bill was introduced within one year of the Community College Study conducted by Allan S. Hurlburt.
²⁵ In September of 1950 State Superintendent of Public Instruction Clyde Erwin appointed a commission to survey the need for State supported community
²⁶
 colleges. The Community College Study was submitted to the General Assembly on March 3, 1953, by Representative Roy
²⁷
 A. Taylor of Buncombe County. It was introduced as HB 579 and read as follows:

²³ Luther H. Hodges, Businessman in the Statehouse, Six Years as Governor of North Carolina (Chapel Hill: The University of North Carolina Press, 1962), p. 199.

²⁴ The Raleigh News and Observer, April 21, 1953, p. 1.

²⁵ Hurlburt, op. cit., p. 8.

²⁶ Segner, op. cit., p. 41.

²⁷ Daily Legislative Bulletin of the North Carolina General Assembly, House Bulletin Number 41, March 3, 1953 (Raleigh: Institute of Government, 1953).

To authorize the creation, establishment and operation of community colleges under the supervision of the State Board of Education, to permit school administration units or parts thereof to consolidate for the purpose of establishing and operating such colleges and to permit the levy of special taxes for the maintenance thereof after approved by the voters of the district to be served.²⁸

Kenyon B. Segner has advanced the following as the main factors prohibiting adoption of the 1953 Community College Bill:

The most persistent theory is that there was a void in the quality of leadership that is usually needed in order to obtain acceptance of such a controversial and revolutionary concept. Clyde Erwin's untimely death in the summer of 1952 was undoubtedly a blow to the hopes of those who realized the State's need for community colleges. Erwin had close relations with a number of key legislators and it is possible that his leadership might have saved the 1953 community college bill. Also, there appeared to be little enthusiasm for a State community college system from Governor William B. Umstead. It has been suggested that such an expensive and innovative proposal would have needed the active support of the Governor in order to be passed by the General Assembly. Not until ten years later, when Governor Terry Sanford enthusiastically promoted public support for the idea, was North Carolina to obtain a state-wide framework for comprehensive community colleges.

Another suggested reason for the defeat of the 1953 community college bill was the opposition of legislators who championed the State's private colleges. These institutions have traditionally been dependent upon student tuition for a large portion of their operating expenses. The tuition-free community colleges of the Hurlburt recommendations appeared to pose a threat to the church related institutions. This was one of the main issues of opposition that was raised in the 1953 General Assembly. Representative Kiser²⁹ appeared to

²⁸ Journal of the House of Representatives of the General Assembly of the State of North Carolina, Session 1953, p. 489.

²⁹ Representative Roger Kiser of Scotland County has consistently opposed a State program of community colleges suggesting that they are extravagant and provide unfair competition for church-related junior colleges. The Raleigh News and Observer, April 21, 1953, p. 1.

use this argument more often than any other as he harangued his colleagues concerning the supposed evils of a State supported system of public community colleges. An additional theme of legislative opposition to the bill was the feeling that the State could not afford such an expenditure when many needs of the public schools had not been fulfilled. The 1953 General Assembly was relatively conservative in terms of school legislation and there appeared to be a general reluctance to tamper with the existing tax structure.³⁰

V. THE STATE APPROPRIATION BILL OF 1955

Until 1955, the junior colleges at Asheville, Wilmington, and Charlotte were supported entirely by local taxes and student tuition.³¹ The junior college bill provoked a controversy within the General Assembly, but with the support given HB 1347 by Governor Luther Hodges the State's first junior college appropriation was passed.³²

Governor Hodges stated later:

At my recommendation the 1955 General Assembly decided to take a limited step into the field of community colleges and small appropriations for the Asheville-Biltmore, Carver, Charlotte and Wilmington Colleges. . . . The reasoning behind this was that these four municipal colleges relieved the demands for dormitories and teachers, and they prepared North Carolina students for advanced study at regular state-supported universities and colleges. The state's grant-in-aid to these four colleges were considered by the legislators to be capable of accomplishing the same results as larger appropriations would for the regular four year institutions.³³

³⁰ Segner, op. cit., pp. 58-59. ³¹ Ibid., p. 13.

³² Journal of the House of Representatives of the General Assembly of Daily Legislative Bulletin (Raleigh: Institute of Government, 1955), p. 2.

³³ Hodges, op. cit., p. 199.

The Commission on Higher Education presented its report as commissioned before the 1955 General Assembly. The problems pointed out by the commission included the following:

1. the low percentage of college age youth enrolled in college.
2. an apparent lack of efficiency in terms of not receiving maximum value out of money spent.
3. a high degree of unnecessary duplication among the various State institutions.
4. a lack of overall future planning concerning the vast predicted enrollment increases.

In order to meet the deficiencies cited by the Commission investigation they recommended that the 1955 General Assembly establish a Board of Higher Education. No member of this Board was to act as the representative of any particular institution as the purpose of the Board was to coordinate the higher education interests of the State as a whole. The powers of this agency generally were to involve the allotment of the major functions of each institution and the review of the annual budgets of the State's public colleges and universities.

³⁴State Supported Higher Education in North Carolina, The Report of the Commission on Higher Education (Raleigh: The State of North Carolina, 1955), pp. 8-17.

The bill passed through in the General Assembly and was ratified on May 25, 1955. The chairman of the newly-organized board, Mr. D. Hiden Ramsey, soon began advocating a tax-supported Junior College System.³⁵ The Board of Education was quick to put together another helpful "act" which would aid the community college concept. This was the 1957 Community College Act presented by the Board to the 1957 General Assembly with plans to have it enacted into law. Even though the 1957 Community College Act was a misnomer because it dealt with noncomprehensive junior colleges, it served as a very important historical part of the North Carolina Community College story. The act passed with no negative votes against it and called upon the State to deliver aid for operating expenses amounting to \$146 per full-time student in college level courses, as well as state aid for capital improvements on an equal matching basis.³⁶

In order to receive State aid, though, certain criteria had to be met. The junior colleges had to cut all ties with local school boards and come under the jurisdiction of the State Board of Higher Education.³⁷ The act also presented

³⁵ North Carolina Public School Bulletin, XX (May, 1956), p. 1.

³⁶ Community Colleges (Raleigh: Special Bulletin of the North Carolina State Board of Higher Education, 1960), pp. 11, 38.

³⁷ It is of particular importance to note that the legislation, passed in 1957, proposed by the Board of Higher Education and ratified by the 1957 General Assembly gave more

a local governing board of twelve trustees for each college who were to work closely with the Board of Higher Education regarding programs, policies and objectives, as well as set fees and admission standards.³⁸ It stipulated that a junior college district could be composed of one county only and that that county had to approve a special tax to help support the institution before the State would become financially involved.

VI. INDUSTRIAL EDUCATION CENTERS

On June 12, 1957, the ratification of Senate Bill 468 occurred (introduced by Senator Richard Long of Person County). It was this bill that provided for the allocation of some \$500,000 for area vocational training schools.³⁹ It is important to note that the appropriation was made to the

philosophical support to the goals and rationale of the already existing State colleges and universities than to a new comprehensive community college system. It is significant in that the model proposed during the formative years of the Community College system mirrored the goals, rationale and organizational make-up of the institutions of higher learning in this state. Subsequently, it is logical to note that the teacher-pupil instructional positions as well as the noninstructional personnel reflect the university model rather than the public school model. The correlation is evidenced via job descriptions, salary schedules and bureaucratic likenesses.

³⁸1957 Session Laws and Resolutions Passed by the North Carolina General Assembly at its Regular Session (Raleigh: State of North Carolina Printers, 1957), pp. 1035-1036.

³⁹Journal of the Senate of the General Assembly of the State of North Carolina, 1957 Session, pp. 560, 780, 826.

Department of Administration rather than the Department of Public Instruction. Superintendent of Public Schools Charles Carroll had not been a strong supporter of the plan, the idea, or the bill. Governor Hodges stated that "Superintendent Carroll did not think too much of the idea and largely because of his inaction the program made little headway."⁴⁰ Moreover, Governor Hodges commented this "indicated a lack of confidence in state educational leadership."⁴¹ It was this political problem, involving Governor Hodges, Superintendent Carroll and Board Chairman W. Dallas Herring, that directly or indirectly changed the flow of events regarding the community college concepts.⁴² Here exists first evidence of the community college-technical institute determining its own destiny; no longer was it politically expedient to refer to the community college, technical institute, or junior college as a logical extension of the public school programs (grades 13 and 14); for, the chief officer of that organization--Superintendent Carroll--was not in support of the idea (and he made little difference). In fact, the bill passed on its own political merit and the reduced amount of \$400,000 was uniquely appropriated to the Department of

⁴⁰The original bill requested \$2,000,000; however, the General Assembly appropriated only \$400,000 for the plan. Hodges, op. cit., p. 187.

⁴¹Hodges, op. cit., p. 188.

⁴²Ibid., p. 187.

Administration rather than to the Department of Public
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Instruction.

The Department of Administration turned the money over to the State Board of Education whose job it was to determine the most efficient utilization of said funds. The Board proposed to the Department of Administration that it be permitted to use these funds for equipment, personnel and instructional supplies to those local units who succeeded in obtaining the vocational centers.⁴⁴ The State Board's proposal was approved.

The desire that key State educational officials had to see industrial education centers become a part of this State's scheme of public education is still felt today. More and more the rhetoric refers to the IEC/community college/junior college idea as a vital part in the scheme of public education; and, less is heard about its being a natural extension of the public school, a thirteenth and fourteenth grade, a collaborating part of the public schools.

The educational leadership, still growing further apart on this issue of community colleges/IEC/junior colleges witnesses political muscle flexing when the State Board

⁴³The money was turned over to the State Board of Education in order that they might conduct a study that illustrated a definite need for the area vocational schools. The [Raleigh] News and Observer, December 6, 1957, p. 36.

⁴⁴The [Raleigh] News and Observer, January 3, 1958, p. 5.

of Education insisted that Superintendent Carroll move one position (Murray Thornburg, State Supervisor of Trade and Industrial Education) on the grounds that Mr. Thornburg was opposed to the IEC program and refused to accept it as an equal component in the State's scheme of public education.⁴⁵ Dr. Carroll initially refused, but soon had a change of mind when the State Board of Education informed Dr. Carroll of the board's legal right and desire to remove Mr. Thornburg.⁴⁶ This action led to further disagreements between Superintendent Carroll and Mr. W. Dallas Herring--State Board Chairman--over the type of industrial education program to be developed in the State.⁴⁷

Chairman Herring stated later that, after the IEC program passed through its early organizational period, "We had very little trouble from then on, with Dr. Carroll or anyone else."⁴⁸ In his Biennial Report for 1956-1958 Superintendent Carroll stated that

. . . the presence of vocational courses in the curriculum of many of the institutions of higher learning in the State where the instruction is most expensive, indicates a demand by students and employers for instruction in this field beyond that now offered in the high school. Much of this instruction can be given in the industrial education center.⁴⁹

⁴⁵North Carolina Public School Bulletin, XXII (March, 1958), p. 10.

⁴⁶Segner, op. cit., p. 71. ⁴⁷Ibid., p. 72.

⁴⁸Ibid., p. 75.

⁴⁹Biennial Report of the Superintendent of Public Instruction of North Carolina, 1956-1958, pp. 84-85.

Superintendent Carroll's concern lessened and in turn supported the program. Murray Thornburg soon resigned and was replaced by A. Wade Martin who was a strong supporter of the post-high school vocational institutions.⁵⁰ State Supervisor Martin stated that

the secret behind the I.E.C. curriculum is to anticipate job demands and to keep our program adjusted to meet them. The program is designed for fulfilling the needs of a community rather than fulfilling the requirements of a specific school degree.⁵¹

The industrial education center program was a stage in the movement which led to the 1963 legislation for the establishment of a State system of comprehensive community colleges.

VII. THE 1963 OMNIBUS HIGHER EDUCATION ACT

Terry Sanford was elected Governor in 1960 and it was during that same year that the Governor expressed concern over the State's two nondegree post-high school institutions: the public junior colleges and the industrial education centers. North Carolina still maintained a low percentage attending college and a lack of coordination was apparent among the State's junior colleges and IEC's. The junior colleges were responsible to the State Board of Higher

⁵⁰North Carolina Public School Bulletin, XXVI (October, 1961), p. 5.

⁵¹The Raleigh News and Observer, June 28, 1960, p. 22.

Education and the industrial education centers were under the direction of the State Board of Education. The emphasis of the junior colleges was placed upon college parallel courses and the Industrial Education Centers emphasized terminal programs.⁵²

Quick to endorse the governor's concerns for North Carolina's post-high school education was W. Dallas Herring, Chairman of the Board of Education and member of the Board of Higher Education.⁵³ On July 30, 1961, Chairman Herring suggested that the State should seriously consider a "well-planned system" of comprehensive community colleges.⁵⁴ Governor Terry Sanford went on to ask categorically:

How else shall we face the predicted doubling of college enrollments within the next decade? How else will we be able to reach the young men and women who simply do not have the price of a residential college education?⁵⁵

Governor Sanford assumed office in 1961 and in September of that year announced the appointment of a twenty-five member commission to study and make recommendations concerning higher education in the State.⁵⁶ Irving Carlyle of Winston-Salem, a lawyer and former State Senator, was named

⁵²The Raleigh News and Observer, February 24, 1956, p. 4.

⁵³Terry Sanford, But What About the People? (New York: Harper and Row, 1966), p. 102.

⁵⁴The Raleigh News and Observer, July 30, 1961, p. III-3.

⁵⁵Ibid. ⁵⁶Ibid., October 15, 1961, p. III-3.

as the chairman of the commission. Other distinguished members included Dallas Herring, Chairman of the State Board of Education, Major L. P. McLendon, Chairman of the State Board of Higher Education, William C. Friday, President of the University of North Carolina, et al. Thus, the Carlyle Commission was appointed with the approval of the State Board of Education and the State Board of Higher Education. Governor Sanford stated that "the creation and naming of this commission may well be one of the most important acts of my term in office."⁵⁷

The Carlyle Commission studied various documents, listened to experts, and generally came to a degree of consensus concerning recommendations for the future of higher education in the State. Based upon the enrollment crisis projected for the private and public colleges of North Carolina, along with the support of State Superintendent Charles Carroll (who promoted the idea of community colleges as more flexible than junior colleges and needed in the universal public education system), the Commission began to discuss⁵⁸ the need for a State system of community colleges.

Several experts were consulted by the Commission, among whom was Dr. Allan S. Hurlburt of Duke University. Dr. Hurlburt had authored The Community College Study in 1952.

⁵⁷The Charlotte Observer, September 16, 1961, pp. 12-13.

⁵⁸The Raleigh News and Observer, January 20, 1962, p. 3.

Another scholar whose work was consulted by the Commission was Dr. C. Horace Hamilton, Professor of Rural Sociology at North Carolina State College. In January, 1962, Dr. Hamilton had published a study entitled Community Colleges for North Carolina, A Study of Need, Location and Service Areas.⁵⁹ This volume provided statistical evidence of an enrollment crisis in North Carolina's structure of higher education.

In less than a year the Carlyle Commission had completed its task and unanimously adopted the community college report which advocated a system of low tuition comprehensive community colleges which would be administered by the State Board of Education.⁶⁰

The "Comprehensive Community Colleges" section of the Carlyle report included more recommendations than any other major subject that was discussed.⁶¹ The initial recommendation was that

. . . the State develop one system of public two-year post-high school institutions offering college parallel, technical-vocational-terminal, and adult education institutions tailored to area needs; and that the comprehensive

⁵⁹Dr. Horace Hamilton, Community Colleges for North Carolina, A Study of Need, Location and Service Areas, for the North Carolina Board of Higher Education and the Governor's Commission on Education Beyond High School (Raleigh: The State of North Carolina, 1962).

⁶⁰Recommendations to the Governor's Commission (the report of the joint college summary committed to the Commission of the whole), June 22, 1962, pp. 6-16.

⁶¹The Greensboro Daily News, September 16, 1962, p. C-5.

community colleges so created be subject to state-level supervision by one agency.

