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## **An Administrative Survey of the Public Schools of Nansemond County, Virginia**

Hugh Vernon White

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AN ADMINISTRATIVE SURVEY OF THE  
PUBLIC SCHOOLS OF NANSEMOND COUNTY, VIRGINIA

- Hugh Vernon White

SUBMITTED IN PARTIAL FULFILLMENT  
OF THE REQUIREMENTS  
OF  
THE COLLEGE OF WILLIAM AND MARY  
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## CHAPTER I

## HISTORICAL AND ECONOMIC BACKGROUND

A survey of the Nansemond County School System for the period 1934-39 has been undertaken in order that a clear conception may be had of the progress of those years and that data may be available upon which the plans for the future development of the schools of Nansemond County, Virginia, may be based. The County, which is primarily rural with sixty-seven per cent of its population negro and forty-eight per cent of its farmers classed as tenants, presents a peculiar problem to those responsible for the educational program. The enrollment of many boys and girls who are in the lower economic group and are likely to receive no instruction beyond that offered by the schools of the County make it mandatory that the school authorities provide a training elastic enough to meet the needs of these pupils as well as those of the minority group who will have the advantages of training in the higher institutions of learning. An endeavor has been made to arrange the work in this survey in a concise, exact, and recent form, in order that it may prove of practical value to the School Board, Superintendent, and teaching personnel of Nansemond County in the performance of their duties and serve as a source of worthwhile information to the taxpayers of Nansemond County and others interested in public education in the rural division of Virginia.

The County derived its name from a large tribe of Indians

known as the Nansemonds. The Indian tribe has long been extinct. Since its settlement in 1638 the County has had an eventful history. By 1700 Nansemond County had furnished a colonial governor, Richard Bennett, two speakers of the House of Burgesses, Edward Mojar and Thomas Dew.<sup>1</sup> By the end of the eighteenth century one of the first mail routes had been established, the French and Indian War had exacted its toll of life and property, and small public schools were in operation. By the early part of the nineteenth century railroads had been built in the County, newspapers had been published, contributions made in men, money, and supplies to the War of 1812, and to a lesser degree to the Mexican War.<sup>2</sup> During the first part of the twentieth century Nansemond has continued as an integral part of the state and nation. It has experienced progress in road construction, telephones, and electric power developments. At this time many of the rural homes are supplied with electric power by The Virginia Electric and Power Company. There are 57.10<sup>3</sup> miles of hard surface roads and a total of nineteen white churches and fifty-one negro churches in the County.

About 1732 the first "free school" in the County was established at Driver. The maintenance of the school was provided for in the will of John Yates.<sup>4</sup> This was the second public school to be provided in Virginia. Later private schools were established in the County at Chuckatuck, Box Elder, and South Quay. From 1861-1870 education was

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<sup>1</sup> Chamber of Commerce, History and Geography, 1928, Suffolk, Virginia. P.4

<sup>2</sup> Ibid, P.5.

<sup>3</sup> Records of Department of Virginia Highways, 1939, Suffolk, Virginia

<sup>4</sup> Chamber of Commerce, History and Geography, 1928, Suffolk, Virginia. P.13

at a low ebb due to the destruction caused during and after the War between the States. In 1870 Virginia adopted a new constitution providing for the establishment of a state-wide system of schools. Many prominent people opposed universal education and because of this opposition and the poor economic conditions, Nansemond County, like many of its sister counties, made very little progress in public education from 1870 to 1900. The Superintendents who have directed the policies of Nansemond County Schools are as follows: R. L. Brewer, Sr. (1871-72); Virginius S. Kilby (1882-86); Lee Britt (1886-1913); J. B. L. DeJarnette (1913-17); Paul S. Blanford (1917-20); R. Moore Williams (1920-32); F. F. Jenkins (1932-34); Hugh V. White (1934- )<sup>5</sup>. The decade from 1900 to 1910 marks the beginning of the philosophy that the welfare of the social and political life of a democracy depends upon the provision of opportunity for every boy and girl to get a secondary as well as an elementary education. The children of Nansemond County are scattered over a wide area of 421 square miles, therefore, at the time of partial consolidation of schools in 1920 there were twenty-six white schools and thirty negro schools. In 1939 there are eight white schools and thirty negro schools.<sup>6</sup>

Nansemond County is located in the southeast corner of the coastal plains of Virginia. On the north it is bounded by Isle of Wight County and Hampton Roads, on the south by Gates County, North Carolina, on the east by Norfolk County, and on the west by Southampton County and Isle of Wight County. The first settlers, who came to this county as early as 1608, found the Indians engaged in agricultural pursuits.

<sup>5</sup> Records of State Board of Education Office, 1939, Richmond, Virginia.

<sup>6</sup> Records of Nansemond County School Board Office, 1939, Suffolk, Virginia.

Today Nansemond County is one of the most fertile and progressive counties in the state. It has fertile soil, mild climate, and plentiful rainfall. Peanuts were originally imported from Africa and today they, with hogs, furnish the main money crops of the County. Nansemond County ranks second in total number bags of peanuts produced, the total number bags produced for 1938 being 222,445. The County ranks first in number bags produced per acre, this being 13.5.<sup>7</sup> The city of Suffolk, located in the center of Nansemond County and a part of the County until 1910, is the largest peanut market in the world. Cotton is fast disappearing as an important crop of the County. In 1934 the number bales of cotton reported from the County was 3,870 with 1,660 bales reported in 1938.<sup>8</sup> Corn is grown in large quantities but instead of being marketed as such is fed to hogs, thereby converted into meat and marketed at a much greater profit. Nansemond County ranks second in number of head of hogs sold for slaughter at the auction markets as reported to the State Veterinarian by his inspectors, the number being 28,200.<sup>9</sup> The eastern part of the County is especially adapted to truck farming and the rapid movement of these vegetables is facilitated by its railroads and its Hampton Roads waterways. The Chuckatuck Creek, the Nansemond and James Rivers, with an abundance of shell fish and fish provide employment for many of the County's citizens. Boatbuilding and railway services provide livelihood for many of its families. A new business, that of hand line fishing and

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<sup>7</sup>Virginia Farm Statistics, 1937-38, Bulletin No.13, P.46.

<sup>8</sup>Ibid, P.32-33.

<sup>9</sup>Ibid, P.85.

bathing is being developed on the county's waterways with the prospect of definite remuneration to those in the business. Nansemond County abounds in beautiful lakes, such as Lake Kilby, Lake Prince, Lake Cahoon. These lakes are sources of water supply to the nearby cities of Suffolk, Portsmouth, Berkley, and Norfolk. They attract many sportsmen during the fishing season.

According to the 1930 census Nansemond County has a population of 22,530 inhabitants.

TABLE I  
POPULATIONS OF NANSEMOND COUNTY, VIRGINIA

Year	Area in square miles	Population		Total
		White	Negro	
1900	421	---	---	23,078
1910	421	11,349	15,536	26,885
1920	421	7,324	12,875	20,199
1930	421	7,327	15,203	22,530

Taken from U. S. Census Bureau Reports, Washington, D. C., for Years Indicated in Table.

The statistics in Table I indicate that there has been an increase in population each decade, except that of 1920. This is explained by the fact that in 1910 the city of Suffolk, formerly a part of Nansemond County, was made independent. In 1916, 1926, 1928 parts of Nansemond County were annexed to Suffolk. Table I indicates also that a large per cent of Nansemond's population is negro, the 1930 ratio being 7,327 white and 15,203 negro.

Table II includes statistics on Nansemond County and three adjacent Virginia counties, showing comparative size in farm lands, number of farms, number of farms operated by owners, part owners, or managers as well as number of farms operated by tenants. A comparison of farm population both white and negro is also shown in Table II.

TABLE II

NUMBER ACRES IN FARM LAND, THE FARM POPULATION, THE NUMBER AND PERCENTAGE OF FARMS OPERATED BY OWNERS, PART OWNERS, MANAGERS, AND TENANTS

	Acres in Farm Land	Farms	Operated by Owners, Part Owners, Manag- ers	Operated By Tenants	Population White	Negro
Nansemond	166,735	1,928	52%	48%	5,141	6,273
Isle of Wight	147,992	1,416	45%	55%	4,382	3,659
Norfolk	92,125	1,267	72%	28%	4,756	2,871
Southampton	266,057	2,987	32%	68%	6,456	12,414

Taken from U. S. Census of Agriculture, 1935, Virginia Statistics by Counties, U. S. Government Printing Office, Washington, D. C.

Table II indicates that the four southside Virginia counties have a very large number of tenant farmers. It also indicates that Nansemond County's tenant operated farms represent about 48% of all the farms in the County and that there are about 22% more negro farm population in Nansemond than white farm population. Since tenant farmers are in reality share crop farmers Nansemond County has an economic problem involving about 50% or more of its farm population which

indirectly effects to a great extent the type of educational program the County may offer.

Nansemond County is fortunate, however, in that it has large taxable values in its corporations and railroad properties. Its assessed valuation will compare favorably with its sister counties, as shown by statistics in Table III (a).

TABLE III (a)

TOTAL AND PER CAPITA ASSESSED VALUATION OF REAL AND PERSONAL PROPERTY AND THE TOTAL AND PER CAPITA INDEBTEDNESS, NANSEMOND COUNTY, VIRGINIA, 1935

County	Valuation	Per Capita	Indebtedness	Per Capita
Nansemond	\$ 9,871,874.00	\$438.17	\$ 346,825.58	\$ 15.39
Isle of Wight	4,273,218.00	318.68	103,697.21	7.73
Norfolk	22,443,404.00	746.07	1,644,657.75	54.67
Southampton	9,349,787.00	347.96	118,420.94	4.41

Values obtained from Records of Auditor of Public Accounts, Richmond, Virginia.

It is interesting to ascertain from statistics in Table III (a) Nansemond County's valuation per capita in 1935 was approximately \$120.00 greater than that of Isle of Wight County and approximately \$90.00 greater than that of Southampton County and each County's per capita indebtedness was less. Norfolk County, however, had a much greater per capita valuation than either, and a much greater per capita indebtedness.

In order to get a valuation and indebtedness picture three years later, in 1937, Table III (b) is used to indicate the trends with reference to valuation and the County's attitude towards its indebtedness.

TABLE III (b)

TOTAL AND PER CAPITA ASSESSED VALUATION OF REAL AND PERSONAL  
PROPERTY AND THE TOTAL PER CAPITA INDEBTEDNESS,  
NANSEMOND COUNTY, VIRGINIA, 1939

County	Valuation	Per Capita	Indebtedness	Per Capita
Nansemond	\$10,297,332.00	\$457.05	\$289,686.54	\$ 12.86
Isle of Wight	4,461,757.00	332.74	77,946.00	5.81
Norfolk	22,674,913.00	753.77	1,101,854.01	36.63
Southampton	9,810,490.00	365.11	103,852.59	3.87

Taken from Records of Auditor of Public Accounts, Richmond, Virginia

Statistics in Table III (b) indicate that Nansemond County's increase in valuation of real and personal property, as noted when compared with statistics in Table III (a) from 1935 to 1938, compared favorably with the three adjoining counties. They also indicate that a substantial increase in valuation took place and the decrease in indebtedness was in conformity with the proportional decreases of similar county units.

Nansemond County's tax rate has remained the same, \$1.45 tax on each \$100.00 assessed valuation, since the depression period of 1932-33.



TABLE IV

MAIN SOURCES OF REVENUE  
FOR NANSEMOND COUNTY FOR THE PERIOD, 1934-39

Year	Real and Personal Property Taxes	Dog Taxes	State Liquor Tax to County	Capita- tion tax and misc.	Total
1934-35	\$134,071.64	\$3,468.50	\$----	\$17,009.57	\$154,549.71
1935-36	139,096.81	3,110.50	8,675.63	15,031.70	165,914.64
1936-37	136,780.16	3,381.50	11,198.00	15,085.25	166,444.91
1937-38	135,878.79	3,488.50	17,838.87	15,095.88	172,302.04
1938-39*	107,517.77	3,578.50	19,794.93	15,001.58	145,892.78

Taken from Records of Nansemond County Treasurer's Office, Suffolk Virginia.

Table IV shows revenue collected by the County Treasurer from 1934-to 1939. The liquor tax has supplemented the total revenue to a very great extent and made it possible for the County Board of Supervisors to maintain the \$1.45 levy up to this date.

\*1938-39 tax (real and personal) collections will not be completed before July 1, 1940 because of delinquents.

## CHAPTER II

CONDITIONS IN THE PUBLIC SCHOOLS OF NANSEMOND  
COUNTY, VIRGINIA, IN 1934-35

This chapter is designed to give as complete a picture as possible of the public schools of Nansemond County in 1934-35 with respect to financial status, business management, conditions pertaining to school buildings, supplies, equipment, elementary and secondary instruction, personnel, administration, and organization. All tables will present data for the five-year period 1934-39. Chapter III, Changes, will contain a reference to and discussion of the last four years indicated on these tables while the present chapter will deal with the facts relative to and suggested by the first school year indicated on the tables.

## FINANCIAL STATUS

The general conditions in the public schools of Nansemond County are, as in other similar school divisions, affected to a great extent by the financial status of the County and, more directly, by the financial planning of those having the responsibility of the spending of school funds. The purpose of financial planning is that funds may be spent in a manner that will best serve the public needs.

It becomes necessary, therefore, that the Superintendent study the sources of revenue and analyse the needs of the children, confer with department heads, plan a program, and convince appropriating boards of the necessity of the funds budgeted. In a school division the budget is a plan based upon an analysis of school needs within the school district. In the Nansemond County Schools the financial problems consist of capital outlay, debt service, instruction, transportation, maintenance, auxiliary agencies, operation, and a few smaller items of perhaps less importance. The following Table V shows Nansemond County's revenues for the period 1934-39.

TABLE V

REVENUES FOR NANSEMOND COUNTY SCHOOLS FROM STATE,  
COUNTY, AND OTHER SOURCES, FOR THE  
PERIOD, 1934-39

Year	: From : State	: From County	: From : Other : Sources	: Total	: Per Capita : Pupil : Enrolled
1934-35	: \$69,023.80	: \$ 99,791.92	: \$ 113.00	: \$168,815.73	: \$ 31.07
1935-36	: 69,733.75	: 110,076.14	: 136.96	: 179,809.89	: 33.63
1936-37	: 74,436.89	: 110,063.37	: 158.00	: 184,500.26	: 35.42
1937-38	: 76,557.36	: 115,000.00	: 489.00	: 191,557.36	: 37.54
1938-39	: 80,673.52	: 115,163.31	: 15,007.78	: 195,836.83	: 40.07

Taken from Records of Nansemond County School Board, Suffolk, Virginia

There are, in many counties, four main sources of revenue - State

County, District, and Miscellaneous. In Nansemond County, however, schools are administered on the county unit plan and there are no revenues from districts within the County. Section 698 of the Virginia Code makes it mandatory for a county board of supervisors to set a levy or make a cash appropriation. The Nansemond County Board of Supervisors makes a cash appropriation. The State funds in Table V include funds from the general appropriation, elementary funds for rural supervision, vocational fund, Jeannes and Slater fund, and music fund. The funds From Other Sources shown in Table V include rents, gas refunds, sale of supplies, and library donations.

Per Capita Pupil Enrollment is indicated in Table V and is interesting chiefly in the comparison with that of the ensuing four years.

TABLE VI

THE TOTAL AND THE PER CENT OF THE EXPENDITURES FOR MAJOR EDUCATIONAL FUNCTIONS OF NANSEMOND COUNTY FOR THE PERIOD 1934-39

Year	Adminis- tration	Instruct- ion	Auxiliary- Agencies	Operation and Fixed Charges	Main- tenance	Capital Outlay	Total
1934-35:	3.4	69.1	15.5	8.4	2.4	1.2	\$145,207.81
1935-36:	3.1	71	14.2	8	2.9	8	148,474.13
1936-37:	2.4	69.4	13	7	2.9	5.3	147,596.07
1937-38:	2.4	67.7	8.8	5.6	5.3	10.2	160,614.21
1938-39:	2	56	9	4	4.1	24.9	203,527.71

Taken from Records of Nansemond County School Board, Suffolk, Virginia.

All monies expended in the county for public school purposes must be approved by the Nansemond County School Board and audited according to specifications as required by the Virginia State Board of Education on its form S-2 (Revised). In Table VI the per cent of the expenditures for some of Nansemond County's major educational functions are shown for the period 1934-39.

Administration includes compensation of members of the School Board, supplement to Superintendent's salary, Secretary's salary, freight, drayage, postage, telephone, equipment, travel, office supplies, and the taking of the school census. The fact that this item is slightly greater for 1934-35, as indicated in Table VI, than for the ensuing four years was occasioned by the cost of the 1935 school census, required under the Virginia State law for schools.

Instruction is by far the largest item among expenditures and must of necessity vary according to the revenue at the disposal of the School Board.

Expenditures under the caption Auxiliary Agencies include the cost of transportation of all pupils who are transported to schools by an individual who has been employed at a fixed sum by the Board to transport these pupils. It includes wages paid to all drivers of County owned busses, cost of gas and oil, repair and upkeep of busses, and all new bus units that are bought for replacements. In addition to these items all money spent for school libraries is listed under this caption.

Disbursements under Operation include the wages of janitors,

the repair man, cost of fuel, water, light, and power for all schools, and all supplies used by janitors in keeping the schools sanitary and attractive. Fixed Charges are those items that cover insurance of all kinds - fire, liability, and employees or compensation insurance.

Maintenance of school plants includes all expenditures on buildings, such as roofs, windows, floors, plumbing costs, as well as general repairs on desks, shades, mechanical appliances, and other equipment.

Capital Outlay varies greatly from year to year since this includes primarily the construction of new buildings. If a new plant is erected at the cost of \$50,000.00 the capital outlay would naturally be much greater than for a year when only a small addition was made to a plant.

TABLE VII

THE TOTAL AND THE PER CENT OF THE LONG TERM INDEBTEDNESS  
OF NANSEMOND COUNTY FOR THE PERIOD  
1934-39

Year	School Bonds	Literary Loans	Total Indebtedness
1934-35	84.7	15.3	\$311,411.20
1935-36	85.1	14.9	305,005.89
1936-37	88.2	11.8	296,707.25
1937-38	86.4	13.6	207,760.76
1938-39	79.7	20.3	210,044.47

Taken from Records of Nansemond County School Board, Suffolk, Virginia

Table VII indicates an Indebtedness in 1934-35 of \$311,411.20. This sum consisted of two long term bond issues, one being \$100,000.00, and the other being \$150,000.00, a \$14,000.00 short term loan and a loan of \$47,411.20 from the Virginia Literary Fund. Provisions are made for annual sinking funds, interest, and callable notes so planned as to retire all indebtedness by January 1, 1957.

Table VIII gives statistics on per capita cost of all educational functions under the supervision of the School Board from 1934-35 to 1937-38 (1938-39 statistics have not been released yet). This cost is estimated on the basis of the 1930 U. S. Census and includes the per capita costs of the counties adjoining Nansemond.

TABLE VIII

PER CAPITA COST OF PUBLIC EDUCATION FOR NANSEMOND COUNTY  
AND ADJOINING COUNTIES ACCORDING TO THE POPULATION  
AS REPORTED IN THE U. S. CENSUS OF 1930, FOR  
THE PERIOD 1934-39

County	: Popula- : tion :	Per Capita Cost				
		: 1934-35 :	: 1935-36 :	: 1936-37 :	: 1937-38 :	: 1938-39 :
Nansemond	: 22,530 :	: \$ 7.7723 :	: \$ 8.0190 :	: \$ 8.0438 :	: \$ 8.7322 :	: Not available :
Isle of Wight	: 13,409 :	: 10.8657 :	: 8.7543 :	: 9.5939 :	: 9.7929 :	: Before July 1, :
Norfolk	: 30,082 :	: 9.6192 :	: 9.8479 :	: 10.4508 :	: 11.0600 :	: 1940. :
Southampton	: 26,870 :	: 7.1127 :	: 9.5080 :	: 9.4160 :	: 8.7900 :	: : :

Taken from Office State Auditor Public Accounts, Richmond, Virginia

## BUSINESS MANAGEMENT

The policy of permitting each principal to purchase any incidental

supplies was followed in 1934-35. If the item was large, the approval of the local School Board member and the Superintendent was secured. These bills were submitted to the Superintendent at the end of each month and, subject to the approval of the School Board, paid with warrants. Textbooks were sold in the office of the Superintendent by the Secretary who was bonded. The profits realized from the sale of these reverted to the general school fund.

#### SCHOOL BUILDINGS, SUPPLIES, AND EQUIPMENT

In 1934-35 the county school buildings for white pupils were of the following sizes and construction - one one-room building, one two-room building, one three-room building, and six consolidated schools. The six consolidated schools were of brick construction. The rest were frame. The negro schools were of the following size and construction - twelve one-room, nine two-room, two three-room, seven above three-room, including one accredited high school. Of this number there were four of brick construction. The rest were frame. There were, white and negro, a total of 39 school plants valued at \$427,900.00 and insured under the Co-insurance Plan.

In 1934-35 the Board adopted the policy of installing, as replacements became necessary, one type of stove in all the schools in the County, which did not have central heating plants. The No.128 Iron King Stove was found to be efficient and satisfactory and was accepted by the Board for this program in heating uniformity. One of the greatest advantages resulting from this was that repair parts for any stove were always available.