This agency was to be the State Board of Education and it was to be "empowered to make all needful rules and regulations" concerning the state-wide community college and industrial education center program.⁶² The Board was to have the whole responsibility for determining the location of future industrial education centers and community colleges. It was clearly specified in a separate recommendation that "no additional two-year colleges be established under the auspices of the State Board of Higher Education." State appropriations for community colleges were to be made to the State Board of Education for reallocation to the colleges.⁶³

It was recommended that the State Board of Education perform its statutory duties of direction through a professional Department of Community Colleges that was to be directly responsible to the Board.⁶⁴ Also, the Board was to appoint a nonprofessional Community College Advisory Council of at least seven consultants.⁶⁵ This group was to make

⁶²Report of the Governor's Commission on Education Beyond the High School (Raleigh: The State of North Carolina, 1962), p. 4.

⁶³Segner, op. cit., p. 125.

⁶⁴Report of the Governor's Commission. . . , p. 4.

⁶⁵Ibid.

recommendations to the Board "in matters relating to personnel, curricula, finance, articulation, and coordination with other institutions, and other matters concerning the community college program."⁶⁶

The Carlyle report then recommended that the community colleges were to be locally administered by a board of twelve trustees. Four of these were to be appointed by the governor, four by the local board of county commissioners,⁶⁷ and four by the local board of education. The trustees were to have the responsibility for

. . . initiative in the selection of community college personnel; in the establishment of college policies, procedures, and curricula; and in the location, design and construction of college physical facilities. . . subject to the rules and regulations of the State Board of Education.

The presidents of the institutions were to be responsible⁶⁸ to the boards of trustees and to the State Board.

An aspect of sharp differentiations between the Carlyle report and the 1957 "Community College" act was that the former provided for multi-county sponsorship and financing⁶⁹ of an institution. The acquisition of land, construction of buildings, and the maintenance of plant were to be local⁷⁰ responsibilities. The cost of equipment, furnishings,

⁶⁶ Report of the Governor's Commission. . ., p. 4.

⁶⁷ Ibid. ⁶⁸ Ibid., p. 5. ⁶⁹ Ibid., p. 6.

⁷⁰ Ibid., p. 5.

and library acquisitions were to be provided by the State Board from state and federal funds.⁷¹ The operations budget was to involve sixty-five percent support from the state (including federal funds), fifteen percent from the county,⁷² and twenty percent from student tuition funds.

The report recommended that provision be made for selected industrial education centers to be converted into community colleges through the addition of college parallel instruction. It was stated that the additions of such programs would be made only with the approval of the State Board of Education, and only after local interest and unmet educational needs were demonstrated by a local survey conducted under the supervision of the State Board of Education.⁷³

With the exception of the suggested change in the Board of Higher Education,⁷⁴ the recommendations of the Carlyle Commission were adopted almost unanimously by the 1963 General Assembly. The recommendations were included

⁷¹Report of the Governor's Commission. . ., p. 5.

⁷²Ibid., p. 6. ⁷³Ibid., pp. 70-71.

⁷⁴It should be noted that the major recommended change concerning the State Board of Higher Education was that its membership was to be reconstituted to include four presidents of institutions of higher education. Three of the four were to be appointed by the governor and to serve six-year overlapping terms. The fourth was to be the President of the University of North Carolina. Also the Board's function was to generally change from regulations to coordinations and leadership. Ibid., pp. 1-2, 123-126.

within a comprehensive law which was termed the "Omnibus Higher Education Act." This legislation essentially provided for a new statutory definition of the University which stated that it was to be the only State institution to award the doctor's degree, the elevation of the Asheville, Wilmington, and Charlotte institutions to four-year status, and the establishment of a legal framework for a state-wide system of community colleges.⁷⁵

Similarities between community college operations and public school operations can be traced to the similarity in the statutes established by the North Carolina Legislature who provides for or permits the maintenance and operation of a public school system and community college system.⁷⁶

Community colleges in North Carolina evolved out of a need to serve the veterans of World War II. The state's desire to increase the percentage of youth attending college in North Carolina as well as to promote the university as a specialist school for juniors and seniors served as additional arguments in behalf of community colleges.⁷⁷

The roots of the community college movement are evidenced in the early litigation of a Supreme Court case

⁷⁵The Charlotte Observer, May 11, 1963, p. 1.

⁷⁶Public School Laws of North Carolina, 1974, issued by State Board of Education, Raleigh, North Carolina.

⁷⁷Hurlburt, op. cit., p. 8.

regarding public support of a junior college in North Carolina, along with legislative acts, aid and pilot programs that received state funding prior to 1963.

Historically the public schools of North Carolina have been established under the jurisdiction of the State Board of Education and have received a major part of operating funds from state sources. The Omnibus Higher Education Act, enacted by the 1963 General Assembly, recommended that community colleges be subject to state level supervision by the State Board of Education and receive over sixty percent of operating funds from the state. Such legislation has enabled North Carolina to establish some fifty-seven community colleges/technical institutes.⁷⁸ Table IX identifies each institute as a community college or technical institute.

⁷⁸See map of North Carolina depicting location of each institution in Appendix A.

TABLE IX
COMMUNITY COLLEGES AND TECHNICAL INSTITUTES
OF NORTH CAROLINA, 1974-75⁷⁹

Institutions	Type of Institution	
	Community College	Technical Institute
Anson TI		X
Asheville-Buncombe TI		X
Beaufort County TI		X
Bladen TI		X
Blue Ridge TI		X
Caldwell CC & TI	X	X
Cape Fear TI		X
Carteret TI		X
Catawba Valley TI		X
Central Carolina TI		X
Central Piedmont CC	X	
Cleveland County TI		X
Coastal Carolina CC	X	
College of Albemarle	X	
Craven CC	X	
Davidson County CC	X	X
Durham TI		X
Edgecombe TI		X
Fayetteville TI		X
Forsyth TI		X
Gaston College	X	
Guilford TI		X
Halifax County TI		X
Haywood TI		X
Isothermal CC	X	
James Sprunt Inst.		X
Johnston TI		X
Lenoir CC	X	
Martin TI		X
Mayland TI		X

⁷⁹ Annual Enrollment Report, A Report Prepared by the North Carolina Department of Community Colleges. Raleigh: State of North Carolina, 1974-75, pp. 8-9.

TABLE IX (continued)

Institutions	Type of Institution	
	Community College	Technical Institute
McDowell TI		x
Mitchell CC	x	
Montgomery TI		x
Nash TI		x
Pamlico TI		x
Piedmont TI		x
Pitt TI		x
Randolph TI		x
Richmond TI		x
Roanoke-Chowan TI		x
Robeson TI		x
Rockingham CC	x	
Rowan TI		x
Sampson TI		x
Sandhills CC	x	
Southeastern CC	x	
Southwestern TI		x
Stanly TI		x
Surry CC	x	
TI of Alamance		x
Tri-County TI		x
Vance-Granville TI		x
Wake TI		x
Wayne CC	x	
Western Piedmont CC	x	
Wilkes CC	x	
Wilson County TI		x

CHAPTER IV

**A COMPARATIVE STUDY OF NORTH CAROLINA'S STATE SYSTEM
OF ALLOTING NON-INSTRUCTIONAL POSITIONS TO
ELEMENTARY AND SECONDARY SCHOOLS AND
COMMUNITY COLLEGES-TECHNICAL INSTITUTES**

CHAPTER IV

A COMPARATIVE STUDY OF NORTH CAROLINA'S STATE SYSTEM
 OF ALLOTING NON-INSTRUCTIONAL POSITIONS TO
 ELEMENTARY AND SECONDARY SCHOOLS AND
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The public schools have reached an economic point¹ nearing that of bankruptcy. The costs of providing a total education program K-12 have skyrocketed, while the revenues appropriated have not kept pace. Even though the public schools do not operate according to a cost-profit system--but rather an input-output system--each institution is growing keenly aware of the quality of its product (the student); the increasing output costs of producing said product has not been enhanced by the tight flow of monies (input factor).²

I. ECONOMIC CRISES VS. POLITICAL DECISION MAKING

This financial crisis has had a social as well as economic impact on North Carolina.³ Efficiency studies have

¹Mel Hayes, "Crisis: Who Will Pay for Our Schools?" North Carolina Education, Vol. II, No. 5 (January, 1972), 12-13.

²Joel S. Burke, "The Current Crisis in School Finance: Inadequacy and Inequity," Phi Delta Kappan, Vol. LIII, No. 1 (September, 1971), 2.

³Division of School Planning, A Resource for Planning and Decision Making (Raleigh: North Carolina Department of Public Instruction, 1976), p. 59.

been carried out by state and local agencies resulting in stopgap procedures such as Management by Objectives, increased student-teacher ratio, reduced number of professional and para-professionals, and continuous evaluation of programs and personnel.⁴ A reduced inflow of monies plus an increased awareness of those monies spent has brought new pressures on the public institutions supported by tax revenues.⁵ This pressure for excellence plus frugality has been felt by the administrative managers, the professional personnel and the student product.⁶ The financial inability to maintain small local public school units has resulted in consolidation, thereby reducing costs relative to administrators, supervisory personnel, school buildings, etc.⁷ The pressure has brought about a reduction in teaching staff, while each reduction is defended on the grounds that burgeoning teacher salaries cannot be maintained or required.⁸ Many systems simply cut positions because the budget cannot cover the costs. Other

⁴Burke, op. cit., pp. 2-3.

⁵Rozanne Weissman, "Some States Robbing Peter to Pay Paul," North Carolina Education, Vol. II, No. 2 (November, 1971), 32-33.

⁶Allan C. Ornstein and Harriet Talmadge, "The Rhetoric and the Realities of Accountability," Today's Education, Vol. 62, No. 6 (September-October, 1973), 78.

⁷A Resource for Planning and Decision Making, p. 70.

⁸Burke, op. cit., p. 3.

systems must readjust to new state legislation that mandates a minimum class load per teacher. The teacher/student ratio is balanced against the state budget and adjusted up or down as the budget demands. The student is not merely a recipient of a readjusted educational program but actually becomes part of the research data reviewed before appropriating new/more finances. Each year more pre- and post-standardized tests become part of each student's basic school program in order to aid the decision makers.⁹ These tests results lend credence to faculty readjustments, staff cuts, program cuts, reduced services and thereby assuage "the taxed public" who wants to be sure it is getting its money's worth, whether it is a matter of buying shoes or paying taxes for schools.¹⁰

In addition to the economic trends which greatly affect survival of public institutions, there are major social concerns to be considered as North Carolina moves from an agrarian to an industrial society.¹¹ The predictable efficiency of today's programs on tomorrow's citizens is clouded as is the price tag attached to the public institutions charged with the challenge of preparing citizens with

⁹Ornstein and Talmadge, op. cit., pp. 70-75.

¹⁰George Gallup, "The Third Annual Survey of the Public's Attitudes Toward the Public Schools, 1971," Phi Delta Kappan, Vol. LIII, No. 1 (September, 1971), 36.

¹¹A Resource for Planning and Decision Making, p. 70.

productive skills, a positive mental self-image and recognizable scholarship.¹²

The purpose of this study is to describe and analyze the present relationship between elementary-secondary and community college/technical institutes in North Carolina. Through the specific examination of North Carolina's system of allotting non-instructional personnel to public schools and community colleges, it will be determined whether the existing statutes and policy judgments have been sound in meeting the non-instructional personnel needs of said institutions.

The Renfro Commission,¹³ recently appointed by the North Carolina State Legislature to revise and recodify Chapter 115 of the North Carolina Statutes, also involved itself in the governance of education.¹⁴ In North Carolina,¹⁵ as in most states, education is big business. Millions of

¹²Don Dieter and George Fleetwood, "Who is Accountable?" North Carolina Education, Vol. IV, No. 4 (December, 1973), 22, 23, 35.

¹³An Act to require the State Board of Education to Revise and Recodify Chapter 115 of the General Statutes, entitled "Elementary and Secondary Education." Session Laws of 1975, Chapter 888, Senate Bill 533.

¹⁴Report of the Commission on Public School Laws to the State Board of Education, A Report Prepared by the North Carolina Commission on Public School Laws (Raleigh: State of North Carolina, 1976), pp. 7-8. See the complete act creating the Commission in Appendix B.

¹⁵Editorial, "Where the Priority?" North Carolina Education, Vol. III, No. 1 (September, 1972), 48; Statistical Profile, North Carolina Public Schools, 1976, A Report Prepared by the Division of Management Information Systems (Raleigh: Department of Public Instruction, 1976), pp. I-44.

tax dollars are allocated and spent yearly for traditional-- as well as honorable--educational goals, but the citizenry is pressuring the legislature to put a lid on all unnecessary spending.¹⁶ Therefore, delegated governmental committees (like the Renfro Commission) are examining the traditional institutions of government on a state level and seeking answers to questions, such as:

1. What is the allotment formula of state funds to school systems? Does this formulae differ? And if so,¹⁷

why?

2. Is there inequity in the present allocation system? If so, is inequity beneficial, harmful, rational?¹⁸

3. Must legislators write statutes for everything, or should local boards of education be challenged to decide more issues locally?¹⁹

North Carolina public schools and community colleges operate within the framework of a state-wide system; therefore, both systems receive their major funding from state revenues.²⁰ Historically, there has been much competition

¹⁶The News and Observer [Raleigh], January 26, 1977 (Editorial); Gallup, pp. 41-44.

¹⁷Opinion expressed by Rep. Lane Brown, III, at the District V State School Boards Association Annual Meeting, Pender High School, Burgaw, January 29, 1976.

¹⁸Ibid. ¹⁹Ibid.

²⁰Esther O. Toon, Public School Finance Programs, 1975-76 (Washington, D. C.: U. S. Government Printing Office, 1976), p. 259.

for state tax dollars between the public schools and the community colleges, as well as many other state supported institutions/programs.²¹ The unique competition that has been generated between the public school leadership and the community college leadership stems primarily from the fact that one state board of education serves as the governing authority for both systems.

Realizing that needs are infinite and the resources finite, both organizations work diligently developing credibility, trust and rapport with the State Board in the hope that needs will not go unnoticed.²² Whenever these groups become overly competitive for appropriations they enter into conflict. This continuous conflict is endemic in the statutes that currently govern school operations.²³ One additional "hurdle" that often proves to be real as well as theoretical is the election of the State Superintendent of Public Instruction as compared to the appointment of members to the State Board of Education. It is ironic to view a candidate seeking the office of State Superintendent of Public Instruction, to review the platform of proposed programs/changes, only to

²¹Martin Donsky, "School Proposals Expected to Spark Heated Debates," The [Raleigh] News and Observer, March 17, 1977.

²²Ibid.

²³Glenn Keever, "Commission Says Appoint State Superintendent," North Carolina Education, Vol. 7, No. 5 (January, 1977), 14-15.

realize that after the election existing state statutes require the superintendent to function within the framework of an appointed State Board of Education.²⁴

II. STATE ALLOTMENT OF NON-INSTRUCTIONAL POSITIONS
TO A COMMUNITY COLLEGE AS COMPARED TO A
SENIOR HIGH SCHOOL OF IDENTICAL SIZE

The writer has constituted a hypothetical model that will serve to give a current breakdown of the allocated administrative non-teaching positions provided for one community college and one secondary school.

The Community College Model

An FTE (Full-Time Equivalent) of 1,320 students yields a community college the following state allotted non-teaching positions:²⁵

<u>Non-Teaching Activity Assignment</u>	<u>State Positions Allotted</u>	
President	1	
Dean of Instruction	1	
Administrators	6	
Counselor/Registrar	4	
Librarians	2	
Learning Lab Coordinators	3	
Bookkeeper	1	
Clerical	<u>10</u>	
	TOTAL 28	Ratio of non- teaching personnel to students 1:47

²⁴Keever, op. cit., pp. 14-15.

²⁵North Carolina Administrative Code, State Board of Education, Subchapter 4D.0300 (Raleigh: The State of North Carolina Printers, February 1, 1976), p. 92. See non-teaching staffing chart in Appendix B.

The Secondary School

A senior high school having an ADM (Average Daily Membership) of 1,320 students receives from the state the following non-teaching positions:

Principal ²⁶	1	
Clerical ²⁷	1	
Guidance	1	
Clerical	$\frac{1}{4}$	
TOTAL	4	Ratio of non-teaching personnel to students 1:325.

The student-learner participating at the community college level appears to be in greater need of non-instructional personnel services--if the above example is a representative model of the total state situation. The similarity of the community colleges' non-teaching organizational/administrative arrangement with North Carolina's colleges and universities appears to give credence to the community college's desire to achieve the organizational, prestigious model already established by the institutions of higher learning. Data for the 1975-76 school year verifies state allocated

²⁶ Assistant principal positions have not been listed due to the fact that assistant principal positions are allocated by the state as teacher allotments. Schools having 30 or more state allotted teachers can receive \$770 per year from the state to supplement a teacher position who has administrative (assistant principal) responsibilities written into his job description. The state has no assistant principal salary index.