During this period the Board set up the objective of eliminating



the small body busses and Model T Ford chassis. There were at that time thirty-two busses owned by the County to transport pupils to and from school. Of this number seventeen were Model Ts with the twelve feet six inches body. Ten new units, V8 type, with thirteen feet six inches bodies were bought in 1934-35. At this time the Board pursued the policy of employing as bus drivers men and boys sixteen years of age. The latter, after being properly vouched for, were approved by the School Board upon the recommendation of the Division Superintendent. A pump at each school, installed by the Board, supplied the busses with gasoline. A monthly bus report form was required from each principal by the Superintendent.

#### INSTRUCTION

During the session of 1934-35 white supervision of elementary schools in Nansemond County was reestablished. Elementary supervision of negro schools had been maintained since 1931-32. The Revised Curriculum as developed by the Virginia State Department of Education for elementary schools was considered by school faculties to be a more desirable curriculum for the boys and girls of Nansemond County than that of the traditional type in Virginia prior to 1931-32. It was the feeling in 1934-35 of the Superintendent, principals, and many of the teachers that elementary instruction should provide life-like experiences and class room situations where boys and girls could develop those characteristics and attitudes which promote individual thinking, interest in worthwhile activities, consideration for others, and dignity in honest effort. The fundamental tools of education were to be stressed also. In order to vitalize this program a new philosophy

of teaching had to be considered by administrators and teachers. A study of individual pupils had to be made. Professional libraries were started. According to Dr. Briggs, "If anything is universally accepted by modern theory, it is that education must be adapted to individual pupils, each one with his unique combination of characteristics, some of them varying from year to year and even from day to day."<sup>1</sup>

The Nansemond County teachers had participated in the three year study program fostered by the State Department of Education prior to 1934-35. In attempting this program it was agreed that it should be done slowly and voluntarily. Teacher study groups in each school were organized. For example, the first grade teachers made an extensive study of the causes of pupil failure in the first grade. The County School Board provided one \$60.00 State Aid professional library, which was placed under the care of the Elementary Supervisor and was accessible to all teachers. Committees of teachers were appointed to study and recommend certain supplementary text books, and a form of report card to take the place of the traditional report card. The cumulative record system was studied for all white elementary pupils. A program of visitation to other schools, both within the County and without was started. This was under the supervision of the Elementary Supervisor and subject to the approval of the Division Superintendent. The visits were planned in advance. Each teacher knew that she was to return to her group and at a later date discuss with her Supervisor and her fellow teachers the visit -- the outstanding

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<sup>1</sup>Briggs, T. H. Improving Instruction, Macmillan Company, 1938, New York, P.167.

observations and her interpretation of the observations. Each teacher used a suggested outline for the observation. While teachers made these visits the principals arranged for the supervision of their classes. No attempt was made at this time to inaugurate the use of the revised curriculum in the high school departments. Neither was it deemed the proper time to begin its practice in the negro schools of the county.

In 1934-35 emphasis was being placed on public school music in the elementary schools. The teaching of music was done, however, by the home room teacher, with the help of the Supervisor.

Though there were 5,432 pupils enrolled in school in 1934-35 there were but 549 pupils enrolled in high school. The four white high schools and the negro high school offered the basic academic or college preparatory course and some elective courses. Three of them offered home economics for nine months terms and agriculture courses for twelve months terms. None of them offered the business courses or manual training courses, except the small amount of shop work done in connection with agriculture. Two foreign languages were offered, French I and II and Latin I and II. General science, biology, and chemistry were offered in each school. Both white and negro high schools had central libraries. To graduate from any one of these high schools the student was required to have sixteen units or credits as prescribed by the State Board of Education. He could not count for graduation more than four units in vocational agriculture or home economics.

The 1935 school census listed 8,161 pupils between the ages of

six and twenty. The statistics in Table IX show a total enrollment for 1934-35 of 5,432 pupils. Of this total 1,777 were white and 3,661 were negro.

TABLE IX

TOTAL ENROLLMENT OF NANSEMOND COUNTY SCHOOLS  
FOR THE PERIOD 1934-39

Year	White	Negro	Total	School Census
1934-35	1,777	3,661	5,432	8,161*
1935-36	1,721	3,625	5,346	
1936-37	1,742	3,410	5,152	
1937-38	1,693	3,330	5,023	
1938-39	1,659	3,226	4,885	

Taken from Records of Nansemond County School Board, Suffolk, Virginia

## PERSONNEL

In 1934-35 there were one white and one negro elementary supervisor, a Division Superintendent, his secretary, twenty-nine bus drivers, nine janitors, one full time mechanic, and 150 teachers employed in the Nansemond County School Division. There were forty-nine white elementary teachers, twenty-two white high school teachers, seventy-five negro elementary teachers, and four negro high school teachers. Table X shows the number of both white and negro teachers employed by the School Board for the period 1934-39.

\* The school census is taken every five years.

TABLE X

NUMBER TEACHERS EMPLOYED BY NANSEMOND COUNTY SCHOOL BOARD  
FOR THE PERIOD 1934-39

Year	White			Negro		
	H.S.	Elem.	Total	H.S.	Elem.	Total
1934-35	22	49	71	4	75	79
1935-36	22	49	71	4	73	77
1936-37	22	44	66	4	71	75
1937-38	23	48	71	4	71	75
1938-39	24	45	69	4	71	75

Taken from Records of Nansemond County School Board, Suffolk, Virginia

Table XI indicates teachers' certifications for the period 1934-39.

TABLE XI

CERTIFICATIONS OF TEACHERS OF NANSEMOND COUNTY SCHOOLS  
FOR THE PERIOD 1934-39

Year	White					Negro				
	Elem.	N.P.	Col.P.	Col.	Spec.	Elem.	N.P.	Col.P.	Col.	Spec.
1934-35	6	32	27	5	1	36	37	4	--	1
1935-36	3	34	30	2	2	30	42	4	--	1
1936-37	2	31	31	-	2	45	25	4	--	1
1937-38	2	28	34	5	3	17	51	6	--	1
1938-39	2	26	36	2	3	18	50	6	--	1

Taken from Records of Nansemond County School Board, Suffolk, Virginia

Teacher tenure is of much concern to the School Board and though every effort is made to retain the satisfactory teacher Table XII shows that there is a rather large and consistent turnover in white teacher personnel. Low salaries and the policy of not employing married teachers are two factors which might contribute to this large turnover. The turnover is not so great in the negro schools in spite of low salaries, but there is no regulation against the employment of married negro teachers.

TABLE XII

EXPERIENCE OF TEACHERS OF NANSEMOND COUNTY SCHOOLS  
FOR THE PERIOD 1934-39

Year	White					Negro				
	:Less than: :1 year	:1 yr:	:2 yrs:	:3 yrs:	:Over :3 yrs:	:Less :Than 1 yr:	:1 yr:	:2 yrs:	:3 yrs:	:Over :3 yrs.
1934-35:	12	: 1	: 3	: 7	: 48	: 3	: 3	: 5	: 1	: 67
1935-36:	12	: 10	: 3	: 3	: 43	: 2	: 4	: 2	: 5	: 64
1936-37:	3	: 13	: 9	: 4	: 37	: 3	: 2	: 4	: 2	: 64
1937-38:	13	: 3	: 12	: 9	: 34	: 2	: 3	: 2	: 5	: 63
1938-39:	11	: 11	: 3	: 9	: 35	: 2	: 3	: 3	: 2	: 65

Taken from Records of Nansemond County School Board, Suffolk, Virginia

The average salaries of elementary teachers in Nansemond County are shown in Table XIII.

TABLE XIII

AVERAGE SALARIES OF ELEMENTARY TEACHERS, NANSEMOND COUNTY  
FOR THE PERIOD 1934-39

Year	White		Negro	
	Male	Female	Male	Female
1934-35	\$1,080.00	\$ 756.00	\$ 400.00	\$ 398.00
1935-36	1,179.00	792.83	600.00	405.00
1936-37	1,215.00	803.70	469.28	401.12
1937-38	1,260.00	833.50	424.00	426.74
1938-39	1,260.00	838.00	480.00	483.19

Taken from Records of Nansemond County School Board, Suffolk, Virginia

Table XIV shows the average salaries of high school teachers, white and negro, male and female. The average salary of the negro male is the salary of the negro agriculture instructor.

TABLE XIV

AVERAGE SALARIES OF HIGH SCHOOL TEACHERS, NANSEMOND COUNTY,  
FOR THE PERIOD 1934-39

Year	White		Negro	
	Male	Female	Male	Female
1934-35	\$1,439.00	\$ 836.00	\$ 853.96	\$ 500.00
1935-36	1,510.00	868.88	1,248.00	512.00
1936-37	1,525.00	896.68	1,248.00	520.00
1937-38	1,551.00	916.16	1,320.00	542.00
1938-39	1,563.37	963.38	1,380.00	585.00

Taken from Records of Nansemond County School Board, Suffolk, Virginia

The salaries of high school principals over the five-year period are listed in Table XV and according to the annual reports of the Virginia Superintendent of Public Instruction, Richmond, Virginia, are within the range of principals' salaries of the upper ten counties in Virginia for 1934-35.

TABLE XV  
AVERAGE SALARIES OF HIGH SCHOOL PRINCIPALS, NANSEMOND COUNTY, FOR THE PERIOD 1934-39

Year	White		Negro	
	Male	Female	Male	Female
1934-35	\$2,018.00	\$----	\$ 856.00	\$----
1935-36	2,187.00	----	880.00	----
1936-37	2,200.00	----	880.00	----
1937-38	2,262.00	----	880.00	----
1938-39	2,337.50	----	1,035.00	----

Taken from Records of Nansemond County School Board, Suffolk, Virginia.

In addition to the principals, the supervisory force consisted of one white Elementary Supervisor and one negro Jeannes Supervisor. The white Supervisor was a graduate of the University of Virginia and had had five years of experience as supervisor. The Jeannes Supervisor held a Normal Professional Certificate and had had twelve years experience as a teacher and ten years experience as Supervisor.

There were in the County in 1934-35 teachers doing work in five departments of home economics. Only three of these departments were classified under the vocational division and received State Aid.



## ADMINISTRATION AND ORGANIZATION

The Nansemond County School Board operated as a County unit and as such is the most important legislative body in the County. It has the vested authority and responsibility for the operation of the County's educational program. Section 129 of the Virginia Constitution provides that the General Assembly shall establish and maintain an efficient system of public, free, schools and Section 133 provides for the school division, the selection of a County School Board, one member from each district, and a division superintendent of schools elected by the School Board from a list of eligibles certified by the State Board of Education. The members of the School Board are appointed for four years by the School Trustee Electoral Board. This Board like others in rural divisions is provided for in Section 653 of the Virginia Code and its members are appointed by the Judge of the Circuit Court every four years. The School Board of Nansemond County is composed of five members, one from each of the five magisterial districts. These five members were, in 1934-35, Dr. H. H. Hunter, Chairman, Physician, Whaleyville, Virginia; E. Taylor Batten, Superintendent of Agricultural Experimental Station, Holland, Virginia; A. J. Rountree, Farmer, Cypress Chapel, Virginia; E. Jordan Taylor, Farmer, Driver, Virginia; and R. C. Harrison, Oyster Planter, Eclipse, Virginia. These were men who brought to their work on the Board an unusually broad point of view as well as a store of knowledge concerning the needs of their own districts. The Board functioned as a unit, however, which, though very desirable and often claimed for School Boards, is not always actually achieved. It was their foresight and sincere spirit of

cooperation with the Superintendent which accounted for, to a very great extent, the progress made in the next four years.