²⁷ Refer to Clerical Assistance, as defined on p. 162. Note that the state does not pay full salary of clerical assistance.

instructional-personnel positions to technical institutes/
 28
 community colleges resulted in a ratio of 23:1; the same
 29
 data reveal a public school ratio of 20:1. This is
 expected in that the nature of many technical institutes/
 community colleges is to provide classes in skilled labor
 techniques, industrial machines and other courses requiring
 small groups of student learners to work with the relatively
 30
 few (but expensive) pieces of machinery. However, the
 ratio of instructional personnel to students appears to have
 greater demand/resource congruency than does the ratio of
 non-instructional personnel in both systems.

III. STATE ALLOTMENT OF NON-INSTRUCTIONAL POSITIONS
 TO THE COMMUNITY COLLEGES AND PUBLIC SCHOOLS
 LOCATED IN THE SOUTHEAST REGION OF NORTH CAROLINA

The following data relate the non-teaching public
 school administrative positions allotted for Education

²⁸Statistical Profile, North Carolina Public Schools,
 1976, Division of Management Information Systems, Control-
 ler's Office, Department of Public Education, Raleigh.

²⁹Ibid., pp. I-42. It must be noted that although the
 student-teacher ratio is lower in public schools than commu-
 nity colleges/technical institutes the figures are misleading.
 The community college/technical institute figure of 23:1 is
 exactly that--1 instructional teacher for every 23 students;
 whereas the 20:1 ratio of the public schools will increase
 significantly when all the state librarians and assistant
 principals (on state payroll) are removed from the teacher
 ranks to the non-teacher rolls. This adjustment would increase
 the correlation between the two systems--(relative only to
 the instructional personnel allocated).

³⁰"Student Count Needs Scrutiny," (Editorial), The
[Raleigh] News and Observer, January 30, 1977.

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District 2 in the southeast region of North Carolina.

Education District 2 is chosen as the initial model to analyze because of geographical proximity to the author and personal interest the author has in this particular region of the state.

Data compilation includes the following non-teaching positions allotted to the public schools:

1. regional office staff involving the positions of director, coordinator, statistical analyst, secretary and librarian;

2. local educational administrative staff including the positions of superintendent, assistant superintendent, principal, assistant principal (non-teaching only), guidance, supervisor, clerical, technical, and other state funded non-teaching positions.

The non-teaching positions of the community college/technical institutes include the president, instructional dean, administrator, counselor, registrar, librarian, learning lab coordinator, bookkeeper, and clerical.

It should be pointed out that the ratio of community college/technical institute non-instructional personnel to students for the hypothetical model was 1:47, and for the

³¹The southeast region is officially designated as including the following counties: Duplin, Pender, Onslow, New Hanover, Brunswick, Sampson, Wayne, Greene, Lenoir, Craven, Pamlico, Carteret and Jones. See Education District Map of North Carolina in Appendix B.

TABLE X

REGIONAL MODEL FOR COMMUNITY COLLEGES

Institution	1976 (FTE) ^a	State allotted non-teaching positions								
		Total	Pres.	Instr. Dean	Admin.	Couns./ Registrar	Lib.	Learn. Lab	Bkpg.	Cler.
Caldwell CC, Lenoir	2,067	41	1	1	7	7	3	4	2	16
Cape Fear TI, Wilmington	3,173	58	1	1	9	10	5	5	2	25
Carteret TI, Morehead	1,083	28	1	1	6	4	2	3	1	10
Coastal Carolina CC, Jacksonville	2,456	41	1	1	7	7	3	4	2	16
Craven TI, New Bern	1,485	28	1	1	6	4	2	3	1	10
Pamlico TI, Alliance	356	16	1	1	4	1.5	1.5	2	1	5
James Sprunt Inst., Kenansville	1,257	28	1	1	6	4	2	3	1	10
Sampson TI, Clinton	1,246	28	1	1	6	4	2	3	1	10
Wayne CC, Goldsboro	<u>2,886</u>	<u>49</u>	1	1	8	8.5	4	4.5	2	20
Ratio 1:50	16,009	317								

^a

FTE data projected by Office of Community Colleges, Raleigh. Data dated June 27, 1975.

TABLE XI

REGIONAL MODEL FOR PUBLIC SCHOOLS

School System	ADM	State allotted non-teaching positions ^a								
		Total	Admin	Prin	Asst Prin	Guid	Cler	Superv	Other	Tech
Duplin County, Kenansville	9,382	48	2	17	5	5	16	2	1	0
Sampson County, Clinton	7,782	57	3	20	4	4	20	2	3	1
Clinton City, Clinton	3,187	16	1	5	1	3	5	1	0	0
New Hanover, Wilmington	20,202	119	6	30	22	16	17	5	22	1
Brunswick County, Southport	7,744	42	2	11	4	8	13	2	2	0
Pender County, Burgaw	4,749	31	1	12	0	5	11	1	1	0
Onslow County, Jacksonville	15,341	99	3	23	6	13	21	4	29	0
Wayne County, Goldsboro	14,410	75	3	20	14	11	17	4	4	2
Goldsboro City, Goldsboro	5,836	42	4	8	5	9	12	1	3	0
Green County, Snow Hill	3,866	36	2	9	2	6	10	1	6	0
Lenoir County, Kinston	6,835	53	2	11	5	10	14	2	9	0
Kinston City, Kinston	5,416	36	2	9	3	6	9	1	6	0
Craven County, New Bern	7,877	45	3	12	2	6	15	2	3	2
New Bern City, New Bern	5,570	38	3	9	3	6	11	2	4	0
Carteret County, Beaufort	7,283	41	2	12	3	6	11	2	5	0
Jones County, Trenton	2,278	22	1	6	0	4	8	1	2	0
Pamlico County, Bayboro	2,334	16	1	4	1	1	7	1	1	0
Total ADM Served	130,092									
Total State funded non-teaching positions.....		827.5								
Ratio of non-teaching positions to students served.....										1:157
Regional Office Staff (Region 2) ^b	Dir	Coordin	Lib	Secretary	Stat. Analyst	Total				
	1	6		3-1/2	1	11-1/2				

^a

Statistical Profile, North Carolina Public Schools, 1976, Division of Management Information Systems, Controller's Office, Department of Public Education, Raleigh.

^b

Southeast Regional Office data verified by Carlton Fleetwood, Director of Southeast Regional Education Center, January 18, 1977. See chart denoting regional centers in appendices.

TABLE XII

STATE MODEL FOR COMMUNITY COLLEGES/TECHNICAL INSTITUTES

Institution	1976 FTE	Pres	Instr Dean	Admin	C/R	Lib	L/L	Bkpg	Cler	Total
Anson TI	892	1	0	5	3	2	2.5	1	8	22.5
Asheville-Buncombe TI	2,376	1	1	7	7	3	4	2	15	90
Beaufort County TI	1,689	1	1	7	5.5	3	3.5	1	12	34
Bladen TI	619	1	0	5	2	2	2.5	1	6	19.5
Blue Ridge TI	1,147	1	1	6	4	2	3	1	10	28
Caldwell CC/TI	2,067	1	1	7	7	3	4	2	16	41
Cape Fear TI	3,173	1	1	9	10	5	5	2	25	58
Carteret TI	1,083	1	1	6	4	2	3	1	10	28
Catawba Valley TI	2,404	1	1	7	7	3	4	2	15	40
Central Carolina TI	3,033	1	1	9	10	5	5	2	25	58
Central Piedmont CC	10,869	1	1	23	31	18	12	7	76	169
Cleveland County TI	1,822	1	1	7	5.5	3	3.5	1	12	34
Coastal Carolina CC	2,456	1	1	7	7	3	4	2	16	41
College of the Albemarle	1,404	1	1	6	4	2	3	1	11	29
Craven CC	1,485	1	1	6	4	2	3	1	11	29
Davidson County CC	2,022	1	1	7	7	3	4	2	16	41
Durham TI	2,086	1	1	7	7	3	4	2	15	40
Edgecombe TI	1,165	1	1	6	4	2	3	1	10	28
Fayetteville TI	4,602	1	1	12	14.5	8	6.5	3	37	83
Forsyth TI	2,944	1	1	8	8.5	4	4.5	2	19	48
Gaston College	2,827	1	1	8	8.5	4	4.5	2	20	49
Guilford TI	3,931	1	1	10	11.5	6	5.5	2	29	66

(continued)

TABLE XII (continued)

Institution	1976 FTE	Pres	Instr Dean	Admin	C/R	Lib	L/L	Bkpg	Cler	Total
Halifax County TI	1,044	1	1	6	4	2	3	1	10	28
Haywood TI	1,451	1	1	6	4	2	3	1	10	28
Isothermal CC	1,013	1	1	6	4	2	3	1	11	29
James Sprunt TI	1,257	1	1	6	4	2	3	1	10	28
Johnston TI	1,923	1	1	7	5.5	3	3.5	1	12	34
Lenoir CC	2,742	1	1	8	8.5	4	4.5	2	20	49
Martin TI	775	1	0	5	3	2	2.5	1	8	22.5
Mayland TI	706	1	0	5	3	2	2.5	1	8	22.5
McDowell TI	476	1	0	4	1.5	1.5	2	1	5	16
Mitchell CC	1,372	1	1	6	4	2	3	1	11	29
Montgomery TI	592	1	0	5	2	2	2.5	1	6	19.5
Nash TI	1,330	1	1	6	4	2	3	1	10	28
Pamlico TI	356	1	0	4	1.5	1.5	2	1	5	16
Piedmont TI	1,209	1	1	6	4	2	3	1	10	28
Pitt TI	1,994	1	1	7	5.5	3	3.5	1	12	34
Randolph TI	1,289	1	1	6	4	2	3	1	10	28
Richmond TI	1,331	1	1	6	4	2	3	1	10	28
Roanoke,Chowan TI	1,030	1	1	6	4	2	3	1	10	28
Robeson TI	1,670	1	1	7	5.5	3	3.5	1	12	34
Rockingham CC	1,704	1	1	7	5.5	3	3.5	1	13	35
Rowan TI	1,953	1	1	7	5.5	3	3.5	1	12	34
Sampson TI	1,246	1	1	6	4	2	3	1	10	28
Sandhills CC	2,556	1	1	8	8.5	4	4.5	2	20	49

(continued)

TABLE XII (continued)

Institution	1976 FTE	Pres	Instr Dean	Admin	C/R	Lib	L/L	Bkpg	Cler	Total
Southeastern CC	1,949	1	1	7	5.5	3	3.5	1	13	35
Southwestern TI	1,103	1	1	6	4	2	3	1	10	28
Stanly TI	1,400	1	1	6	4	2	3	1	10	28
Surry CC	1,604	1	1	7	5.5	3	3.5	1	13	35
TI of Alamance	1,832	1	1	7	5.5	3	3.5	1	12	34
Tri-County TI	898	1	0	5	3	2	2.5	1	8	22.5
Vance-Granville TI	1,374	1	1	6	4	2	3	1	10	28
Wake TI	2,127	1	1	7	7	3	4	2	15	40
Wayne CC	2,886	1	1	8	8.5	4	4.5	2	20	49
Western Piedmont CC	1,871	1	1	7	5.5	3	3.5	1	13	35
Wilkes CC	2,200	1	1	7	7	3	4	2	16	41
Wilson County TI	<u>1,265</u>	<u>1</u>	<u>1</u>	<u>6</u>	<u>4</u>	<u>2</u>	<u>3</u>	<u>1</u>	<u>10</u>	<u>28</u>
TOTALS	107,624	57	49	394	335	174	206	81	809	2,105

1975-76 Ratio 1:51 (state-wide)

L/L = Learning Lab

C/R = Counselor/Registrar

TI = Technical Institute

CC = Community College

TABLE XIII

STATE MODEL FOR PUBLIC SCHOOLS (K-12)

System	1976 ADM	Adm	Prin	N/T	Guid	Psy	Supv	O/P	Tech	Cler	Total
Alamance County	13,176	9	21	5	18	1	3	1	0	17	75
Burlington	8,660	2	12	5	14	0	2	2	0	10	47
Alexander County	5,032	1	8	1	4	0	1	1	0	11	27
Alleghany County	1,903	1	4	0	1	0	1	0	0	5	12
Anson County	5,597	3	11	2	3	0	1	3	1	13	37
Ashe County	4,478	2	10	0	3	0	3	16	0	13	47
Avery County	3,079	1	7	1	3	0	1	3	0	12	28
Beaufort County	4,539	1	9	0	1	0	1	15	0	10	37
Washington City	4,001	2	5	3	3	1	1	1	0	7	23
Bertie County	5,340	2	12	0	4	0	2	6	0	13	39
Bladen County	7,140	2	14	0	7	0	2	11	0	10	46
Brunswick County	7,744	2	11	4	8	1	2	1	0	13	42
Buncombe County	23,610	4	35	11	16	1	6	67	0	45	195
Asheville City	6,546	2	11	9	11	1	2	3	0	8	47
Burke County	13,976	4	2	9	17	1	4	11	0	17	55
Cabarrus County	9,394	3	12	6	9	1	3	0	1	2	37
Concord City	3,323	1	5	1	5	0	1	12	0	8	33
Kannapolis City	5,815	5	9	2	5	1	2	2	0	9	35
Caldwell County	14,627	4	24	8	14	0	4	14	0	27	95
Camden County	1,472	1	3	0	1	0	1	0	0	3	9
Carteret County	7,283	2	12	3	6	1	2	4	0	11	41
Caswell County	4,704	3	13	1	3	0	1	2	0	15	38

(continued)

TABLE XIII (continued)

System	1976 ADM	Adm	Prin	N/T	Guid	Psy	Supv	O/P	Tech	Cler	Total
Catawba County	12,595	3	19	5	13	1	3	20	0	3	67
Hickory City	5,716	3	11	2	3	0	2	1	0	11	33
Newton-Conover City	3,015	3	7	0	2	0	1	0	0	6	19
Chatham County	6,643	4	13	2	7	0	2	25	0	11	64
Cherokee County	3,857	1	7	0	2	0	1	3	0	10	24
Edenton-Chowan County	2,672	1	5	1	2	0	1	0	1	9	20
Clay County	1,105	1	2	0	1	1	1	4	0	3	13
Cleveland County	9,596	2	18	4	10	1	2	0	0	21	58
Kings Mountain City	4,253	1	8	3	3	0	2	7	0	10	34
Shelby City	4,551	1	8	3	4	0	1	12	0	9	38
Columbus County	9,365	2	16	3	6	0	2	13	0	19	61
Whiteville City	3,046	1	5	2	2	1	1	2	0	4	18
Craven County	7,877	3	12	2	6	1	2	2	2	15	45
New Bern City	5,570	3	9	3	6	1	2	3	0	11	38
Cumberland County	35,120	7	53	34	35	2	9	7	0	44	191
Fayetteville City	10,842	2	17	10	13	1	3	7	0	18	71
Currituck County	2,322	1	4	4	2	1	0	5	0	5	22
Dare County	1,976	3	4	1	1	0	0	4	0	2	15
Davidson County	15,802	3	24	3	16	1	8	13	0	30	98
Lexington City	4,328	2	9	3	4	0	1	0	0	9	28
Thomasville City	3,260	1	6	1	3	0	1	2	0	7	21
Davie County	4,757	3	7	1	5	0	1	3	0	6	26
Duplin County	9,382	2	17	5	5	0	2	1	0	16	48

(continued)

TABLE XIII (continued)

System	1976 ADM	Adm	Prin	N/T	Guid	Psy	Supv	O/P	Tech	Cler	Total
Durham County	16,137	3	21	14	18	0	4	10	0	14	84
Durham City	9,820	2	19	12	12	5	3	1	0	23	77
Edgecombe County	6,650	3	10	5	3	0	2	1	1	11	36
Tarboro City	3,428	2	5	1	2	1	1	2	0	6	20
Winston-Salem/Forsyth County	44,498	10	61	38	51	3	11	36	0	4	214
Franklin County	4,752	1	10	2	2	0	2	3	0	9	29
Franklinton City	1,443	1	2	0	1	0	0	0	1	3	8
Gaston County	34,206	7	55	12	31	2	9	25	0	44	185
Gates County	2,098	1	5	2	2	1	1	2	0	7	21
Graham County	1,591	1	4	0	1	0	1	5	0	5	17
Granville County	7,671	2	14	4	7	0	2	15	0	10	54
Greene County	3,866	2	9	2	6	0	1	6	0	10	36
Guilford County	25,654	4	40	16	33	3	7	8	0	88	199
Greensboro City	27,240	3	46	22	59	3	7	9	0	53	202
High Point City	10,712	4	17	8	13	2	3	7	1	18	73
Halifax County	8,453	3	17	7	6	0	2	4	0	2	41
Roanoke Rapids	3,033	1	5	2	2	0	1	1	0	5	17
Weldon City	1,760	1	3	2	1	0	0	0	0	3	10
Harnett County	11,947	2	19	0	9	0	3	0	0	23	56
Haywood County	9,298	2	16	6	10	3	2	2	2	19	62
Henderson County	8,087	2	15	2	7	0	2	24	2	20	74
Hendersonville City	1,783	1	4	1	2	1	1	0	0	4	14
Hertford County	5,264	2	8	3	5	0	1	4	0	12	35

(continued)

TABLE XIII (continued)

System	1976 ADM	Adm	Prin	N/T	Guid	Psy	Supv	O/P	Tech	Cler	Total
Hoke County	4,751	1	7	2	5	0	1	16	0	12	44
Hyde County	1,248	1	3	0	1	0	1	0	0	5	11
Iredell County	10,518	2	20	3	9	1	6	10	3	17	71
Mooresville City	2,555	1	5	1	2	0	1	11	0	5	26
Statesville City	4,028	1	9	2	4	1	1	4	0	10	32
Jackson County	3,782	1	7	3	2	0	1	9	0	8	31
Johnston County	15,484	6	23	4	14	1	4	8	0	25	85
Jones County	2,278	1	6	0	4	0	1	2	0	8	22
Sanford/Lee County	7,550	2	13	5	6	0	2	5	0	17	55
Lenoir County	6,835	2	11	5	10	1	2	8	0	14	53
Kinston City	5,416	2	9	3	6	1	1	5	0	9	36
Lincoln County	8,586	3	18	4	8	1	3	4	0	24	65
Macon County	3,381	2	10	1	2	0	1	5	1	12	34
Madison County	2,922	1	6	2	1	0	1	3	0	8	22
Martin County	6,186	2	13	3	6	0	2	3	0	11	40
McDowell County	6,934	2	12	5	9	2	2	6	0	13	51
Charlotte/Mecklenburg County	77,557	23	105	71	99	9	18	115	100	121	661
Mitchell County	2,904	1	8	0	2	0	1	2	0	8	22
Montgomery County	4,426	1	10	2	3	1	1	2	0	9	29
Moore County	9,210	2	19	3	10	1	3	1	3	17	59
Nash County	10,936	2	18	8	9	0	3	3	4	42	89
Rocky Mount City	6,644	3	12	5	12	0	2	1	1	12	48
New Hanover County	20,202	6	30	22	16	0	5	22	1	17	119

(continued)

TABLE XIII (continued)

System	1976 ADM	Adm	Prin	N/T	Guid	Psy	Supv	O/P	Tech	Cler	Total
Northampton County	5,579	2	14	0	5	1	2	2	0	18	44
Onslow County	15,341	3	23	6	13	2	4	27	0	21	99
Orange County	5,161	1	8	6	7	0	1	2	0	9	34
Chapel Hill/Carrboro City	5,478	3	9	4	8	5	1	3	0	5	38
Pamlico County	2,334	1	4	1	1	0	1	1	0	7	16
Elizabeth City/Pasquotank County	5,965	2	9	3	3	0	2	6	0	10	35
Pender County	4,749	1	12	0	5	0	1	1	0	11	31
Perquimons County	1,914	1	4	0	1	0	1	3	0	5	15
Person County	6,349	2	11	4	4	1	2	4	0	15	43
Pitt County	11,471	2	21	3	12	0	3	11	0	22	74
Greenville City	5,562	2	9	4	8	0	2	3	1	9	38
Polk County	1,806	1	6	0	1	0	1	5	0	9	23
Tryon City	661	1	1	0	1	0	0	0	0	3	6
Randolph County	13,498	4	19	2	11	1	4	12	0	3	56
Asheboro City	4,550	2	8	3	4	0	1	15	0	6	39
Richmond County	9,682	5	16	2	8	0	2	36	0	19	88
Robeson County	13,350	3	24	6	8	1	3	8	0	29	82
Fairmont City	2,710	1	4	1	1	0	1	2	0	6	16
Lumberton City	4,783	4	8	4	3	0	1	4	0	8	32
Maxton City	1,424	1	3	1	1	0	0	0	1	4	11
Red Springs City	1,786	1	3	1	1	0	0	1	0	4	11
St. Pauls City	1,661	1	2	1	2	0	1	1	0	3	11
Rockingham County	5,059	4	9	0	0	0	9	3	0	9	34

(continued)

TABLE XIII (continued)

System	1976 ADM	Adm	Prin	N/T	Guid	Psy	Supv	O/P	Tech	Cler	Total
Eden City	4,767	1	9	2	3	1	1	0	0	9	26
Madison-Mayodan City	2,969	1	5	1	3	0	1	3	0	4	18
Reidsville City	4,803	2	8	3	5	0	1	12	0	8	39
Rowan County	14,370	3	21	7	15	1	4	1	0	27	79
Salisbury City	3,181	1	6	2	5	0	1	4	0	8	27
Rutherford County	10,935	2	24	3	10	0	3	9	0	30	81
Sampson County	7,782	3	20	4	4	0	2	3	1	20	57
Clinton City	3,187	1	5	1	3	0	1	0	0	5	16
Scotland County	7,325	4	15	4	7	1	2	19	0	11	63
Stanly County	7,155	2	14	2	5	1	2	3	0	19	48
Albemarle City	2,588	1	6	2	3	0	1	4	0	6	23
Stokes County	6,460	2	14	6	6	0	2	0	0	16	46
Surry County	8,640	2	14	1	4	1	2	5	0	17	46
Elkin City	1,127	1	3	0	1	0	1	0	1	3	10
Mt. Airy City	2,436	4	4	0	3	0	1	5	0	4	21
Swain County	1,742	1	5	0	1	0	1	1	0	7	16
Transylvania County	4,649	1	9	1	6	0	1	2	0	8	28
Tyrrell County	938	1	2	1	1	0	1	1	0	4	11
Union County	11,276	2	21	6	12	1	3	6	1	22	74
Monroe City	3,258	2	5	2	3	2	1	1	0	7	23
Vance County	7,897	2	15	5	7	0	2	9	1	17	58
Wake County	33,728	5	44	31	33	1	9	50	0	44	217
Raleigh City	19,676	4	33	15	28	1	5	8	0	42	136

(continued)

TABLE XIII (continued)

System	1976 ADM	Adm	Prin	N/T	Guid	Psy	Supv	O/P	Tech	Cler	Total
Warren County	3,870	2	8	1	3	0	1	4	0	6	25
Washington County	3,798	1	7	0	4	0	1	4	0	6	23
Watauga County	4,892	1	10	2	4	1	1	3	0	8	30
Wayne County	14,410	3	20	14	11	2	4	2	2	17	75
Goldsboro City	5,836	4	8	5	9	1	1	2	0	12	42
Wilkes County	12,098	3	20	3	13	1	4	38	0	21	103
Wilson County	4,932	2	9	5	6	1	2	12	0	14	51
Elm City	1,497	1	2	0	1	0	0	0	0	5	9
Wilson City	6,856	4	12	6	5	0	2	6	0	11	46
Yadkin County	5,707	2	10	2	6	0	2	22	0	10	54
Yancey County	2,973	1	8	0	1	0	1	2	0	10	23
TOTALS	1,171,444	357	1,953	667	1,169	90	333	1,110	133	2,068	7,880
Regional Service Centers (5 centers)											<u>99</u>
1975-76 non-institutional positions allotted by state to public schools											7,979
Fiscal Year	<u>N. C. Public Schools (K-12)</u>		<u>CC/TI (13 & 14)</u>								
1975-76	1,171,444:7,979		108,624:2,105		students:Admin staff		students:admin staff				
Ratio	1:147		1:51								
<p>N/T = Non-teaching Assistant Principal O/P = Other Professionals</p>											

southeast region of the state it changed slightly to 1:50; however, the ratio of non-instructional personnel to students in one hypothetical public school of comparable size was 1:325 while for the sample region changed significantly to 1:157. It is to be noted that in order to determine the ratio for a given region of the state, the formula must include not only the local school non-instructional personnel, but also the local educational units' central office personnel along with the regional office staff of said region. Since all these positions are state allotted non-teaching positions to the students who reside in the southeast regional education district (#2) they had to be included in the data and therefore deflated the 1:325 ratio to be true in a single school situation. The regional ratio of 1:50 in the community college/technical institute and a ratio of 1:157 in the public schools of that region suggest a need for further study.

IV. A SUMMARY OF NORTH CAROLINA'S STATE ALLOTMENT OF NON-INSTRUCTIONAL PERSONNEL TO THE PUBLIC SCHOOLS

Chapters II and III have served to present an historical synopsis of the state's involvement with the public school system and community college system. North Carolina has progressed to the point where state expenditures for education exceed 80% of the total public school budget and 60% of the community college budget.

³²Esther O. Toon, Public School Finance Programs, 1975-76 (Washington: U. S. Government Printing Office, 1976), p. 241.

The clamor and competition for increased state aid
 for public schools and community colleges is growing louder. ³³
 It is proper to look into state statutes which determine
 where state funds must flow.

The following list includes all non-instructional
 positions recognized/funded by the state of North Carolina: ³⁴

1. superintendent of local educational administra-
 tive unit--shall meet and be elected by the local governing
 county (or city) board of education for a term of two or
 four years. State Superintendent of Public Instruction shall
 approve position. The superintendent shall not teach, and
 salary for said position shall be established by the State
 Board of Education. ³⁵ Travel supplement for position is
 based upon ADM (average daily membership) of local unit and
 will vary from \$365 to \$865 accordingly. Clerical assistance
 for said position allotted via an annual salary (determined
 by ADM of local unit), rather than as a "clerical position."
 Office expense for said position is based upon ADM and
 ranges from \$525 to \$1,300 accordingly.

³³"An Undernourished System," North Carolina Educa-
 tion (January, 1972), p. 15.

³⁴See complete state statutes regarding non-instruc-
 tional positions of the State of North Carolina in Appen-
 dix B.

³⁵Public School Laws of North Carolina, Issued by
 State Board of Education, 1974, 115-39, p. 38; 155-54, p. 44.

2. associate and assistant superintendents--allotted on basis of ADM, for a period of one year and not to exceed four. The position is subject to the variance of ADM and may not extend beyond the term of the superintendent. The superintendent shall recommend and the local board of education shall elect said position; salary schedule (12 months) adopted and published by State Board of Education. Position ³⁶ does not require formal approval by the state agency.

3. supervisors--allotment determined by teacher base allotment with a guarantee that at least one position shall ³⁷ be allotted to each County Administrative Unit.

4. attendance counselors--position determined by local superintendent with county or city having authority to employ. If paid by state funds, position must be full-time and application for full-time position must be reviewed by State Division of Teacher Allotment, and approved by ³⁸ State Board of Education.

5. psychological, guidance, health and social services--allotment of funds (not positions) determined by Controller's formula applied to ADM of grade 1-12. Funds may be used for full-time services, contracted services,

³⁶North Carolina Administrative Code, State Board of Education (Raleigh: State of North Carolina, 1976), Section 3.0609, pp. 69-70.

³⁷Ibid., Section 3.0610, p. 71.

³⁸Ibid.

paraprofessionals and aides, but may not be used to hire
³⁹
 attendance counselors.

6. clerical assistance--allocations of funds (not positions) made by Controller to school administrative units for use in each school. Financial allocation determined by
⁴⁰
 number of State allotted teacher positions in each school.

V. A SUMMARY OF NORTH CAROLINA'S STATE ALLOTMENT
 OF NON-INSTRUCTIONAL PERSONNEL TO THE
 COMMUNITY COLLEGES/TECHNICAL INSTITUTES

The literature pointed out in Chapter III community college/technical institutes began as an educational adjunct to the public school system of North Carolina. The rationale for said institutions included the need to provide a 13th and 14th school-grade experience for the returning war veterans; the universities too promoted the argument that higher education begins with juniors and seniors.

By 1963, North Carolina's public school system and state university system realized that the community colleges and technical institutes had become an established institutional partner. The Omnibus Education Act (1963) confirmed the legal existence of North Carolina's Community College System. In less than fifteen years the community colleges

³⁹ North Carolina Administrative Code, Section 3.0613, pp. 78-79.

⁴⁰ Ibid., Section 3.0616, pp. 82C, 82D.

and technical institutes have increased significantly in size and number; the percentage of state funds allotted to said institutions has gradually increased to where it nearly equals the percentage allotted to the public school system.

The following list includes all non-instructional positions recognized/funded by the state of North Carolina:

1. president--shall meet and be elected by the local governing board of trustees and approved by the State Board of Education. Salary schedule for presidents is established by State Board of Education and based upon institutional size, degree held, and experience rating. Clerical assistance for said position is determined by formula for non-teaching personnel using salary table and staffing chart. Travel supplement ranges from \$1,300 to \$2,300 per fiscal year and is determined by the distance the institution is located from Raleigh and whether the institute has carried an instructional dean position. Office supplies and materials are anticipated via a state allocation of \$4.50 per student in membership.⁴¹

The Board of Trustees, upon election of a president, shall serve to receive and approve recommendations made by the president.⁴² Upon presidential recommendation, specific non-teaching positions are approved by the trustees; to be

⁴¹North Carolina Administrative Code, Section 4D.0301, p. 81.

⁴²Ibid., Section 4D.0302, p. 92.

employed within funds available and provided for in the formula allotment. Substitutions can be made within the formula allotment, but no additions made to said allotment.⁴³

2. dean of instruction and directors of technical and vocational--recommended by president and approved by trustees; allotment determined by formula chart and salary determined by salary table. Clerical assistance determined by allotment formula and travel expense allocation of \$600 to said positions.⁴⁴

3. administrative assistant positions and/or business manager--determined by allotment formula. Positions recommended by president and approved by trustees; salary determined by salary table. Clerical assistance provided within allotment formula of clerical positions. Travel supplement of \$700 for business manager and \$400 to administrative assistant.⁴⁵

4. directors of extension and general adult--determined by formula for non-teaching positions and salary provided by state table. Recommended by president and approved by trustees; travel allowance of \$900 per each director and materials and supplies provided via \$.50 per FTE in membership of extension program.⁴⁶

⁴³North Carolina Administrative Code, Section 4D.0302, p. 92.

⁴⁴Ibid., p. 83. ⁴⁵Ibid., p. 81. ⁴⁶Ibid., p. 84.

5. librarian--provided and salaried via state formula chart; recommended by president and approved by trustees. Clerical assistance provided via non-teaching formula table. Materials and supplies provided via \$1.00 per curriculum student in membership and \$.50 per extension FTE student.⁴⁷ Travel allowance of \$500 per position allotted.

6. learning laboratory positions--provided via state non-teaching formula chart; recommended and approved by trustees; clerical assistance available via clerical allotment of formula chart. Materials and supplies provided via allotment of \$1.25 FTE student and travel allocation of \$100 per full-time learning laboratory coordinator position⁴⁸ allotted.

7. director of student personnel--position recommended by president and approved by trustees. Position allotted in staffing chart and salaried in salary table. A travel allowance of \$900 provided with a material and supplies fund of \$3.50 per curriculum student (in membership) provided⁴⁹ by state.

8. director of evening programs--position provided under identical procedure as other non-teaching positions; allotment determined by formula chart and salaried accordingly. A \$400 travel supplement allotted for said position.⁵⁰

⁴⁷ North Carolina Administrative Code, Section 4D.0302, p. 85.

⁴⁸ Ibid., pp. 85, 86. ⁴⁹ Ibid., p. 86. ⁵⁰ Ibid.