The Division Superintendent is the executive officer of the Board. He is appointed by the Board from a list of eligibles submitted by the State Board of Education. The term of office is for four years. He receives his salary partly from the School Board, the County Board of Supervisors, and the State Board of Education. Section 133 of the Virginia Constitution provides for the Division Superintendent, Section 649 of the Virginia Code provides for his appointment by the County School Board, Section 650 sets forth who is eligible for appointment as Division Superintendent, and Section 651 provides his term of office as of four years. The Superintendent for the 1934-35 term held a B. A. degree from William and Mary College, had studied special courses in the American Night School, A. E. F., Coblenz, Germany, and had done graduate work in The Peabody Teachers' College. His experience had been as follows: Three years as Principal of a small Junior High School, thirteen years as Principal of an eighteen-teacher, five-hundred pupil, thirteen-bus, consolidated rural elementary and high school. He was beginning his first term as Superintendent of Nansemond County Schools in 1934-35.

The School Board offices were located in the Nurney Building, Suffolk, Virginia. They were within a thirty minute drive of the farthest school. The offices included the Superintendent's private office, the business office, and a textbook department. A full time Secretary was employed and had charge of all clerical work of the office and the textbook department.

A desk was provided in the School Board's office for the white Supervisor of Elementary Education. She reported to the Superintendent each day and had a regular scheduled appointment on Saturday mornings.

The negro Supervisor made a daily report to the Superintendent and had a conference with him on Saturday morning.

Another administrative feature, which was begun in 1934-35 was the central repair shop for furniture and equipment. A full time repair man was employed. The Superintendent delegated to this department all work involving general repairs to buildings and equipment and the distribution of supplies.

In the employment of teachers all applicants were interviewed by the Superintendent. When possible it was suggested that the applicant visit the school before entering into the contract. After the interview and an examination of the applicant's record, and upon the recommendation of the Superintendent, the Board approved the appointment.

## CHAPTER III

CHANGES IN THE PUBLIC SCHOOLS OF NANSEMOND COUNTY, VIRGINIA,  
FOR THE PERIOD 1934-39

During the five-year period from 1934-39 numerous changes have taken place in the various phases of the educational program of Nansemond County. Many of these are the natural developments which might have been expected to occur in any system of similar characteristics, while many are the direct results of definite policies of the School Board during this period. These changes and their significance may be more readily seen by referring to the tables which were given in Chapter II and by following the same general outline, in the consideration of these, as was listed at the beginning of that chapter.

## FINANCIAL STATUS

It is significant to note that the statistics show an increase over the five-year period, 1934-39, in the appropriations made by the County Board of Supervisors to the public schools and during the same period there was a gradual increase in State funds for schools to the County.<sup>1</sup> Consequently, there has been an increase in revenues per capita for each child enrolled during the five-year period. While the per capita increase has been enhanced slightly by the decline in

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<sup>1</sup>

Table V, P.11.

enrollment the gradual increase per capita of revenue receipts took place in spite of this. Prior to 1934-35, during the 1929-33 depression period, revenues had been on the decline. From 1934-35 to 1938-39 the increase in the amount of revenue, less capital outlay, was twenty-six per cent per pupil.

Administration expenditures have remained almost constant, with perhaps a slight decrease over the five-year period.<sup>2</sup> While administration costs remained constant, instruction costs increased approximately thirteen per cent. This increase was not due to enlargement of the teaching personnel. There were one hundred and fifty teachers in 1934-35, one hundred and forty-eight teachers in 1935-36, one hundred and forty-one teachers in 1936-37, one hundred and forty-six teachers in 1937-38, one hundred and forty-four teachers in 1938-39, according to annual reports of the Division Superintendent, in the office of the Nansemond County School Board, Suffolk, Virginia.

Auxiliary Agencies, which include all expenditures for transportation of white pupils, show a decrease in total expenditures per year since 1934-35. During this period, however, new equipment of Chevrolet and VE units replaced all old equipment. Expenditures for Operation and Fixed Charges decreased during the period 1934-39. The Insurance item under Fixed Charges during this period increased as a result of increased Capital Outlay and the School Board's decision to secure liability insurance on all school busses in 1938-39 for the first time. The total, nevertheless, for both Fixed Charges and Operation, shows a

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<sup>2</sup>

Table VI, P.12

downward trend in the total expenditures. Maintenance increased during the five-year period. This is accounted for largely in the furnishing of materials for a W. P. A. repair project covering all County schools during the period 1936-39. The large increase in Capital Outlay indicated in the same table includes the construction of a large negro high school under P. W. A. Project 1289-F, Virginia, an addition to the Chuckatuck High School, a two-room negro school at Elephant's Fork, a two-room negro school at Savage Crossing, a one-room negro school at Pughsville, an agricultural building at Cypress High School, and a one-room negro school at Pleasant Grove.

Nansemond County's indebtedness in 1934-35 was \$311,411.20, consisting of two bond issues totaling \$250,000.00, a literary loan of \$47,411.20 and a \$14,000.00 temporary loan.<sup>3</sup> All of this bonded indebtedness was being amortized annually both by interest payments and sinking funds according to an original schedule of payments made at the time of the loans. In 1938-39 all of the \$14,000.00 was paid. The total literary loan of \$43,383.30 shown for the year 1938-39 is increased over the previous year, as the result of a \$20,250.00 literary loan made by the Board in 1938-39 to match P. W. A. funds with which the construction of a negro high school was begun.

The per capita cost of public education for Nansemond County and the adjacent counties shows that while Nansemond County's per capita cost has been upward over the five-year period it has been in line with the trend in her sister counties, though less per capita.<sup>4</sup>

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<sup>3</sup>

Table VII, P.14.

<sup>4</sup>Table VIII, P.15.

### BUSINESS MANAGEMENT

In the interest of economy and efficiency in the use of school funds and the development of a better school organization, the Board made two significant changes in the business management of the Nansemond County School Board during the period 1934-39. The method of purchasing supplies, repairs, and materials was changed. No teacher or employee was permitted to buy any article where and when he desired, but was required to have an approved order from the Superintendent's office before making the purchase from the merchant. And the policy of buying all supplies and equipment, other than the small items for immediate use, on open bids was inaugurated by the Board. The Board continued to sell textbooks and no change was made in the management of this item of business.

### SCHOOL BUILDINGS, SUPPLIES, AND EQUIPMENT

During the last half of the period 1934-39 a W. P. A. project provided labor and the County School Board provided the supervision and materials to repair and change the physical condition of twenty-five negro and two white school units. The project included a complete repair of broken windows, poorly fitted doors and broken floors, as well as general paint jobs. The same project included the building of two outdoor, State approved, lavatories and a fuel house at each school unit. Not only have the twenty-seven plants been improved from the repair standpoint but they are much more attractive in appearance. A complete record of all changes made is in the Office of the Nansemond County School Board, Suffolk, Virginia. These buildings, dates of construction, and types, are shown in Table XVI as are also the

\$12,000.00 addition to the Chuckatuck High School, two two-room, two one-room and one three-room negro schools, and the agricultural building at Cypress High School. The negro high school, which is nearly completed, is also shown in Table XVI.

TABLE XVI (a)

## SCHOOL BUILDINGS IN NANSEMOND COUNTY, 1938-39

Negro School Buildings	Year Erected	Construction	Central Heating Plant	Electric Power	Indoor Lavatory
Hosier Lane No.2	1935	Frame	No	No	No
Sandy Bottom	1930	Frame	No	Yes	No
Huntersville	1929	Frame	No	Yes	No
Florence Graded	1923	Frame	No	Yes	No
Wilroy	1924	Frame	No	No	No
East Suffolk Negro H.S.	1939	Brick	Yes	Yes	Yes
East Suffolk Negro Elem.	1929	Brick	No	Yes	No
Pughsville	1935	Frame	No	Yes	No
Saratoga	1924	Frame	No	Yes	No
Holland	1922	Frame	No	No	No
Hosier Lane No. 1	1900	Frame	No	No	No
Somerton	1900	Frame	No	No	No
Myrtle	1922	Brick	No	Yes	No
Oakland	1924	Frame	No	No	No
Hodges	1906	Frame	No	No	No
Noah Howell	1907	Frame	No	No	No
Savage Crossing	1937	Frame	No	Yes	No
Hobson	1934	Frame	No	Yes	No
Clay Hill	1915	Frame	No	No	No
Marsh Hill	1908	Frame	No	Yes	No
County Training School	1924	Brick	No	Yes	No
County Training Shop	1924	Frame	No	Yes	No
County Training Agric.	1924	Frame	No	Yes	No
Whaleyville Colored	1926	Brick	No	Yes	No
Elephant's Fork	1937	Frame	No	No	No
Little Aid	1937	Frame	No	No	No
Pleasant Grove	1936	Frame	No	No	No

Taken from Records of Nansemond County School Board, Suffolk, Virginia



TABLE XVI (b)