9. area coordinators--a special allocated position approved by the State Board of Education to support the program coordinators. One-half time clerical assistant provided each coordinator served (in addition to institutions formula allotment of said clerical positions). Materials and supplies fund determined as \$400 per local coordinator (supervised by area coordinator) and travel supplement of \$3,000 x each local coordinator allotted to area coordinator.⁵¹

10. clerical positions--allotted by state to institutions via staffing chart and salaried according to salary schedule of Department of Community Colleges. Positions recommended by president, approved by trustees; positions range from 2-61, based on total curriculum and regular budget extension FTE.⁵²

In brief, when comparing the decision-making process that exists for community colleges v. public schools the element of "conflict" exists. North Carolina public schools and community colleges are governed by the same State Board of Education; allotment formulas, salary schedules, fringe benefits, fiscal budgets, etc., are recommended and approved by the same board of education. Organizationally, the State

⁵¹North Carolina Administrative Code, Section 4D.0302, p. 84. It should be noted that the services provided to community college closely resemble those provided local administrative units via regional office.

⁵²Ibid., pp. 53-55.

Board of Education looks to the Controller's Office to review and approve public school budget and allotment of teaching and non-teaching personnel; whereas, the State Board of Education delegates to the State President for Institutional Services of the Department of Community Colleges authority to examine, adjust, and approve budgets submitted. Conflict regarding the inconsistent application of authority v. responsibility is most likely to continue until another governing structure is implemented. The Renfro Commission's recommendations would serve to eliminate such conflict by the establishment of a separate board of education for community colleges. The commission also recommended an elected (rather than appointed) State Board of Education; the board then would appoint a Superintendent of Public Instruction. The proposed organization emphasizes clarity of responsibility and authority and a proposed reduction of conflict.

Tables X, XI, XII, and XIII serve to illustrate the non-teaching numerical and financial considerations that exist on the local, regional and state level in North Carolina. Data relative to the 1976 school year for North Carolina's public schools and community colleges demonstrate the greater number of non-teaching personnel allotted by the state to community colleges as compared to the public schools.

⁵³It is recommended that further study be done to investigate the characteristics of the community college

Review of Sections 115 and 115A of the Public School Laws of North Carolina as well as the recently adopted North Carolina Administrative Code has served as another point of comparison. The two institutions are governed much in the same style, providing for a greater amount of decision-making at the local level by the board of education (public schools) and/or board of trustees (community college) with some approval necessary at the state level by State Board of Education (e.g., superintendent of local unit and president of community college must be approved at local and state level). The community college guidelines established via state statute provide for more flexibility and variance than the public schools. Community college non-teaching allotment is positional; the number allotted is determined via a state staffing chart for community colleges/technical institutes. Positions needed in one area can be substituted with positions allotted to another area for a period of a year. Office expense and travel supplement exists for most non-teaching positions which add significant benefits to said positions.

student and institution in that the existing state model is allotted approximately 3 non-teaching positions to the public school's one.

CHAPTER V

SUMMARY, FINDINGS, AND EPILOGUE

CHAPTER V

SUMMARY, FINDINGS, AND EPILOGUE

The purpose of this study was to analyze the North Carolina state system of allotting administrative positions to the community colleges/technical institutes and public elementary/secondary schools and to make recommendations concerning future allocations.

SUMMARY

The study is factual in its presentation; it deals with five questions which serve as guides in directing the study. The writer sought to present an orderly arrangement of historical data, legal documents, and state and federal documents relating to the study.

Data for each chapter were obtained by a variety of methods, each unique to the particular chapter. The introduction to Chapter I resulted from a review of the literature. Chapter II contained a chronological presentation of events significant to the topic of this dissertation. The chapter included historical research derived from pertinent books, articles, and historical documents. The emphasis for that chapter was to present an historically valid developmental picture of the public schools of North Carolina, highlighting the delimiting/regressive factors as well as events

which had an expanding/progressive effect upon the public school system. Chapter III involved a thorough study of the North Carolina community college system. The case of Zimmerman v. Board of Education, 199 N. C. 259-264 (1930) was of particular importance to the community college movement in North Carolina. All provisions were included in Appendix A for Chapter III. In Chapter IV several points of comparison are made via the (1) organizational framework of the State Board of Education governing both institutions, (2) data sheets relating (1976) non-teaching state allotments to community colleges/technical institutes v. public elementary/secondary schools; comparative tables showing local, regional and statewide non-teacher allotment, and (3) review of North Carolina Public School Law and North Carolina Administrative Code in order to determine non-teaching positions that are established by state statute for the Department of Community Colleges and Department of Public Instruction. The state provisions were included in Appendix B for Chapter IV.

FINDINGS

There were five questions set forth to serve as guides to the dissertation and to be answered as a result of said study.

1. The first was to determine via a review of the literature if the public community college/technical institute

had been established as a legal extension of the public high school. The literature revealed that the North Carolina community colleges/technical institutes began as an upward extension of the public high school--often referred to as the thirteenth and fourteenth grades. Close ties with the public schools have existed since the 1920's, as Buncombe County housed its first junior college students in public school buildings. Later, in 1952, State Superintendent of Public Instruction Clyde Erwin appointed Dr. A. S. Hurlburt to direct studies in education. Dr. Hurlburt's Community College Study presented a major argument in behalf of the community college system. In either case, it was the public school bureaucracy that housed the community college concept, program, and student; it was the Department of Public Instruction that funded the research that Dr. Hurlburt did in behalf of community colleges.

2. The second question was to determine if state level control and supervision of community colleges/technical institutes most often came under the same agency responsible for the public schools. History relates that after World War II the state's universities were promoting themselves as schools for juniors and seniors. Due to the number of World War II veterans and others desiring post high school degrees, the universities were caught unprepared and overcrowded. They were anxious to divorce themselves from the thirteenth and fourteenth grades and become specialist

schools. The Zimmerman Case assured the Buncombe County junior college that it was a financial adjunct to the Buncombe County public schools; the State Supreme Court found the junior college to be a legal part of the county's public school system, thereby deserving of equal local tax support. The precedent set by this case is recognized today in Article I, Section 115A-1, Statutes of Community Colleges, Technical Institutes, and Industrial Education Centers.

The junior college was governed initially by local boards until 1955 when the Commission on Higher Education recommended the formation of the State Board of Higher Education. The chairman of that board, D. Hiden Ramsey, soon advocated a tax supported junior college system that would cut local ties and give more institutional control to the State Board of Higher Education. The Industrial Education Centers were begun in 1957; however, these institutions were governed by the State Board of Education. This dual system continued until 1963 when the Carlyle Commission, appointed by Governor Terry Sanford, recommended that both institutions merge to form a comprehensive community college system to be governed by the State Board of Education. The recommendation appeared in the form of the 1963 Omnibus Higher Education Act and was enacted by the legislature. Since ratification of said act the State Board of Education has governed both the community college system and the public school system and has allocated state revenues to each. Article I, Section 115

and Section 115A include the legal statutes by which both institutions must operate; both sections can be found in the North Carolina Public School Law book since both are governed by the same State Board of Education.

3. The third question relates to the patterns of organization and control in community colleges/technical institutes and whether they model those patterns of the secondary school orientation.

The data presented and analyzed in Chapter IV has revealed that in no situation in North Carolina is the administrator-pupil ratio as low in the public school system as in the community college system. No studies have been undertaken to determine if patterns of organization relative to the non-administrative/instructional state positions model those of the secondary school orientation.

As a result of the 1963 Omnibus Higher Education Act the control of the community college/technical institute and the public school system rests firmly in the hands of the State Board of Education. A significant portion of the control of the Community College System has been delegated to the Department of Community Colleges; however, the Controller, whose office and leadership is appointed by the State Board of Education, continues to reduce the autonomy of the Department of Public Instruction considerably.¹

¹Note: The Renfro Commission report of December, 1976 recommended deleting the office of Controller or placing

The Renfro Commission has established a trend away from the dual control pattern of public schools and community colleges, in favor of the community college system providing for its own separate board of control.

4. The fourth question asked whether state funded administrative positions to community colleges/technical institutes of North Carolina are correlated with those of state public schools.

An analysis of the data presented in Chapter IV revealed that on the local school level, the regional level, and/or the state-wide level there existed no significant level of correlation between the community colleges and public schools regarding state funded administrative positions. A state-wide ratio of 1:51 for the community colleges and 1:147 for the public schools was found to be the closest correlation of state allotted administrative positions. No studies have been undertaken to determine why the community college students and staff require such a greater number of administrators than do the public schools. It is recommended that further study be done to investigate the characteristics of the community college student and institution in that the

the position under the supervision of the Department of Public Instruction. The argument presented for such change included that at times the Controller, who is appointed by the State Board of Education, is in conflict with the elected State Superintendent of Public Schools. In some duties he has as much power as the elected superintendent.

existing state model is allotted three non-teaching positions to the public school's one.

5. The fifth question was to determine whether the community college/technical institute of North Carolina should strive to imitate the university model, the public school model, or develop a unique model of its own.

A review of the literature and analysis of the data revealed that although community colleges are promoted philosophically as an extension of the high school and are governed by the same State Board of Education, their organization and control differ from that of the public school. It is illogical to believe that the community colleges/technical institutes would initiate a reduction in their present state allotment of administrative positions simply to reflect the model of the public school.

The Renfro Commission stated in their report to the State Board of Education, December 1976, that efforts to become a unique part of the North Carolina educational system will be enhanced when a separate board of education is formed to govern the Department of Community Colleges. Community colleges can not achieve full potential in North Carolina until separated philosophically and legally from the public schools and two-year undergraduate program rationales.

Due to the groundwork laid by Hurlburt's Community College Study and the Carlyle Commission's endorsement of

that study in 1963, the State Board of Education has permitted the Department of Community Colleges to propagate an administrative organization closely aligned to that of higher education, rather than pursue a model unique unto itself. In April of 1977, Wake County taxpayers cried out against the high salary paid to the president of Wake Technical Institute; this is one of many examples of the inappropriateness of the model of the university or public school when applied to the community college.

Although community colleges are a logical part of higher education, it is illogical to conceive of them in this respect and, at the same time, govern them externally as adjuncts to the public schools.

This study has focused upon the historic, developmental existence of two educational institutions of North Carolina--the public schools and community colleges/technical institutes. Historical documentation as well as statistical data have served to compare non-teaching state allotted positions presently allotted each institution. The state statutes which provide said allotments were examined. Historical, statistical and statutory references provided evidence that no significant correlation or equity of state funded non-teaching positions existed between said institutions.

EPILOGUE

The purposes of this study have been to describe and analyze the present relationship between elementary-secondary schools and community college/technical institutes in North Carolina through the specific examination of this state's system of allocating non-instructional personnel to administer said institutions. However, as the writer continued to investigate and compile data, several issues and phenomena inherent to this study--but not directly related to the topic--were recorded.

The historical research presented in Chapter II revealed that the public schools of North Carolina have expanded with the state, in spite of the uncommitted political leadership that existed from time to time. There has been no grand scheme of long-range planning evident in the public school movement, but rather it has evolved via the legislature's positive reaction to the state's educational needs. There have been situations when the "supply" was less than the "demand" which resulted in cutbacks in personnel, programs and monies. Significant legislation in support of public school education has included:

1. the advance from a two-month to a nine-month school year;
2. the change from local to state support of public schools (81%);

3. the comprehensive state-level support provided by over 500 employees of the Department of Public Instruction;
4. the progress, change and support for new school facilities;
5. compulsory attendance laws;
6. consolidation of over 2000 school units to the present 145 local school units.

The data reported in Chapter IV relates that the efficiency record of the public schools would be enhanced if several more local school units consolidated. Local administrative units such as Robeson County would feasibly merge with its "five" special administrative units (Fairmont City, Lumberton City, Maxton City, St. Pauls, and Red Springs) to form one county system and thereby reduce the number of central office staff, as well as other non-instructional state allotted positions, that continue to exist and endorse "top heaviness" within the present public school system. The North Carolina Division of Planning recommends a school district to include 10,000 to 15,000 students in order for a school system to operate efficiently while providing a broad range of services and programs.² If all special administrative units having less than 10,000 students were to merge

²Division of School Planning, A Resource for Planning and Decision Making (Raleigh: Department of Public Instruction, November, 1976), p. 80.

with their host county unit, the number of central office staffs would reduce by forty-one. Much of the consolidation that has occurred since 1963 can be attributed to the Car-lyle Commission which stated

. . . The smallness of so many of our public schools makes them incapable of providing the variety and depth of education experience their students deserve; for such schools, consolidation is the only reasonable source.³

Consolidation of several small local school units into one larger system yields administrative efficiency, which in turn improves credibility between the Department of Public Instruction and its funding agency--the legislature.

Before much concern is given to the "costs" of the present administrative model that the state is supporting at the community college level--and the comparatively fewer students per administrator evidenced in said community college model--the public school system must continue an efficiency awareness of its own. A reorganization of the state's county and city administrative units to formulate larger local administrative systems would mean that administration of said systems would have responsibilities for a greater geographic area, but it would also set up a more efficient State System of Public Education. (See Appendix C for maps depicting realignment of administrative units.)

³Horace Hamilton, Community Colleges for North Carolina, A Study of Need, Location, and Service Areas, for the North Carolina Board of Higher Education and the Governor's Commission on Education Beyond the High School (Raleigh: State of North Carolina, 1962), p. 5.

It should be understood that the issues presented as a result of this study may be read differently by different people. Notions about the proper shape of the political order and about the ends to be sought through educational policy may dictate various attitudes about the phenomena described. Some may regard coordination as an end in itself, and some may think the piecemeal quality of state decision-making as intrinsically meritorious.

The writer has tried to hold himself free from such prior commitments, but has endeavored to ask questions about what will be most effective in providing quality education at all levels. There is no commitment to a conflict-free politics, but rather to whatever arrangements will promote both a responsive decision-making system along with an active concern for the overall future of education.

It is observed that interlevel coordination in education is a desirable, if not essential, step. Without some effort to bring the forces of education together into some form of integrated structure, the ability of this state to undertake rational planning in education is bound to suffer. One or more of several consequences is likely to ensue. Legislators will be asked to make policy with inadequate information and recommendatory support. Resources will be allocated without consideration of the whole range of relative needs. In short, political decision-makers need help if they are to see the whole educational picture as their field of action.

In view of the information presented in Chapters II, III, and IV, the writer concludes that the interlevel relationship that exists between elementary-secondary and community college/technical institutes verges on open political conflict. The community colleges and public schools of North Carolina are concerned about the increased "costs." Community colleges are concerned about decreasing enrollments, while the elementary-secondary schools raise questions about the inadequacies and inequities of state financial support and state formulas. North Carolina state policy-makers seldom recognize the relationship as something worthy of attention and have been content, in the traditional style of politics, to take problems piece-by-piece, confronting them only when necessary and then in as small portions as possible. Educational goals seem unlikely to be reached, or at least reached efficiently, through bit-by-bit policy revision.

The writer believes the relationship between elementary-secondary and community college/technical institutes is such that it demands a united, well-coordinated interlevel effort to minimize internal conflict and at the same time be assured of a rightful share of scarce state resources. Either new formulas satisfactory to both levels will have to be negotiated under state leadership, or new institutions with power and confidence will have to emerge to coordinate claims. Otherwise, conflict for the favor of legislators and the governor seems inevitable.

If two state institutions are governed by the same State Board of Education, promoted as serving similar educational needs, and funded via state resources, it is logical to believe both institutions would closely correlate each other regarding administrative, non-teaching positions. This is not the case. The needs of both institutions are infinite and the resources finite; it seems, however, community colleges have received a more-than-equal share of non-teacher allotment resources.

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APPENDIX A FOR CHAPTER III

APPENDIX A FOR CHAPTER III

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CHARLES T. ZIMMERMAN v. BOARD OF EDUCATION OF
BUNCOMBE COUNTY et al.

(Filed 20 August, 1930.)

Schools and School Districts E c--Operation of junior college in city of Asheville is within discretion of board of education.

Where the board of commissioners of a city, constituting a special charter school district, under statutory authority have established and maintained, as a part of the public school system of the city, a junior college, the operating expenses of the college being paid from a special tax validly levied and collected in the city, and the general school fund of the district, derived from money apportioned from the general school fund of the county and from the special tax, is sufficient to pay the expenses of operating the elementary and high schools of the city for the constitutional term, and also for the operation of the junior college, and later the special charter school district is changed by statute to a local tax school district, the statute providing that the standard of education in the city be maintained and that the special tax remain in force and that the control of the schools of the city be vested in the board of education of the county with the same powers and duties as were conferred upon the board of commissioners of the city: Held, the board of commissioners of the city had the power, in the exercise of their discretion, to operate and maintain the junior college, and the board of education of the county, as its successor, has the power to operate the said junior college, certainly so long as no additional tax is required therefor, and the granting of an order restraining the board from operating the college in its discretion is error.

APPEAL by defendants from Johnson, Special Judge, at April Term, 1930, of BUNCOMBE. Reversed.

This is a controversy without action (C. S., 626), involving the opposing contentions of the parties hereto, with

respect to the power of the defendants to continue the operation of a junior college as a part of the public school system of the city of Asheville.

The plaintiff, a resident and taxpayer of the city of Asheville, upon the facts agreed, contends that the defendants have no power to maintain or to continue to operate the junior college heretofore established and operated as a part of the public school system of the city of Asheville, and to pay the expense of such operation out of the public school fund of said city. Upon the facts agreed, plaintiff prays judgment that defendants be enjoined from continuing the operation of said junior college as a part of the public school system of said city, as defendants have declared it is their purpose to do.

The defendants, the board of education of Buncombe County, and the school committee or school board of the city of Asheville, upon the facts agreed, contend that they have the power, in the exercise of the discretion vested in them by statute, to maintain and to continue to operate said junior college and to pay the expense of such operation out of the school fund available for the operation of the public school system of the city of Asheville. Upon the facts agreed, defendants pray judgment that plaintiff is not entitled to a judgment enjoining them from maintaining and continuing to operate said junior college.

Upon consideration of the facts agreed, the court was of the opinion that the junior college heretofore established and operated in the city of Asheville, as a part of the public school system of said city, is not a part of the public school system of the State of North Carolina, within the meaning of the Constitution of this State, and of the general school law enacted by the General Assembly, and that, therefore, the defendants are without power to maintain and operate said junior college, and to pay the expense of such maintenance and operation out of the public school fund available for the support of the public school system of the city of Asheville.

In accordance with this opinion, it was ordered and adjudged that defendants be and they were enjoined perpetually from maintaining and operating said junior college, and from paying the expense of such maintenance and operation out of the public school fund of the city of Asheville, as a local tax school district.

From the judgment rendered defendants appealed to the Supreme Court, assigning error on their exception to the judgment.

Anderson & Howell for plaintiff.
George Pennell and Chas. N. Malone for defendants.

CONNOR, J. Prior to 30 April, 1929, the territory embraced within the corporate limits of the city of Asheville was a special charter school district, by virtue of the provisions of chapter 16, Private Laws of North Carolina, 1923, which is entitled "An act to amend, revise and consolidate the statutes that constitute the charter of the city of Asheville." The board of commissioners of said city was expressly charged by said statutory provisions with the duty of maintaining in the city of Asheville an "adequate and sufficient system of public schools," and for that purpose was authorized and empowered to construct and maintain in said city proper school buildings which should be under its control and subject to its disposition. The said board of commissioners was also authorized and directed to apply the public school fund of the city of Asheville, exclusively, to the support of the public schools of said city. This public school fund was derived, in part, from money apportioned to said special charter school district from the general school fund of Buncombe County, and, in part, from money raised by a special tax duly authorized and levied and collected in said district.

Prior to 30 April, 1929, the board of commissioners of the city of Asheville, in the exercise of the power conferred by statute upon said board, with respect to the public schools of said city, established and maintained as a part of the public school system of said city a junior college, paying the expense of said junior college out of the public school fund of said city. The said junior college has been given an official rating by the Department of Public Instruction of the State of North Carolina as a standard junior college, in accordance with the requirements of the Southern Association of Colleges and Secondary Schools. Tuition in said college was free to all students who were residents of the city of Asheville. Applicants for admission to said college were required to show by certificate or by examination that they had completed the course of instruction prescribed by law for a standard high school. There were no requirements as to age for admission to said junior college.

The cost of operating said junior college for a full term of nine months in each school year has been approximately \$30,000. This sum has been paid out of funds derived from the special tax levied and collected in the city of Asheville. In addition to maintaining and operating said junior college, the said board of commissioners maintained and operated in the city of Asheville as parts of the public school system of said city, both elementary and high schools, in accordance

with the requirements of the general school law of this State. These schools were maintained and operated for a full term of nine months in each school year, and in all respects complied with the provisions of the general school law of the State, with respect to elementary and high school instruction.

On and prior to 30 April, 1929, the board of commissioners of the city of Asheville, which was then a special charter school district, maintained and operated in said district, a public school system consisting of (1) kindergarten schools (see Posey v. Board of Education, post, 306); (2) elementary schools, composed of seven grades; (3) high schools, composed of four grades; and (4) the junior college. The school fund of said special charter school district, derived from money apportioned to said district from the general school fund of Buncombe County, and from money derived from special taxes levied and collected in said district, was sufficient to pay the expense of maintaining the said public school system, for a term of nine months in each school year. This was the public school system which the board of commissioners of the city of Asheville, in the exercise of power conferred upon said board, established and maintained in said city, as, in its best judgment, adequate and sufficient for the city of Asheville. Prior to this controversy without action, no question seems to have been raised by any citizen of this State or by any resident or taxpayer of said city with respect to said school system, or with respect to its maintenance and operation by said board.

As a result of an election held on 30 April, 1929, pursuant to the provisions of chapter 205, Private Laws of North Carolina, 1929, the Asheville Special Charter School District became, for certain purposes, the Asheville Local Tax School District. This change in name was made, as appears from the statute, solely for the purpose of taking the control and management of the schools of the district from the board of commissioners of the city of Asheville and vesting such control and management in the defendants. It was expressly provided by the statute authorizing the change, that after such change was made, "the public school system of the Asheville Local Tax District shall be under the supervision and control of the superintendent and the board of school committeemen herein appointed, it being intended by this section to direct that the present standard of education in the public schools of the city of Asheville shall be maintained." It was also provided in said statute that the special taxes "heretofore voted in the city of Asheville for the maintenance and operation of the public schools of the city shall remain in full force and effect."

It appears from the statement of facts agreed upon which the question involved in this controversy without action was submitted to the Court, that the predecessors of the defendants, in the exercise of their best judgment, established as a part of an adequate and sufficient system of public schools for the city of Asheville, the junior college. That they had the power to establish and maintain said college, in the exercise of this discretion, it seems to us cannot be questioned. The public school fund available for the support of the public school system of the city of Asheville was sufficient not only to support the elementary and high schools, which composed a part of said system, but was sufficient also to support the kindergarten schools, which the said board was required by statute to establish and maintain. Posey v. Board of Education, supra. Said fund was also sufficient to support the junior college. No additional tax was required to provide funds for the support of said public school system, or any part of it. It is true the establishment and maintenance of the junior college was not mandatory, as was the case with the kindergarten schools, by special statute, chapter 16, Private Laws of North Carolina, 1923, and as was the case with the elementary and high schools, under the general school law of the State. C. S., 5386. The board of commissioners of the city of Asheville had the power, however, in the exercise of their discretion to establish, maintain and operate the junior college, as a part of an adequate and sufficient system of public schools for the city of Asheville, which was at that time a special charter school district and not subject to the limitations in the general school law of the State, with respect to schools maintained and operated in accordance with its provisions.

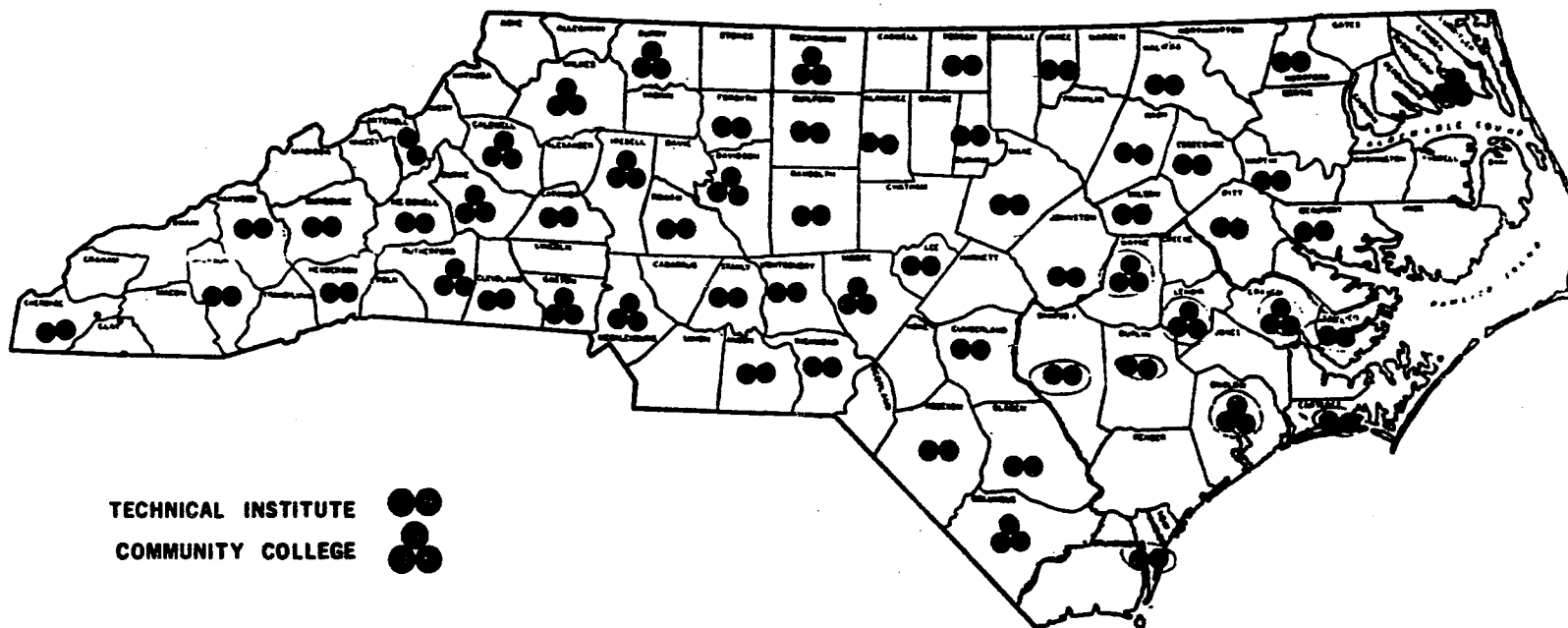
By virtue of the provision of chapter 205, Private Laws of North Carolina, 1929, the election provided for therein having resulted favorably to the extension of the corporate limits of the city of Asheville, the defendants, as the successors of the board of commissioners of the city of Asheville, have the same powers and are under the same legal duties as said board with respect to the public schools of the city of Asheville. We are of opinion that the defendants have the power in the exercise of their discretion to continue to operate the junior college heretofore established and maintained by their predecessor, the board of commissioners of the city of Asheville, certainly so long as they can do so without the levy of an additional tax for that specific purpose. If defendants shall, at any time hereafter, find that they cannot operate the said junior college, without impairing the efficiency of the elementary and high schools, and of the kindergarten schools, now forming in part the public school system of the city of Asheville, they have the power, in the exercise of their discretion, to close the

said junior college, and cease its operations. We find no statute making the operation of said junior college mandatory. Its continued maintenance and operation is within the discretion of the defendants. The exercise of such discretion by defendants is not subject to judicial review. School Committee v. Board of Education, 186 N. C., 643, 120 S. E., 202.

In accordance with this opinion, the judgment, enjoining the defendants from continuing the operation of the junior college, is

Reversed.

NORTH CAROLINA SYSTEM OF INSTITUTIONS



APPENDIX B FOR CHAPTER IV

APPENDIX B FOR CHAPTER IV

SUMMARY OF STATE ALLOTMENT FORMULAE/RATIONALE REGARDING
THE COMMUNITY COLLEGES OF NORTH CAROLINA¹SALARY SCHEDULES

(a) General:

- (1) During each fiscal year State funds will support separate tables for (A) the presidents of the institutions; (B) area coordinators; and (C) other personnel. Any expenditure of funds in support of salaries paid to personnel on the table in excess of the sums for each group must be paid from local fund sources. The State Board may, in justified cases due to over-realized enrollment, increase the number of State allotted teaching positions at any institution and thereby increased the availability of funds. (Neither additional administrative nor clerical positions will be allotted.) Upon written request and proper justification, an institution may be permitted to borrow one or more positions from its non-teaching allotments for conversion for the fiscal year only into teaching positions. Likewise, one teaching position may be borrowed and converted to an administrative or clerical position. In either instance, the borrowed position will be restored to its original employee allotment group at the end of the year at the same monetary value as when it was borrowed. The number of State allotted positions, the average salary provided for the State allotted positions times the average salary allotted are the three basic control figures in the budgeting, accounting, and administration of these salary schedules. None of these figures may be increased during the fiscal year without specific written authorization.
- (2) Definitions: The following terms as defined are used in stating salary schedule policies:
 - (A) A state allotted position is an employee position set up by operation of the staffing formula and brings into the salary schedule a specific monetary amount based on full-time employee

¹North Carolina Administrative Code, Title 16, Department of Public Education, Chapter 1--Department of Community Colleges, Subchapter 4A-0100-4D.0302, pp. 46-92.

- service for twelve months. It is also an assignable position.
- (B) An assigned position is a State allotted employee position which has been distributed to a particular salary schedule, grade, and step definitely indicating a specific pay rate based on full-time employee services for twelve months.
 - (C) A filled position is an assigned position into which a specific employee has been hired at a specific salary rate for a specific period of time during the fiscal year including time of successive employees who are employed to fill the same (or a substituted) position.
 - (D) A supernumary position is a full-time employee position in excess of the State allotted number of positions, the funding of which is made possible only by budget savings from allotted positions.
- (c) Administrative Staff: In administering the non-teaching staff salary schedule, the following statements must be observed carefully:
- (1) The average salary for all State allotted non-teaching staff positions on the teaching staff and non-teaching staff salary table shall not exceed the appropriate average unit values in State funds. A State allotted position is a State allotted position whether filled or unfilled, and each State allotted position must be assigned to a step on the salary schedule consistent with the job title and thus not be unduly depressed in monetary value in order that salaries for filled positions may be exaggerated in value. There is, however, no maximum average salary inhibition at the various salary grade levels on the schedule for administrative employees. (The regulation is otherwise for teaching employees.)
 - (2) The maximum total amount of funds available for payment of administrative employees paid on the teaching staff and non-teaching staff salary table is computed by multiplying the appropriate average unit value by the number to State allotted positions of that classification group. The amount of funds thus derived is the maximum amount of State funds which can be made available to pay for services of employees paid on that schedule (unless a full teaching position is borrowed to use as an administrative or a clerical position during the fiscal year only as heretofore described).

- (3) Every employee must meet at least the minimum academic and experience requirements prescribed for his position and for admission to the salary grade level assigned him for pay purposes.
- (e) Clerical: The salary schedule for clerical personnel may be obtained from the Department of Community Colleges.
- (f) Salary Schedules and Tables:
 - (1) Twelve-month unit allocations for the 1975-76 fiscal year are \$15,092 for instructional deans and administrators, \$14,373 for other administrators, \$14,707 for curriculum instructional units, \$6,720 for extension instructional units, and \$6,561 for clerical units.
 - (2) The average curriculum instructional unit salary for persons employed on Salary Grades A and B (not more than 20% of State-allotted positions) for 1975-76 shall not exceed \$19,119. The average curriculum instructional unit salary for persons employed on Salary Grades C and D for 1975-76 shall not exceed \$16,472.
- (g) President: The salary schedule for presidents of institutions and units is set out below. Salaries are established according to institutional size, degree held, and experience rating according to the following regulations:
 - (1) Institutional Size: Determined on basis of curriculum and regular extension FTE on which the budget of the institution is originally established for the fiscal year.
 - (2) Degrees Held: Determined on earned degrees, effective on first of calendar month after certification to the Department of Community Colleges that all degree requirements have been met. New presidents with less than master's degree will not be approved by the State Board of Education except in exceptional cases where such action is justified to the satisfaction of the State Board.
 - (3) Experience Rating:
 - (A) Experience rating steps will be automatic, with each incumbent moving the following year to the next step according to the schedule.
 - (B) One year of experience credit will not be granted for less than six months full-time service during a fiscal year.
 - (C) New presidents will be placed on annual experience rating zero.

ADMINISTRATION OF INSTITUTIONS BY
STATE BOARD OF EDUCATION

The State Board of Education may adopt and execute such policies, regulations and standards concerning the establishment and operation of institutions as the Board may deem necessary to insure the quality of educational programs, to promote the systematic meeting of educational needs of the State, and to provide for the equitable distribution of State and federal funds to the several institutions.