## SCHOOL BUILDINGS IN NANSEMOND COUNTY, 1938-39

White School Buildings	:Year Erected	:Construc- :tion	:Central: :Heating: :Plant	:Electric: :Power	:Indoor :Lavatory
Driver School	: 1912	:Brick	: Yes	: Yes	: Yes
Driver Teacherage	: 1926	:Brick	: Yes	: Yes	: Yes
Driver Cottage	: 1926	:Brick	: Yes	: Yes	: Yes
Driver Garage	: 1912	:Brick	: No	: No	: No
Driver Gymnasium	: 1924	:Frame	: No	: Yes	: Yes
Cypress School	: 1922	:Brick	: Yes	: Yes	: Yes
Cypress Agric.	: 1937	:Metal	: No	: Yes	: Yes
Cypress Home Bc.	: 1926	:Frame	: No	: Yes	: No
Cypress Gymnasium	: 1928	:Frame	: No	: Yes	: Yes
Cypress Power House	: 1933	:Brick	: No	: No	: No
Cypress Teacherage	: 1920	:Frame	: No	: Yes	: Yes
Cypress Coal Shed	: 1933	:Metal	: No	: No	: No
Cypress Garage	: 1934	:Frame	: No	: Yes	: No
Cypress Shop	: 1934	:Frame	: No	: Yes	: No
Whaleyville School	: 1914-22	:Brick	: Yes	: Yes	: Yes
Whaleyville Gym.	: 1923	:Frame	: No	: Yes	: Yes
Whaleyville Garage	: 1934	:Metal	: No	: No	: No
Box Elder School	: 1912	:Brick	: No	: No	: No
Holland High School	: 1922	:Brick	: Yes	: Yes	: Yes
Holland Elem.School	: 1914	:Brick	: Yes	: Yes	: Yes
Holland Gymnasium	: 1922	:Frame	: Yes	: Yes	: Yes
Holland Agric.	: 1922	:Frame	: No	: Yes	: No
Hethlehem School	: 1910	:Frame	: No	: Yes	: No
King's Fork Two-Story	: 1921	:Brick	: No	: Yes	: No
Holland Garage	: 1935	:Metal	: No	: Yes	: No
King's Fork Garage	: 1931-33	:Metal	: No	: Yes	: No
King's Fork One-Story	: 1926	:Brick	: Yes	: Yes	: Yes
King's Fork Lunchroom	: 1928	:Frame	: No	: Yes	: No
Chuckatuck High School	: 1926-39	:Brick	: Yes	: Yes	: Yes
Chuckatuck Elem.	: 1926	:Brick	: Yes	: Yes	: Yes
Chuckatuck Gymnasium	: 1927	:Frame	: Yes	: Yes	: Yes
Chuckatuck Agric.	: 1926	:Frame	: No	: Yes	: No
Chuckatuck Garage	: 1934	:Frame	: No	: Yes	: No
Chuckatuck Coal Shed	: 1934	:Frame	: No	: No	: No
Crittenden School	: 1909	:Frame	: No	: Yes	: No
King's Fork Coal Shed	: 1934	:Metal	: No	: No	: No

Taken from Records of Nansemond County School Board, Suffolk, Virginia

By 1938-39 nine new buildings have been added to the total number of County school buildings. The insured value of all buildings in 1938-39 is \$459,250.00. Much of the old equipment of 1934-35 has been replaced. One thousand desks have been installed in the negro schools, in many instances replacing the old home-made bench. Five hundred of these desks are of the double type. All stoves of the same make are installed in the negro schools and are repaired, when needed, by the School Board's repair man. In the white schools the first four grades have had the desks replaced by tables and chairs.

In 1935 the Board changed its policy regarding the public's use of school buildings. Because of the demands for buildings by many clubs and organizations and the problem of visiting and transient shows, the Board authorized the minimum charge of \$5.00 for the use of school auditoriums when programs fostered by outside organizations were presented and an admission fee was charged. The free use of the buildings to citizens for all of their meetings or programs to which no charge was made was continued.

Under Equipment, in the white schools, one item, that of Transportation, has undergone definite changes. All Model T trucks and old Chevrolets that were in use in 1934-35 have been replaced at the rate of about six a year by more up to date V8 and Chevrolet units with modern and larger bodies. There are twenty-nine of these units, twenty V8 and nine Chevrolets. The last eight, four of which were bought in the spring of 1939, are sixteen feet all-steel bodies on Chevrolet chasses. All twenty-nine units have dual wheels and only six have bodies less than sixteen feet in length. These busses

are owned and operated by the County School Board. They are located at the four high school centers. At each center a full time mechanic is employed and he is responsible for the upkeep of the busses and is also the driver of one bus. Each school has its repair shop. Tires, gas, and oil are bought by the Board and are exempt from the State and Federal taxes. All parts are bought at the fleet owner's discount. In 1938-39 the Board adopted the policy of employing no boy less than eighteen years of age as a driver of a bus. At the present time, besides meeting the age requirement, an applicant must have passed the Virginia State Highway test, been recommended by the Superintendent, and approved by the School Board before he is employed as a bus driver. The Board provides liability insurance beginning in 1938-39 for all busses. At the end of each month the principals and mechanics are sent a report, indicating the expenditures on each bus in the County. In this way each principal and mechanic is able to get an accurate estimate of the comparative cost of the busses at his school. Table XVII is a copy of the regular monthly report sent to principals and mechanics for the month of January, 1939. The information contained in these monthly reports is received from the principals each month and then consolidated in the one monthly report for the benefit of all the schools. The principals and mechanics are requested to study these monthly reports and to offer to the School Board any suggestions they think will improve pupil transportation in the County.

TABLE XVII

MONTHLY BUS REPORT  
FOR JANUARY, 1959

No. of Bus	Model	Miles Per Day	Days Run	Pupils Per Day	Gas	Oil	Total for Year Gas	Repairs For Month	Repairs Since Sept.	Summer Repairs	Make of Car	
6	34	36	22	29	85	4					VB	
7	38	30	22	31	75	0					Chev.	
9	34	30	22	33	101	4					VB	
14	31	46	22	35	103	9					Chev.	
33	37	30	22	31	67	5					Chev.	
Total							1650	28	\$41.90	\$83.39	\$ 70.20	
11	35	32	22	34	84	1					VB	
13	35	30	22	35	74	0					VB	
21	38	29	22	49	59	0					Chev.	
25	34	25	22	51	68	7					VB	
26	37	31	22	61	79	3					VB	
30	34	25	22	54	67	1					VB	
Total							1800	29	\$ 7.69	\$41.27	\$180.57	
8	34	39	22	52	90	3					VB	
Total							1120	10	\$14.78	\$17.91	\$ ----	
36	37	35	22	49	61	2					VB	
Total							450	5	\$ 8.10	\$10.07	\$ ----	
1	38	49	22	56	96	1					Chev.	
4	36	51	22	94	175	2					VB	
12	35	48	22	84	110	6					VB	
16	33	52	22	45	91	1					Chev.	
31	34	36	22	68	85	6					VB	
34	37	36	22	77	83	6					VB	
Total							2910	45	\$ 1.16	\$85.45	\$129.73	
18	38	50	22	70	86	5					Chev.	
28	34	24	22	34	79	5					VB	
24	34	30	22	42	92	5					VB	
19	35	32	22	46	79	6					VB	
32	33	28	22	35	75	6					Chev.	
17	35	34	22	32	78	5					VB	
3	35	24	22	34	68	5					VB	
22	33	30	22	45	100	6					Chev.	
5	34	39	22	70	63	5					VB	
20	37	26	22	69	74	5					VB	
Total							3500	30	\$ 8.89	\$75.55	\$249.77	

Taken from Records of Nansemond County School Board, Suffolk, Virginia.

In order to provide a consistent policy controlling the use of school busses, the Board passed a resolution in 1935-36 stating that permission to use the school busses for transportation other than for the regular routes could be granted only by the entire Board in session. This provision relieved members of the Board and the Superintendent from requests of various organizations and individuals for the use of the busses, promoted economy and safety, and aided in keeping the busses at all times in a good state of repair for the pupils.

TABLE XVIII

STATUS SECONDARY ROAD MILEAGE  
NANSEMOND COUNTY, 1935-39

Type	1935	1936	1937	1938	1939
Hard Surface	19.21	28.16	33.91	40.67	57.10
Soil Surface	40.60	42.16	44.61	38.24	33.40
Conditioned	306.06	296.98	293.59	292.57	282.70
Unimproved	32.15	31.10	26.44	26.44	25.20
Totals	398.02	398.40	398.55		398.40

Hard Surface - Surface treated, concrete, bituminous macadam roads.  
 Soil Surface - Roads that have been surfaced with local material, usually sand.  
 Conditioned - Roads that have been widened, with some spot surfacing.  
 Unimproved - Roads that have had only maintenance.

Taken from Records of Department of Virginia Highways, Suffolk, Virginia

The condition of roads in any county effects very definitely

the transportation problem. Table XVIII gives a clear picture of the different types of county roads. In 1939 there were 57.10 miles of hard surface roads which leaves 341.30 miles of roads that have only been sanded, widened, and maintained. The type of soil adjacent to the dismal swamp affects the roads in this County and consequently contributes to and enhances the cost of bus transportation in winter weather. When it is considered that the busses in Nansemond County transport pupils a total of 1,007 miles each school day, the effect of the conditions of the County roads on the cost of operation is evident.

#### INSTRUCTION

The participation in the Revised Curriculum as developed by the State Department of Education has continued during the five-year period. With the same County Elementary Supervisor, as well as Division Superintendent, and a School Board composed of members who are interested in developing a program to meet the needs of the children, the present policy is a continuation of the one which was begun in 1934-35. The study classes are maintained in each school under the direction of the Elementary Supervisor and are designated as "building groups." There is a County Association of Teachers which meets four times each year, at a different school each time. In 1937-38 the School Board approved the use of school time (afternoon) for these meetings which was a change from the custom of meeting at night or on Saturday. On these conference days all white schools close at one o'clock and all teachers of the County assemble at a given school for the meeting. A business and general

meeting comes first, after which the Association divides into smaller groups. Round table discussions pertaining to the particular subjects and interests of each group are arranged for these conferences. It is here that teachers exchange ideas and make reports on their progress involving the solution of problems common to all teachers in the group. During this period all white elementary teachers have been encouraged and helped in making case studies from their various classes. A cumulative record has been provided for each child and filing cabinets and folders for same are furnished by the Board. In 1935-36 a study was made by a committee of teachers on Social Studies for the elementary school. Upon recommendation of the Superintendent the School Board adopted a Social Studies fee program as recommended by this committee, authorizing the use of these fees to purchase a variety of history, geography, and civics books for each class, changing the previous method of having one uniform text per pupil. At the same time the Board authorized an increase of 100% expenditures for library books and materials. In the elementary grades the policy of exchange visits of teachers within the County is encouraged and provided for. In addition to this, the elementary teachers, during the period 1934-39 have visited in groups of from five to ten, the following schools: Maury School, Richmond; the New Kent School, New Kent County; Ginter Park and A. P. Hill schools in Richmond; the Mathew Whaley School in Williamsburg; the Westhaven School, Norfolk County; and Glen Lee, Brook Road, and Highland Springs schools in Henrico County. During the five-year period each teacher in the elementary school system has had one

opportunity, at least, to visit and see another teacher at work during the year. By combining all orders for materials for all white schools the Supervisor has been successful in buying increased amounts of art and construction material. The Board, after receiving information from special committees of teachers on the traditional report card and a more progressive report card, approved, upon the recommendation of the Division Superintendent, the adoption of new monthly reports for pupils of the elementary schools during session 1935-36 and again in 1937-38.

The Board recognized a definite need for public school music and it was felt that this course could be taught with greater efficiency and satisfaction by one teacher with special training in music than by each home-room teacher. Many pupils indicated their desire for instruction in piano and the Board decided that a well trained individual, under the supervision of the Board, would be more desirable than a private teacher living in the community, that time could be saved by teaching the pupils at school, that the making of the schedule could be simplified, and that a better school organization could be made possible. With the Board paying one half the salary of the teacher, it was estimated that, with the income from private instruction, the music teacher's salary would be comparable to that of any other teacher with equal certification.

In 1937-38 the School Board employed four public school music teachers, one to be located at each of the four large high schools. It was agreed in the contract that she was to teach public school music the first half of the day to all elementary grades, going one



half day a week to the smaller elementary school, if any, in the same school district. It was further agreed that the School Board would furnish a music room and piano in which each teacher in each of the four schools would teach private piano lessons at a cost not to exceed fifty cents per lesson, the proceeds of which would accrue to the teacher. It was also specified that a schedule would be so arranged as to permit high school and elementary grade pupils to take these lessons during study or activity periods, and that no other individual would be allowed to teach piano for remuneration in either of the schools. The salary for one half day teaching of public school music was set at half the rate of the regular teacher's salary, according to certificate. While this was a definite change in the music program and entailed additional per capita cost in elementary education it was the feeling of the Board that the integration of music and its appreciation with the elementary program would be a definite advantage to the elementary pupils.

In 1934-35 the negro elementary schools were not ready for the same type program as was inaugurated in the white elementary schools and very few changes have been advocated during the last five years. While the Revised Curriculum program has not been attempted to any great degree in the negro schools they are, at the present, definitely moving towards a less traditional program. In 1938-39 for the first time the elementary schools operated for nine months. A re-study of the Virginia Revised Curriculum was made under the direction of the negro Elementary Supervisor. During the entire five-year period a schedule of study groups has been operating. The School Board has

set up as one objective, more and better reading material. Five hundred volumes of readers and Social Studies material has been placed in the hands of the negro Supervisor for exchanging among the schools.

Teachers have been encouraged to raise their certificates by summer training and they have been allowed regular salary increases for each improved certificate. A health program for the elementary school has been stressed. This program has been under the supervision of the local health doctor and a special negro nurse. Adult classes have been provided during the period 1934-39.

In 1938-39 with 4,865 pupils enrolled in the schools of the County 649 were enrolled in high school. In spite of this high school increase since 1934-35, however, the percentage of high school enrollment is low at 13.7 per cent of the entire enrollment. The lack of negro high school facilities accounts for the low per cent in high school enrollment. The high school enrollment is expected to increase greatly when the negro high school in the central part of the County is completed.

TABLE XIX

HIGH SCHOOL ENROLLMENT NANSEMOND COUNTY  
FOR THE PERIOD 1934-39

Year	Number Pupils Enrolled			Number In Attendance		
	White	Negro	Total	White	Negro	Total
1934-35	477	72	549	433	56	489
1935-36	464	255	719	419	197	616
1936-37	483	250	733	429	208	637
1937-38	462	214	676	416	183	599
1938-39	466	208	674	458	191	659

Taken from Records of Nansemond County School Board, Suffolk, Virginia.

Table XIX gives a picture of high school enrollment, which shows an increase over the five-year period for both white and negro pupils but indicates a small high school enrollment for negroes in proportion to 1938-39 negro elementary enrollment.

In the white high schools the program is more traditional than in the elementary schools. Nevertheless, several significant changes have taken place. Additional courses have been offered in the curriculum. In two schools boys, who considered they had a need for it, are taking home economics. The home economics program has been extended to ten months instead of nine months beginning in 1938-39. More emphasis has been placed on shop work and more mechanical equipment has been installed for the benefit of those boys who are not interested in and cannot derive much benefit from the academic courses. In two schools, Driver and King's Fork, where grades one to eight inclusive were being taught, the eighth grade in each school was transferred to the Chuckatuck High School in 1938-39. In 1937-38 a new vocational agricultural department was begun in the Cypress High School. In all four of the white high schools a slow but definite program has been instituted to integrate the language, science, and social science courses. Music appreciation classes and glee clubs have been organized under the supervision of the teacher of public school music. Religious education is being offered to all white pupils in the County in grades four to seven inclusive. This project is financed by the patrons, churches, and citizens but operates under the supervision and administration of the County school authorities.

In the one negro high school in the County a definite change has been attempted in only two classes. The home economics course has been extended to ten months and provides for home projects for all girls taking the courses. The agricultural course has been broadened so that over age, retarded sixth and seventh grade boys may participate in the work, particularly in the shop work.

There are, in the County, including white and negro, four special teachers in public school music, six teachers in home economics, and five in vocational agriculture.

#### PERSONNEL

The teaching personnel in Nansemond County during the period 1934-39 experienced some changes in number employed.<sup>5</sup> In the white schools two teachers were added to the total high school group and during the same period the elementary group was decreased by four. One of the additional high school teachers was a vocational agriculture instructor for the new department at Cypress Chapel High School; the other, a teacher of language and social studies in the Chuckatuck High School, needed because of the transfer of eighth grade pupils from Driver and King's Fork schools. Consolidation and decrease in the elementary enrollment discontinued the need for the services of eight teachers but the employment of four public school music teachers made the net decrease of four teachers over the five-year period.

In the negro personnel, the number of high school teachers remained constant over the five-year period, though tuition was

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<sup>5</sup>

Table X, P. 21.

paid for high school pupils attending Nansmond Institute (Private) during sessions 1936-37, 1937-38, 1938-39. In the elementary schools the personnel decreased from seventy-five to seventy-one teachers during the same period.

Over the five-year period there was a change in certification of both white and negro teachers.<sup>6</sup> In the white schools the number of elementary certificates decreased from six to two, the Normal Professional, or two-year certificate, decreased from thirty-two to twenty-six and the Collegiate Professional, the highest certificate given by the State Department, increased from twenty-seven to thirty-six, or thirty-three and one-third per cent.

In the negro schools there were in 1934-35 thirty-six teachers holding a one-year certificate but in 1938-39 there were only eighteen teachers with a one-year certificate, or a decrease of fifty per cent. The Normal Professional or two-year certificate had increased from thirty-seven to fifty, or an increase of thirty-five per cent. The four-year certificates or Collegiate Professional had increased from four to six, an increase of fifty per cent.

The data on the experience of teachers during the five-year period indicates a much larger teacher turnover in the white personnel than in the negro.<sup>7</sup> Approximately an average of a fifteen per cent turnover took place each year, except the year 1936-37. This is accounted for, however, by the transfer of teachers in the service to fill vacancies in the County, those teachers transferred being the eight who were

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<sup>6</sup>Table XI, P. 21.

<sup>7</sup>Table XII, P. 22.

effected by consolidation and decreased enrollment.

In the negro schools the teacher turnover on an average was about four per cent. Approximately fifty per cent of the white teachers had more than three years experience while in the negro schools eighty-seven per cent of the teachers had over three years experience.

The salaries for white and negro elementary teaching personnel in 1938-39 showed an increase over those of 1934-35. There was an increase in the average salaries of both white and negro male and female elementary teachers.<sup>8</sup> There was a differential in average salaries but a substantial per cent increase was noted over the period.

The average salary of high school teachers both white and negro, reflect an increase over the five-year period.<sup>9</sup> The per cent of increase in the average negro salary was greater than that of the white. The average differential, however, was approximately the same as that of the average salaries of elementary teachers.

There are no female principals in either the white or negro high schools. The average salary increase for white principals was approximately sixteen per cent and that of negro principals twenty per cent.<sup>10</sup>

In 1936-37 the Board employed a man as negro supervisor of elementary schools. He was taken from the teaching personnel after having

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<sup>8</sup>  
Table XIII, P. 23.

<sup>9</sup>  
Table XIV, P. 23.

<sup>10</sup>  
Table XV, P. 24.

served fourteen years as teacher in the schools of the County. He is completing his work for his Bachelor's Degree at Hampton Institute.

During the period 1934-39 all home economics departments (five) have been included in the ten months program under State supervision and with State aid.

In 1937-38 a change was made in the amount paid substitute teachers per day, raising the white substitute from \$2.25 to \$2.50 and the negro from \$1.25 to \$1.50. The regulation allowing ten successive days sick leave, to all teachers, their regular salaries subject to deduction of amounts paid substitutes, remained constant over the five-year period.

#### ADMINISTRATION AND ORGANIZATION

The personnel of the School Board has undergone several changes during the five-year period. In 1938 W. W. Jones, Farmer, Driver, Virginia, was appointed to fill the unexpired term of E. J. Taylor, who had been elected to the State Legislature, Frank Knight, Banker, Whaleyville, Virginia, in 1937 succeeded F. F. Brinkley, who had died since his appointment in 1936 when he filled the vacancy caused by the death of Dr. H. H. Hunter. In 1939 C. C. Johnson, Merchant, Chuckatuck, Virginia, was appointed to fill the unexpired term of R. C. Harrison, who resigned to accept an appointment to the Virginia State Fisheries Department. All five members of the Board have had, have, or will have within the next three years, children in the schools. One member has grandchildren in school. This Board, as constituted, is one that would be considered as of the better type board.<sup>11</sup> The

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Cubberly, E. P., Public School Administration, Houghton, Mifflin, Co. 1939, P. 11.

same Superintendent was in office. The office location, method of handling textbooks, making personnel appointments, and purchasing supplies has remained with scarcely any change over the five-year period, except the per cent profit on textbooks was changed in 1938 by State legislation, from fifteen per cent to five per cent.



## CHAPTER IV

THE EVALUATION OF THE CHANGES IN THE PUBLIC SCHOOL  
PROGRAM OF NANSEMOND COUNTY, VIRGINIA, FOR THE  
PERIOD, 1934-39

When changes are made in a school program the prime consideration is to determine the results of these changes and their benefits to the pupils in the system. To appraise the results as objectively as possible, in terms of observable benefits to all pupils participating in the program during the five-year period, is the purpose of this chapter.

## FINANCIAL STATUS

As a result of the increase in revenue from both the State and County over the five-year period the School Board has been able to increase the average salary of the Nansemond County teaching personnel thirteen per cent above the 1934-35 level. This per capita increase has been in line with the per capita increase of instruction in the adjacent counties.<sup>1</sup> The average per capita cost of elementary instruction in 1938-39 for Nansemond County, based on average daily attendance, was \$19.46; the average for the State was \$25.75. The average per capita cost for high school instruction in Nansemond County was \$48.76; the average for the State was \$44.79.<sup>2</sup>

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<sup>1</sup> Table VIII, P. 15.

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Annual Report of the State Superintendent of Public Instruction, 1938-39  
Richmond, Virginia

The increase in funds over the period has made it possible to meet all school indebtedness, both interests and sinking funds, as scheduled. As the debt service has become smaller a larger per cent of the revenue has been available for instruction and operation. Because the schedule of indebtedness was met over the five-year period, the Board of Supervisors granted the request of the County School Board in 1938-39 and authorized this Board to secure a loan of \$20,250.00 from the Literary Fund of Virginia. With this loan a negro high school P. W. A. project was started.