In order to make instruction as accessible as possible to all citizens, the teaching of curricular courses and of non-curricular extension courses at convenient locations away from institution campuses as well as on campuses is authorized and shall be encouraged. A pro rata portion of the established regular tuition rate charged a full-time student shall be charged a part-time student taking any curriculum course. In lieu of any tuition charge, the State Board of Education shall establish a uniform registration fee, or a schedule of uniform registration fees, to be charged students enrolling in extension courses for which instruction is financed primarily from State funds; provided, however, that the State Board of Education may provide by general and uniform regulations for waiver of tuition and registration fees for training courses for volunteer firemen, local law enforcement officers, and prison inmates.

The State Board of Education shall establish standards and scales for salaries and allotments paid from funds administered by the Board, and all employees of the institutions shall be exempt from the provisions of the State Personnel Act. The Board shall have authority with respect to individual institutions: to approve sites, buildings, building plans, budgets; to approve the selection of the chief administrative officer; to establish and administer standards for professional personnel, curricula, admissions, and graduation; to regulate the awarding of degrees, diplomas, and certificates; to establish and regulate student tuition and fees and financial accounting procedures.

The State Board of Education is authorized to enter into agreements with county and city board of education, upon approval by the Governor and the Advisory Budget Commission, for the establishment and operation of extension units of the community college system. The State Board is further authorized to provide the financial support for matching capital outlay and for operating and equipping extension units as provided in this Chapter for other institutions, subject to available funds.

On petition of the board of education of the school administrative unit in which an institution is proposed to be established, the State Board of Education may approve the utilization by such proposed institution of existing public school facilities, if the Board finds:

- (1) That an adequate portion of such facilities can be devoted to the exclusive use of the institution, and
- (2) That such utilization will be consistent with sound educational considerations. (163, c. 448, s. 23; 1967, c. 652; 1969, c. 1294; 1973, c. 768.²

²Laws, 115A-5, pp. 209, 210.

STANDARDS FOR FORMULA BUDGETING

- (a) Administration:
 - (1) General:
 - (A) 1101 Salaries - Administration:
 - (i) Presidents' salary on salary schedule for Chief Administrative Officers
 - (ii) Allotment of Business manager and administrative assistance positions determined by formula for non-teaching personnel using salary table and staffing chart.
- (b) Instruction - Curriculum:
 - (5) Supervision
 - (A) 2801 Salaries - Supervision: Determined by allotment for non-teaching personnel, includes Dean of Instruction and directors of technical and vocational.
 - (B) 2802 Salaries - Clerical: Determined by allotment for non-teaching personnel.
 - (C) 2805 Salaries - Other: Determined by allotment for non-teaching personnel.
- (c) Instruction
 - (2) Area Coordinators: Allocation to support the program coordinators to be made by State Board of Education separately as follows:
 - (A) 3501 Salaries - Supervision: Area Coordinators positions determined by the State Board of Education. Salary is the area determined on coordinators salary noted in 4D.0102(g).
 - (B) 3502 Salaries - Clerical: One half-time secretary for each coordinator.
- (d) Learning Resources
 - (1) Library
 - (A) 4101 Salaries - Supervision: Allotment of positions determined by formula for non-teaching personnel; includes librarian.
 - (B) 4102 Salaries - Clerical: Allotment of positions determined by formula for non-teaching personnel.
 - (C) 4105 Salaries - Other: Allotment of positions determined by formula for non-teaching personnel.
- (e) Student Services
 - (1) Student Services
 - (A) 5101 Salaries - Supervision: Allotment of positions determined by formula for non-teaching personnel, includes Director of Student Personnel.
 - (B) 5102 Salaries - Clerical: Allotment of positions determined by formula for non-teaching personnel.
 - (C) 5105 Salaries - Other: Allotment of positions determined by formula for non-teaching personnel.

- (f) Institution:
- (1) General:
 - (A) 7101 Salaries - Supervision: Allotment of positions determined by formula for non-teaching personnel; includes Director of Evening Programs.
 - (B) 7102 Salaries - Clerical: Allotment of positions determined by formula for non-teaching personnel.

GENERAL PROVISIONS

(a) Basis for Determining Equitable Distribution of State Formula Budget Funds for Operation of Individual Institutions:

- (1) The time basis for determining such fund distribution shall be the average of the end of quarter regular budgeted curriculum and extension contact hours reported for the winter, spring, summer and fall quarters immediately preceding the determination in January or February of the FTE base for budget allocations for the following fiscal year.

(d) Budget Review and Approval: The Board of Education delegated to the State President and Vice President for Institutional Services of the Department of Community Colleges authority to examine, adjust and approve budgets submitted by respective community colleges and technical institutes to the end that such budgets shall be required to conform with standing formulas and with other fiscal regulations, procedures and actions approved by the State Board of Education. Any request for funds which involves a departure from standing formulas or which constitutes an exception to fiscal regulations, procedures, and actions approved by the State Board of Education shall be denied, providing, however, that the institution may appeal such request to the State Board of Education to be decided on its merits.³

³Budget review and approval is in hands of Department of Community Colleges; public school's budget is in hands of A. C. Davis - Controller's Office.

The State Board of Education delegates to the State President for Institutional Services of the Department of Community Colleges authority to examine, adjust, and approve budgets submitted. Laws, p. 51.

Act Creating Commission

Session Laws of 1975

Chapter 888

Senate Bill 533

An Act To Require The State Board Of Education To Revise And Recodify Chapter 115 Of The General Statutes, Entitled "Elementary And Secondary Education".

Whereas, Article IX, Section 5, of the State Constitution provides that the State Board of Education shall supervise and administer the free public school system; and

Whereas, The General Statutes relating to the public school laws of North Carolina are out of date and need revision; and

Whereas, the General Statutes relating to the public schools are being revised from time to time on a piecemeal basis without a thorough study being made of the entire public school laws to determine what effect such revisions may have on other sections of these laws; and

Whereas, the North Carolina General Assembly looks to the State Board of Education for revisions in the Statutes relating to the public school laws. Now, therefore,

The General Assembly of North Carolina enacts:

Section 1. The North Carolina State Board of Education shall, upon ratification of this act, provide for a revision of the public school laws, Chapter 115 of the General Statutes, in a manner which will best serve the needs and interests of the public schools of this State.

Section 2. In order to accomplish the revision of the public school laws a special commission on revision and recodification comprised of 15 members shall be appointed. This commission shall consist of six members of the North Carolina General Assembly, three of whom shall be appointed by the Lieutenant Governor, and three of whom shall be appointed by the Speaker of the House of Representatives. Of the remaining nine members, five members shall be appointed by the North Carolina State Board of Education and four members shall be appointed by the Superintendent of Public Instruction. Included in the five members appointed by the North Carolina State Board of Education shall be one classroom teacher, one local superintendent of schools, one local school board member, one county commissioner and one member of the public-at-large. Included in the four members appointed by the Superintendent of Public Instruction shall be one school principal, one local school board member, one county commissioner, and one member of the public-at-large.

Section 3. The State Board of Education shall select from the membership of the commission one member who shall serve as the commission's chairman. The State Board of Education shall provide the required administrative and clerical assistance necessary to facilitate the operations of this commission and such other supportive services as may be required. There is hereby appropriated from the General Fund to the State Board of Education for fiscal year 1975-1976 the sum of twenty-five thousand dollars (\$25,000) and for the fiscal year 1976-1977 the sum of twenty-five thousand dollars (\$25,000) to meet the necessary expenses of the special commission.

Section 4. The special commission on revision and recodification shall complete its deliberations and present its recommendations to the North Carolina State Board of Education no later than the regularly scheduled meeting of the State Board of Education for December, 1976. The State Board of Education shall prepare a revision of the public school laws and shall present the proposed revision to the North Carolina General Assembly no later than March 15, 1977.

Section 5. This act shall become effective upon ratification and, if it is deemed necessary by the chairman of the State Board of Education, a special session of the board shall be called in order to accomplish the purposes of this legislation.

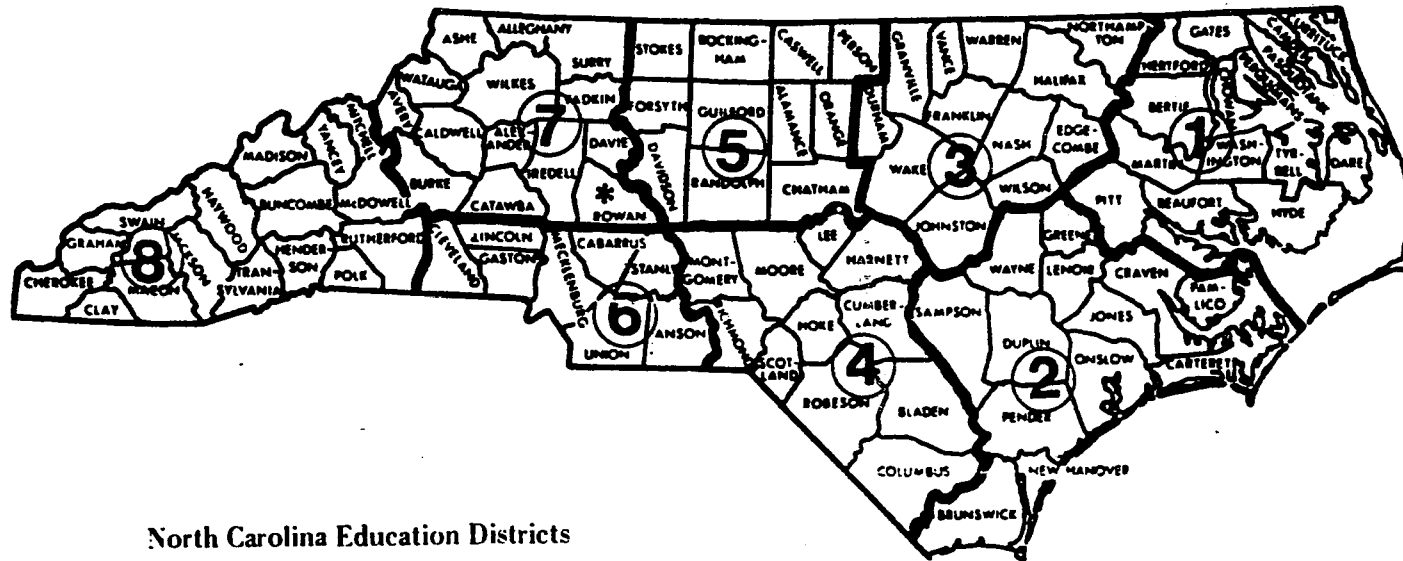
In the General Assembly read three times and ratified, this 26th day of June, 1975.

NON-TEACHING STAFFING CHART
Based On Total Curriculum and Regular Budget Extension FTE

	0-150		151-250		251-350		351-500		501-700		701-1000		1001-1500		1501-2000		2001-2500		2501-3000		3001-3500	3501-4000	4001-4500	4501-5000	5001-5500	5501-6000	6001-6500	6501-7000	7001-7500	7501-8000
	TI	CC	TI	CC	TI	CC	TI	CC	TI	CC	TI	CC	TI	CC	TI	CC	TI	CC	TI	CC	TI&CC	TI&CC	TI&CC	TI&CC	TI&CC	TI&CC	TI&CC	TI&CC	TI&CC	TI&CC
President	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Inst. Dean	0	0	0	0	0	0	0	0	0	1	0	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Administrators	3	4	3	4	4	4	4	5	5	6	5	6	6	6	7	7	7	7	8	8	9	10	11	12	13	14	15	16	17	18
Counselor Registrar	0	0	0	0	1	1	1½	1½	2	2	3	3	4	4	5½	5½	7	7	8½	8½	10	11½	13	14½	16	17½	19	20½	22	23½
Librarian	1	1	1	1	1	1	1½	2	2	2	2	2	2	2	3	3	3	3	4	4	5	6	6	8	8	9	10	11	12	13
Learning Lab Coordinators	2	2	2	2	2	2	2	2	2½	2½	3½	3½	3	3	3½	3½	4	4	4½	4½	5	5½	6	6½	7	7½	8	8½	9	9½
Bookkeeper	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	3	3	3	4	4	4	5
Clerical	2	2	3	3	4	4	5	6	6	7	8	9	10	11	12	13	15	16	19	20	25	29	33	37	41	45	49	53	57	61
Total	10	11	11	12	14	14	16	18½	19½	22½	22½	25½	28	29	34	35	40	41	48	49	58	66	73	83	90	98	107	115	123	132

New Institutions phased in as program develops. Trustees, upon recommendation of Chief Administrative Officer, may determine specific non-teaching personnel to be employed within funds available, thus permitting substitutions but not additions to the total number of positions provided in the formula allotment.

- ADD 1 Administrator for each 500 above 8,000.
- ADD 1½ Counselor Registrar for each 500 above 8,000.
- ADD 1 Librarian for each 500 above 8,000.
- ADD 1/2 Learning Lab Coordinator for each 500 above 8,000.
- ADD 1 Bookkeeper for each 1,500 above 7,500.
- ADD 3 Clerks for each 500 above 8,000.



North Carolina Education Districts

REGIONAL CENTERS

- 1 Northeast, Grifton
- 2 Southeast, Jacksonville
- 3 Central, (no permanent center as yet)
- 4 South Central, (no permanent center as yet)
- 5 North Central, (no permanent center as yet)
- 6 Southwest, Albemarle
- 7 Northwest, North Wilkesboro
- 8 Western, Canton

*Rowan County, although in Education District 7, is served by the Southwest Regional Education Center in Albemarle.

STATE STATUTES REGARDING NON-INSTRUCTIONAL POSITIONS
OF THE STATE OF NORTH CAROLINA

Article I Section 115

REQUIREMENTS AND LIMITATIONS OF BOARD IN SELECTING
SUPERINTENDENT AND HIS TERM OF OFFICE

Section 115-39. At a meeting to be held on the first Monday in April, 1957, or as soon thereafter as practicable and biennially or quadrennially thereafter during the month of April, the various county boards of education named by the General Assembly which convened in February of such year or elected by the people at the preceding general election, as the case may be, shall meet and elect a county superintendent of schools, subject to the approval of the State Superintendent of Public Instruction and the State Board of Education. Such superintendent shall take office on the following July first and shall serve for a term of two or four years, or until his successor is elected and qualified. The superintendent shall be elected for a term of either two or four years, which term shall be in the discretion of the county board of education. The term and conditions of employment shall be stated in a written contract which shall be entered into between the board of education and the superintendent. A copy of the contract shall be filed with the State Superintendent of Public Instruction before any person is eligible for this office. A certification to the county board of education by the State Superintendent of Public Instruction showing that the person proposed for the office of county superintendent of schools hold a superintendent's certificate and has had three years' experience in school work in the past ten years, together with a doctor's certificate showing the person to be free from any contagious or communicable disease, shall make any person eligible for this office: Provided, the requirement of a superintendent's certificate shall not be applicable to persons now serving as superintendents. Immediately after the election, the chairman of the county board of education shall report the name and address of the person elected to the State Superintendent of Public Instruction.

If any board of education shall elect a person to serve as superintendent of schools in any administrative unit who is not qualified, or cannot qualify, according to this section, such election is null and void and it shall be the duty of such board of education to elect a person who can qualify.

In all city administrative units, the superintendent of schools shall be elected by the city board of education of such unit, to serve for a period of either two or four years,

which term of office shall be within the discretion of the board: and the qualification, provisions and approval shall be the same as for county superintendents. The election shall be held biennially or quadrennially, as the case may be, during the month of April. (1955, c. 1372, art. 5, s. 22; 1957, c. 686, s. 1; 1967, c. 697; 1973, c. 446).

RESIDENCE, OATH OF OFFICE, AND SALARY OF SUPERINTENDENT

Section 115-54. Every superintendent shall reside in the county in which he is employed. The superintendent shall not teach, nor be regularly employed in any other capacity that may limit or interfere with his duties as superintendent. Each superintendent, before entering upon the duties of his office, shall take an oath for the faithful performance thereof. The salary of the superintendent shall be in accordance with a State standard salary schedule, fixed and determined by the State Board of Education as provided by law; and such salary schedule for superintendents and shall take into consideration the amount of work inherent to the office of both county and city superintendents; and such schedule shall be published in the same way and manner as the schedule for teachers' and principals' salaries are not published. (1955, c. 1372, art. 6, s. 1.)