There is a close relationship between increased revenues during the five-year period and the results obtained in other phases of the County's public school program and this will be discussed later in this chapter.

#### BUSINESS MANAGEMENT

The significant result in changing the method of purchasing supplies, materials, and repairs for Nansemond County Schools during the five-year period was that it resulted in economy as well as efficiency.<sup>3</sup> With the Superintendent as the purchasing agent, which plan is used in good practice,<sup>4</sup> the schools' needs must be ascertained from the various department heads, inventories must be kept, and buying must be made in quantity, consequently at better prices. The plan is made and worked out for the County as a whole, rather than for many separate school units in the County.

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<sup>3</sup> Bolton, Cole, Jessup, The Beginning Superintendent, Macmillan Company, 1938, P. 145.

<sup>4</sup> Jagers, Richard E., The County School System, American Book Company, 1934, P. 198

## SCHOOL BUILDINGS, SUPPLIES, AND EQUIPMENT

The physical environment of buildings and materials have a great deal to do with the teaching efficiency and comfort of any given group of teachers according to Briggs.<sup>5</sup> If this be true the Nansemond County School Board enhanced the type of teaching done in the County very greatly during the five-year period when it started and completed a repair project involving twenty-five negro and two white school units. Sanitary conditions were improved by the construction of State approved lavatories. Economy was effected in fuel consumption by the construction of a fuel house at each school.

Painting and general repairs to the buildings resulted in a feeling among pupils and teachers that, regardless of whether the school was small or large, it should be kept attractive. As a result an attempt has been made at each school to beautify the grounds. In most instances, pupils and teachers have collected native shrubs from nearby woods and started their plantings. A feeling of appreciation and happiness on the part of both teachers and pupils is observable.

The addition to the Chuckatuck High School made it possible to consolidate the eighth grades from Driver and King's Fork at Chuckatuck, thereby to offer a richer program to those boys and girls who, because of the small enrollment in the eighth grades at the two schools consolidated, would have been compelled to take the academic eighth grade course, with no provision in the program for individual differences. Included in the Chuckatuck addition was a hot lunch room and an enlarged

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Briggs, T. H., Improving Supervision, Macmillan Company, 1938, P.153.

home economics department, both of which help to make the whole curriculum at Chuckatuck adaptable to pupil needs.

Of the five negro elementary schools built during the five-year period the chief result was that experienced by moving from unsightly, unsanitary, and uncomfortable locations to clean, attractive, and comfortable ones.

The construction of an agriculture building at Cypress Chapel High School made it possible to install a vocational department in that school, the need for which is explained by the fact that the Cypress Chapel community is the most rural of all high school centers in the County. There are no villages and scarcely any industries in the Cypress School radius.

The construction of the negro high school which was begun in 1939 will, when completed, provide training for all negro high school pupils in the suburbs of Suffolk and those in the magisterial districts of Chuckatuck, Sleepy Hole, and Cypress. There were no high school facilities for these pupils prior to 1939 except those provided by the School Board through tuition paid for them at a private school. This school has been needed for a long time and it is already evident that it will be a factor for good in this thickly populated area, by the interest, appreciation, and cooperation evinced on the part of the negro citizens of that section.

The installation of 1000 desks in negro schools and tables and chairs in the first four grades of the white schools has contributed to the improvement of the general appearance of the school rooms and

the comfort of the pupils and has enhanced the instructional program of both groups. In the case of the white schools, tables and chairs are compatible with the techniques and procedures employed under the Revised Curriculum of Virginia.

The policy adopted by the Board of making a minimum charge for the use of buildings to outside organizations that present programs for which an admission fee is charged has resulted in better care of buildings and equipment, discouragement of undesirable programs, and economy in operating costs. At the same time, it has not minimized the use of buildings and equipment by groups of parents and citizens for any social gatherings or conferences.

The changes in the white schools as to transportation have had significant results. The purchase of new and modern equipment has meant comfort, safety, and economy over the five-year period. There was a total expenditure, for new busses and bus repairs, of \$37,948.25.<sup>6</sup> Of this total, the sum of \$27,102.49 was spent for new busses to complete the School Board's program of 1934-35 of eliminating all old transportation equipment by 1938-39. This result is more significant when observed in comparison with the five-year transportation program, 1929-30 --- 1933-34, in which the total expenditure for new busses and bus repairs was \$48,373.41, of which only \$12,721.17 was spent for new busses. This made the repair item \$35,652.24 against \$10,935.76 repair item in 1934-39, a difference in transportation costs in the last five years of \$10,425.16. This does not include savings in gas and oil

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<sup>6</sup> Records of County School Board Office, Suffolk, Virginia.

or a small saving realized by extending bus lines and discontinuing the practice of paying individuals to transport to school certain pupils who lived beyond regular bus routes. The policy adopted by the School Board in 1938-39 of employing no bus driver under eighteen years of age has resulted in the employment of more men as drivers and of more selective and dependable boys, since the boys who can qualify are of the age of juniors and seniors. The increase in the number of men drivers has increased the total wage expenditures, however, and incidentally the per capita cost of transportation. The report on each and every school bus in the County which goes out monthly to principals and mechanics, has done much to promote efficiency and economy.<sup>7</sup> This is reflected in the bus repair bill each year over the five year period as follows; total repairs in 1934-35 were \$3,584.25; in 1935-36, \$1,692.64; in 1936-37, \$2,195.18; in 1937-38, \$1,875.37; and in 1938-39, \$1,588.32.<sup>8</sup> The School Board's resolution in 1934-35, confining the use of busses to that of transporting pupils to and from school, except by vote of the Board in session, was in line with the best educational practices. Bolton, Cole, Jessup<sup>9</sup> advise "every case should be presented to the Board for their approval." It has lessened the cost of transportation as well as promoted safety. Unnecessary travel by busses on Nansemond

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<sup>7</sup> Table XVII, P.36

<sup>8</sup> Records of County School Board Office, Suffolk, Virginia

<sup>9</sup> Bolton, Cole, Jessup., The Beginning Superintendent, Macmillan Company, New York, 1938, P. 1552.

County roads would of necessity enhance the cost and endanger the safety of pupils.<sup>10</sup> Nansemond County's per year per pupil cost of transportation for 1938-39 was \$11.39; Southampton County's was \$13.73; Norfolk County's was \$8.47; and Isle of Wight's was \$12.75.<sup>11</sup> This per year per pupil cost in County owned busses compares favorably with the adjacent counties and is much below the cost of \$24.03 per year per pupil as reported by Little in an Arkansas study.<sup>12</sup>

#### INSTRUCTION

There are some observable results over the five-year period due to changes made in the instructional program which began in 1934-35, particularly in the white elementary schools. The elementary teachers believe that each child is a different individual, that his whole personality is important, and that an elastic program is necessary to develop in him those desirable characteristics which will help him to solve the problems of life in the most worthwhile way. This philosophy has had a definite effect on the selection of materials for instruction, methods, interest, attitudes of pupils and teachers, promotions, and the outcomes of instruction. At the beginning of this five-year program the emphasis was upon manual activities as a means of instruction rather than upon the growth and progress of children and individuals. Our conception of subject matter has broadened to mean anything the child uses and studies in meeting a situation and solving a problem. School experiences

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<sup>10</sup> Table XVIII, P. 37

<sup>11</sup> Annual Report of State Superintendent of Public Instruction, 1938-39, Richmond, Virginia

<sup>12</sup> Little, Harry A., Public Transportation of School Pupils in Arkansas, State Department of Education, Little Rock, 1930, P. 30.

now extend beyond the school room into the community. The concept of subject matter has undergone a change; the emphasis has been away from subject matter units to children's experiences and needs which develop children's purposes and interests.<sup>13</sup> For example, the sixth grades in the County assume the responsibility of working up diphtheria clinics each year. In cooperating with the health department they learn about diphtheria in order to explain to parents whom they interview the advantages of diphtheria prevention. The changed philosophy has also brought about an emphasis on individual differences of children. The care and thought given to the individual has resulted in better adjustment. Stress has been laid upon good citizenship and personal adjustment to the extent that the type of report card has changed. Progress is checked with the aid of the cumulative records. Promotion policies have placed each child in the group in which he can do his best possible work. There is less homework for pupils. More emphasis is placed upon the arts, music and drawing, as a means of self expression. The best of the traditional teaching has been preserved and careful supervision has provided for equal stress on the fundamentals.

As stated in a previous chapter Nansemond County has had a liberal textbook policy since 1929-30. In 1934-35 the fee system was introduced in the elementary schools. The fees included an amount equal to the cost of textbooks in the Social Studies field for each grade pupil. These fees were collected by the home room teacher. When all the fees were totaled in each elementary school the teachers had sufficient funds to buy adequate reference libraries and many recreational

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<sup>13</sup> Briggs, T. H., Improving Instruction, Macmillan Company, 1938, New York, P.280.



books needed by the various groups of pupils. Increased amounts of art and construction materials were bought. The use of these materials has engendered an interest in the art classes and caused a definite improvement in the work of these groups. The pupils' work on the black-board, in their notebooks, and on their murals are objective evidences of their development in this phase of their elementary training.

In Tables XX (a) and XX (b) the percentage of failures by grades is shown for Nansemond County and Virginia for the period 1934-39.

TABLE XX (a)

PERCENTAGE OF FAILURES BY GRADES, FOR NANSEMOND COUNTY  
AND STATE OF VIRGINIA, NEGRO

Grade	1934-35		1935-36		1936-37		1937-38		1938-39		
	County	State	County	State	County	State	County	State	County	State	
1	30	25	30	24.7	29	23	29	20.7	8		: Not com- : pleted in : State : Records.
2	21	17	21	16	21	14	19	13	16		
3	18	10	20	15	25	13	18	12	14		
4	15	16	19	16	22	14	18	12	16		
5	13	15	18	14.8	17	14	19	12	12		
6	18	13	23	13.7	20	12	19	11	15		
7	14	12	18	13	10	11	16	12	9		
8	13	16	15.8	15	29	14	24	18	34		
9	18	14	16	15	4	12	24	12	35		
10	12	14	15	12	25	12	10	10.5	25		
11	---	7.7	---		---	7.2	5		3		

Taken from Records of State Board of Education Office, Richmond, Virginia and Records of Nansemond County School Board Office, Suffolk, Virginia.

The per cent of failures in the negro schools in 1934-35, according to Table XX (a) was much higher than in the white schools and higher than the average per cent of failures of negro pupils in in the State as a whole. Although during the five-year period under study, Table XX (b) shows a slight decrease in failures, the per cent for all grades on the average was much higher than that of the white pupils.