ALLOTMENT OF CERTAIN ITEMS OF COST

Section 3.0614. (North Carolina Administrative Code)

(a) Travel of Superintendents

- (1) The travel allotment of superintendents for each year is based on the average daily membership for the best continuous six out of the first seven months for the previous year with allotments made according to the following tables:

(A) Counties:

<u>Average Daily Membership Brackets</u>	<u>Annual Allot- ment Schedule</u>
Up to - 3,999	\$365
4,000 - 7,999	378
8,000 -11,999	390
12,000 -15,999	403
16,000 -19,999	416
20,000 -29,999	429
30,000 -39,999	442
40,000 -Up	865

(B) Cities:

<u>Average Daily Membership Brackets</u>	<u>Annual Allot- ment Schedule</u>
Up to - 1,999	\$275
2,000 - 3,999	288
4,000 - 5,999	300
6,000 - 7,999	313
8,000 - 9,999	326
10,000 - 29,999	339
30,000 - 39,999	352
40,000 - Up	737

- (2) Effective July 1, 1972, all travel expenses for superintendents paid from the State Public School Fund will be paid to the various county and city boards of education based on state standards and documented by a travel expense account attached to the vouchers issued by the various school superintendents reimbursing county and city boards of education. Payment of travel expenses of superintendents from State funds shall be made to the superintendent from funds of the various county and city boards of education.

(b) Clerical Assistants: The allotment of clerical assistance in superintendent's office for each year is based on the average daily membership for the best continuous six months out of the first seven months of the previous year, adjusted by transfers between administrative units with allotments made according to the following table:

<u>Average Daily Membership Brackets</u>	<u>Annual Allotment Counties and Cities</u>
Up to - 1,599	\$ 6,792
1,600 - 2,399	7,459
2,300 - 3,199	8,092
3,200 - 3,999	8,726
4,000 - 4,799	9,388
4,800 - 5,599	10,022
5,600 - 6,399	10,654
6,400 - 7,199	11,318
7,200 - 7,999	11,951
8,000 - 8,799	12,595
8,800 - 9,599	13,263
9,600 - 10,399	14,204
10,400 - 11,199	15,192
11,200 - 11,999	16,147
12,000 - 12,799	17,125
12,800 - 13,599	18,075
13,600 - 14,399	19,067
14,400 - 14,999	20,677
15,000 - 29,999	22,294
30,000 - 39,999	33,327
40,000 - Up	44,588

(c) Office Expense: Allotment for office expense for each year is based on the average daily membership for the best continuous six out of the first seven months for the previous year with allotments made according to the following table:

(1) Counties:	
<u>Average Daily Membership Brackets</u>	<u>Annual Allot- ment Schedule</u>
Up to - 3,999	\$ 525
4,000 - 7,999	585
8,000 - 29,999	650
30,000 - 39,999	975
40,000 - Up	1,300
(2) Cities:	
<u>Average Daily Membership Brackets</u>	<u>Annual Allot- ment Schedule</u>
Up to - 1,999	400
2,000 - 3,999	465
4,000 - 29,000	525
30,000 - 39,000	785
40,000 - Up	1,050

ASSOCIATE AND ASSISTANT SUPERINTENDENTS

Section 3.0609.

(b) Basis of Allotment: Allotments for positions of Assistant Superintendents will be for one year. The basis for allotment of those positions is average daily membership for the best continuous six out of the first seven months of the prior year, adjusted by recorded transfers between administrative units.

- (1) Administrative units having an average daily membership range of 5,000-11,999 shall be allotted one position of Assistant Superintendent.
- (2) Those units having a range of 12,000-21,999 shall be allotted two positions.
- (3) Units having more than 21,999 average daily membership shall be allotted one position for each additional 10,000.

(c) Contract Terms: The Associate or Assistant Superintendent's contract period may be established by the county or city board of education for a term not to exceed four years, subject to the continued allotment of the position, and not to extend beyond the term of the superintendent. Employment will be on a 12 calendar month basis.

(d) State Pay: These positions are to be paid on the basis of the State Salary Schedule adopted by the State Board of Education.

(e) Election: The superintendent shall recommend and the local board of education shall elect the Associate or Assistant Superintendent.

(f) Reporting: On forms to be provided, the Superintendent and board chairman will certify to the State Superintendent of Public Instruction that any Associate or Assistant Superintendent employed from State funds meet the qualifications required for the duties to be assigned to the person. Formal approval by the state agency is not required.

SUPERVISORS

Section 3.0610.

(b) Basis of Allotment:

- (1) The original base allotment of teachers to an administrative unit from the State Public School Fund will determine the number of supervisory positions to be allotted to each administrative unit as follows:
 - (A) 1 for 75 State-allotted teachers
 - (B) 2 for 200 State-allotted teachers, and
 - (C) 1 additional for each additional 145 State-allotted teachers.
- (2) If a county school administrative unit does not qualify for a supervisor under part (b) (1) of this rule, it and a city unit or city units within the county, or it and an adjoining county may, by joint agreement, make application to the State Board of Education for the allotment of a supervisor or supervisors on the basis of the total original base allotment to all the school administrative units concerned.
- (3) If a city school administrative unit does not qualify for a supervisor under part (b)(1) of this rule, it and any unit or units in the county may, by joint agreement, make application to the State Board of Education for the allotment of a supervisor or supervisors on the basis of the total original base teacher allotment to all the school administrative units concerned.
- (4) At least one position shall be allotted to each County Administrative Unit.

ATTENDANCE COUNSELORS

Section 3.0610.

(a) Upon recommendation of the local superintendent, county and city boards of education shall have authority to employ school attendance counselors.

(b) Attendance counselors paid from State funds shall be employed for full-time service and no State funds shall be available for part-time positions.

(c) Attendance counselors paid from State funds shall be employed on a calendar month basis beginning with the 180-day term for students.

(d) County and city boards of education shall have authority, in their discretion, to supplement the salary and to extend the period of employment of attendance counselors paid from State funds.

(e) County and city boards of education in adjacent school administrative units shall have authority, by concurrent action recorded in the minutes of the boards involved, to employ and to share the services of an attendance counselor; provided, under the terms of employment, it is agreed that the time of the counselor will be prorated equitably among the units to be served.

(f) County and city boards of education shall provide office space, clerical assistance and transportation expenses for attendance counselors.

(g) Boards of education desiring allotments for attendance counselors shall submit their applications on or before August 1, each year, to the Division of Teacher Allotment on forms which shall be prepared and made available to all superintendents. The application shall contain information such as:

- (1) Educational training of applicant: For salary purposes successful completion of 30 semester hours of successful completion of a prescribed course requiring a full academic year in an accredited school, college, or university offering education beyond high school graduation will be interpreted as one year of educational training.
- (2) Experience as a full-time Attendance Counselor: For salary purposes part-time experience may be equated into full-time experience, with full-time being interpreted as nine months of full-time employment.
- (3) Certification by the employee and by the superintendent verifying the accuracy of the training and experience defined in (g)(1) and (g)(2) of this rule.

(h) The Division of Teacher Allotment shall receive and review the applications for allotments and, within funds available, shall submit recommendations to the State Board of Education for its approval.

**INSTRUCTIONAL SUPPORT PERSONNEL PSYCHOLOGICAL AND
GUIDANCE COUNSELING: HEALTH AND SOCIAL SERVICES**

Section 3.0613

The State of North Carolina maintains a framework of non-instructional support personnel such as psychologists, guidance counselors, health and social service personnel who make a comprehensive human support services team.

(a) The Controller will allocate to each administrative unit an amount per student in average daily membership for the best continuous 6 of the first 7 months of the prior school year for grades 1 through 12.

(b) The allotments made include all funds for this purpose, including salaries and all fringe benefits on State standards (employer's cost of retirement, social security, hospitalization or any other fringe benefits).

(e) Use of funds:

- (1) The funds allocated for this purpose shall be used by the local administrative units for the employment of instructional support personnel in guidance, psychological, health services and social services.
- (2) These funds may be used for contracted services in these areas.
- (3) Funds allocated for this purpose may not be used to supplement funds allotted separately for attendance counselors. Paraprofessional and aides may be employed to assist with pupil personnel services within the individual school and/or the school system.
- (4) These funds may be used to employ a Director of Public Personnel Services and/or coordinators of guidance counseling, social services, health and psychological services.

(f) Guidance counselors, psychologists and social workers employed from newly appropriated funds shall qualify to meet state certification standards.

(j) Determination for employing additional personnel shall be made by assessing the existing pupil personnel services program in grades K-12 with the focus toward building a comprehensive human support services team.

(k) School administrative units should employ pupil personnel service workers to serve students in grades K-12. The following worker-student ratio is recommended:

- (1) Guidance Counseling: 1 per 500 pupils
- (2) Social Workers: 1 per 1,000 pupils
- (3) Psychologists: 1 per 2,500 pupils
- (4) Health Services: 1 per 2,000 pupils

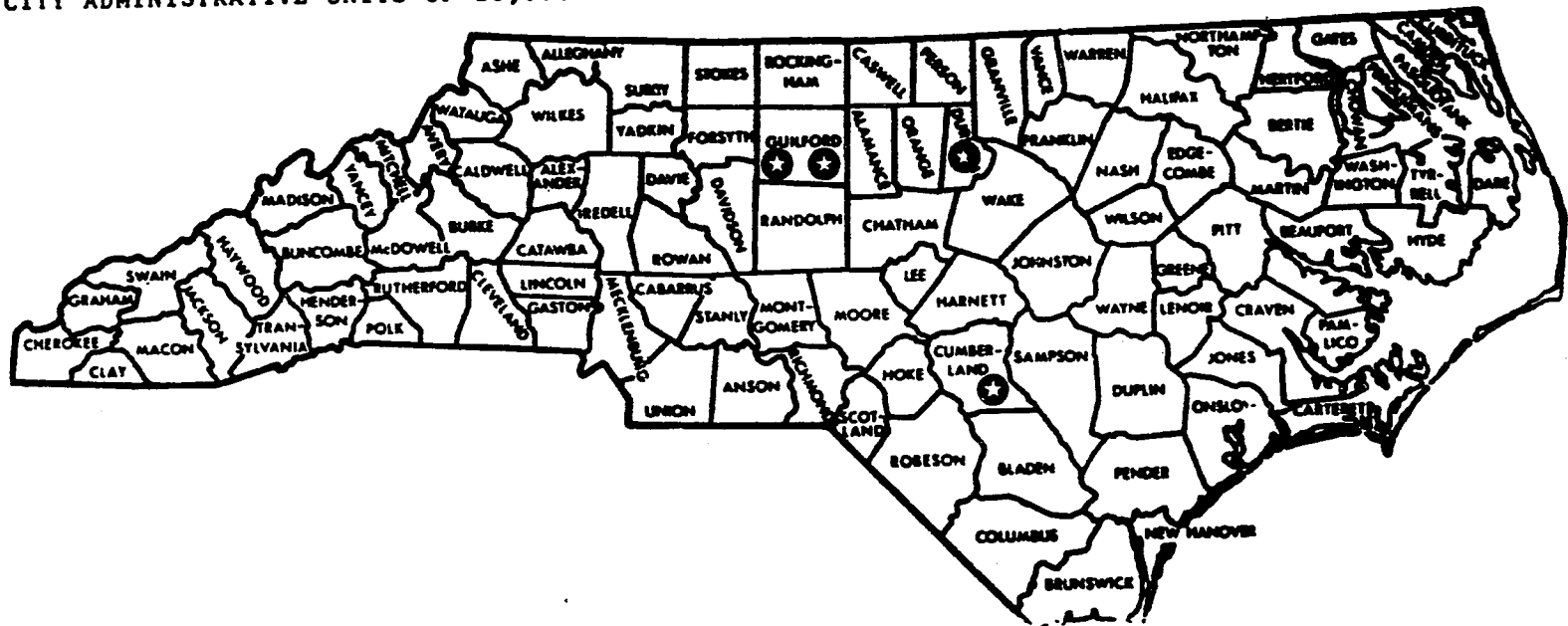
CLERICAL ASSISTANCE

Section 3.0616.

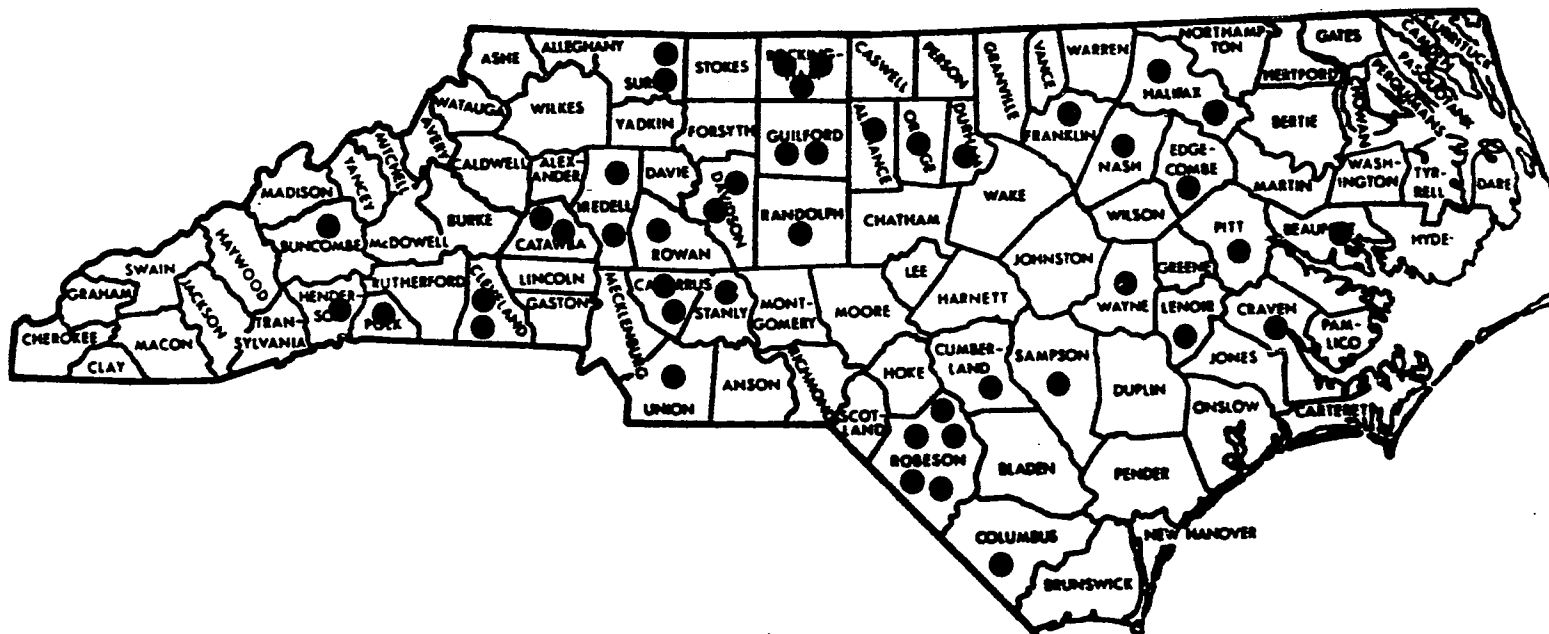
- (a) Allotments to School Administrative Units:
 - (1) Allocations will be made by the Controller to school administrative units for use in each school, as defined in the interpretations of the State Salary Schedule.
 - (2) (B) This tentative allotment shall be made as follows:
 - (i) For each school with 10 or fewer State allotted teaching positions - \$3,700.
 - (ii) For each school with 11-20 State allotted teaching positions - \$2,500.
 - (iii) For each school with 21-40 State allotted teaching positions - \$1,500.
 - (iv) For each school with 41 or more State allotted teaching positions - \$800.
 - (v) The remainder of the appropriation for this purpose after the calculation of the base grants set out above shall be made on the basis of the average daily membership for the best continuous six of the first seven months of the prior school year.
- (b) Other Policies and Regulations:
 - (2) At the end of the current fiscal year each local board of education shall provide evidence in writing to the payment of educational secretaries and clerical personnel in schools and the local fund expenditure per pupil in average daily membership. Such evidence shall include assurance that the amount expended per pupil in the administrative unit for this purpose will not be less in the succeeding year.

APPENDIX C FOR CHAPTER V

CITY ADMINISTRATIVE UNITS OF 10,000 OR MORE STUDENTS



CITY ADMINISTRATIVE UNITS



SUGGESTED REALIGNMENT OF COUNTY ADMINISTRATIVE UNITS TO ELIMINATE UNITS OF LESS THAN 5,000 STUDENTS