TABLE XX (b)

PERCENTAGE OF FAILURES BY GRADES, FOR NANSEMOND COUNTY  
AND STATE OF VIRGINIA, WHITE

Grade	1934-35		1935-36		1936-37		1937-38		1938-39		
	County	State	County	State	County	State	County	State	County	State	
1	24	17	20	16	20	14	9	15	8		:Not com- :pleted- :in State :Records.
2	15	11	13	11	11	10	6	9.7	7		
3	13	11	13	10	10	9	12	9.4	8		
4	11	13	17	11	18	10	6	9.5	5.5		
5	9	12	10	12	10	10.5	8	9.8	8		
6	10	11	10	10.5	11	10	8	8.4	10		
7	18	12	10	10.5	15	10	6	8.5	6		
8	20	15	25	14	22	13	13	12	24		
9	17	13	21	13	22	12	19	11	31		
10	18	12	6	11	6	12	11	10.4	20		
11	--	6	2	6.3	8	6.7	1	5.9	1		

Taken from Records of State Board of Education Office, Richmond, Virginia and Records of Nansemond County School Board Office, Suffolk, Virginia.

Over the five-year period, for Nansmond, Table XX (b) shows that the per cent of failures for all eleven grades of white pupils was downward.

It is worthy of note that in 1934, before the introduction of the Revised Curriculum into the public schools of the County, the per cent failure in the first grade, white, for example, was twenty-four. Over the five-year period, however, the trend was downward, and in 1938-39, according to this table, the per cent of failures of white pupils of the County in the first grade was eight. In 1934 the per cent of failures for the State as a whole was seventeen and in 1938 it was fifteen. For session 1938-39 the State statistics of failures are not complete.

There has been no policy of 100 per cent promotion in the white schools, but a careful study of individuals has been made, by each teacher, cumulative records have been kept, case studies and testing programs have been provided. The social, emotional, intellectual, and physical growth of each child has been considered and an effort made to place him in the group in which he can do the best work. In some instances pupils have been taken from a grade and placed in a higher one.

The introduction of public school music in the white schools in 1937-38 by employing four public school music teachers, one for each of the four large school centers, has met with success from the very beginning. Special ability and training are required for the teaching of public school music. The training in music offered the

average class room teacher during her four year college course is limited. When these class room teachers attempt to teach public school music to the group, the result is usually disinterest on the part of the pupils.

In the employment of four specially educated persons in music for the elementary schools of the County, the County School Board has secured teachers who have aroused the interest of the pupils and developed their music appreciation and growth. The results from this plan can be realized by visiting the pupils at work and observing their programs. Parents heartily endorse it, teachers approve it, principals and supervisors consider it an asset to the whole school program. Pupils like it as evidenced by one hundred per cent pupil participation in the elementary music classes.

While the changes in instruction in white high schools has been much less than in the elementary grades, there are certain results observable over the five-year period. The high school teachers have become more interested in the individual pupil. They attend the elementary study groups, they contribute to the study, they participate in the arrangement of the program. If there is value in this, according to Kyte,<sup>14</sup> then it is fair to say that a change in the philosophy of the high school teachers has taken place. The enrollment for the County as a whole, for the period 1934-39, has decreased by ten per cent.<sup>15</sup> For the same period there has been a slight increase in high school enrollment.<sup>16</sup> It seems safe to say that the high school teachers are more

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<sup>14</sup> Kyte, George C., How to Supervise, Houghton, Mifflin Company, 1930, New York, P. 211.

<sup>15</sup> Table IX, P. 20

<sup>16</sup> Table XII, P.42

interested, more alert, more eager to participate in all school programs, than at the beginning of the five-year period indicated in this survey. Since 1936 all white teachers of Nansemond County have had a 100 per cent membership in N. E. A., in addition to the State and District Associations.

The adjustment of teacher-pupil load in the negro schools resulted in a saving with which part of the tuition for negro high school pupils was paid to Nansemond Institute in 1936-37, 1937-38, and 1938-39.

The change that has taken place in the certification of teachers over the five-year period has had a wholesome result on the program of the schools of the County. Much emphasis is being placed on the improvement of certificates of teachers in service. No teacher was employed in 1938-39 with less than four years training. No teachers with elementary or special certificates are being considered by the Board for any of its appointments. Since teachers are paid according to certificate and experience they feel that recognition is given those who are improving in service.

The raising of substitute's pay, though slight, in the white and negro schools has resulted in getting a better substitute when an emergency occurs.

#### ADMINISTRATION AND ORGANIZATION

The net profit on textbooks being changed in 1938 to five per cent has resulted in making the sale of textbooks to pupils a non-profitable business for the School Board but one in which real service

is rendered in the delivery of books at short notice to schools, thereby facilitating the efficiency of the school program.

The replacing of three members of the School Board during the period 1934-39 has made it necessary for the Superintendent to acquaint these members with the many problems of the Board and thereby help to orient them in their new duties. The same fine spirit of unity of purpose and cooperation with each other and the Superintendent has extended over the years and has furnished the foundation for the constructive changes and consequent results which have been pointed out in Chapters III and IV.

## CHAPTER V

THE NEXT STEPS IN THE DEVELOPMENT OF THE NANSEMOND  
COUNTY SCHOOL PROGRAM

Continuous worthwhile development of the pupil in all the experiences of life is the aim of education. Development refers to all those changes that we desire and approve; on one hand, to enrich the content of life and on the other hand to supply such knowledge, habits, and skills, as bring control of this development. In a system of schools, to improve the curriculum or the whole school program, the School Board and its staff should become familiar with equipment, materials, pupil and community needs, and the teaching personnel. To this end, surveys and studies should be made. Since the curriculum is never a finished product, surveys and studies in this field should also be made.

## FINANCIAL STATUS

The County has a road bonded indebtedness of \$100,000.00, in addition to a school indebtedness of \$210,044.47. There are already ample buildings for the white pupils in school and provision has been made for a negro consolidated high school which should provide adequate building needs for the negroes at present. No large amount of capital outlay for schools is needed unless there is an

unexpected increase in school population. Present school indebtedness is being reduced each year according to a definite schedule. This yearly reduction of indebtedness should result in an increased annual budget.

In view of these facts, it is recommended that:

First, the School Board should determine beyond a reasonable doubt that the school building facilities of the County are inadequate and that an emergency exists, before adding to the present school indebtedness.

Second, the revenues for instruction and operation should be increased and capital outlay decreased after the current year.

#### SCHOOL BUILDINGS, SUPPLIES, AND EQUIPMENT

Sanitary and comfortable school buildings are necessary if the best results are to be obtained in any school division. Attractiveness and adaptability of buildings to the needs of pupils and adults are important if a full program of instruction is to be undertaken to meet the needs of the people of any community. Supplies and equipment must be selected carefully by competent individuals in quantities sufficient for full participation of all individuals served by the school. This will promote both economy and efficiency.

It appears advisable that:

First, the small school buildings, vacated because of consolidation, should be disposed of legally so that they may be owned and used by community organizations as community centers.

Second, hot air heating units should be installed in the gymnasiums of the Whaleyville and Cypress Schools.



Third, additional new desks should be installed in the negro schools each year until all seating equipment is comfortable and adaptable to the various size pupils.

Fourth, materials needed in the class room should be bought in larger quantities, both for white and negro schools, and paid for by the School Board.

One of the outstanding trends in modern education during the last few years has been towards adequately lighted class rooms during all hours when the rooms are in use, whether it be for pupils during the day classes or adults during evening classes. Eye strain has a definite effect on the child's health and his learning accomplishments.

In view of these trends it would be worthwhile to:

First, select paints for the interior of the schools for the purpose of using the natural lighting exposure to the greatest advantage.

Second, make a survey of class rooms in the larger schools of the County to estimate the cost of automatic lighting equipment for both day and night classes, and install such equipment as soon as funds can be made available.

The pupils of a two-room school do not have access to as varied a program of instruction as the program that is offered at the larger school centers. The School Board, in order to offer them a similar and equal program, would incur a per capita cost out of proportion with the County's average per capita cost. By transporting these pupils to the larger schools, the provision for a fuller and more elastic program can be made. This is compatible with the trends in modern

education, especially when the enrollment trend is downward.

It is recommended that:

First, the twenty-four pupils in the two-room Crittenden school should be transported to the Chuckatuck school.

Second, the two-room school at Bethlehem should be continued as long as the enrollment remains above forty pupils.

Small schools for negro children in the elementary grades are located conveniently near the pupils. A consolidation program for these small elementary schools would require an expenditure for buildings and transportation equipment which is not available at this time. When the negro high school is completed the pupils will come from distances ranging from one-fourth of a mile to sixteen miles. At present the parents provide transportation for their high school children. Transportation is a problem that greatly effects the daily attendance of the pupils and consequently the instructional program of the schools. It would be impossible for the School Board to inaugurate the entire program of negro high school transportation at once. When one considers the county school indebtedness and the additional cost, both of capital outlay and operating, incurred in the building of the negro high school, it is obvious that the transportation program must be developed gradually.

It appears to be advisable that:

First, no plan of consolidation of the negro elementary schools should be attempted at the present time.

Second, the School Board should make a monthly contribution towards

the transportation of negro high school pupils, and assume the cost of transportation of negro high school pupils as fast as funds for same are available.

Transportation, when not serving outlying communities, operates mostly on improved roads. It is much cheaper per pupil to transport forty pupils on one bus than to transport the forty pupils on two small busses. Greater comfort is also insured for the children.

It appears advantageous to purchase no bus bodies less than sixteen feet long, or nineteen feet if the haul is on a hard surfaced road.

#### INSTRUCTION

First emphasis should be placed upon the instruction in the schools of the County. The program in the high school should be well balanced. There should be no less emphasis on the fundamentals but more use of life-like situations and experiences in all teaching. This program should have as one of its aims the maximum contribution to the development of abilities. In a survey recently made in the four white high schools, ninety pupils expressed a need for commercial training. In the negro high school many of the boys are not interested in the languages but feel a need for shop work. These boys, who do not expect to go to college, want training that will fit them for work after high school.

It appears to be advisable that:

First, a commercial course should be installed in each of the white high schools.

Second, a course in shop and industrial arts should be installed

in the East Suffolk Negro High School as soon as funds are available.

The complexities resulting from the increased enrollment in the high school, the enlargement of the number of courses, and the pupils' limited knowledge of their opportunities, add to the responsibility of the school and the teacher.

In view of these facts it is recommended that:

First, the School Board should provide a program in the high schools so that each pupil will feel that at least one teacher is personally interested in helping him to make his school life profitable and happy.

Second, the pupils in the fifth, sixth, and seventh grades who are likely to drop out before reaching high school should be so grouped that the vocational teachers may include them in their daily schedule of work.

Third, the vocational program should be planned to include the groups of individuals who have dropped out of school during their fifth, sixth, or seventh grade of training and have had no vocational training in school.

Fourth, constant effort should be made to develop a philosophy among the teachers that will cause them to be more interested in the individual pupil, his needs, and his environment.

There are too many programs being produced in each of the larger schools for the prime purpose of raising funds. Many of the commercial types of programs should be discontinued and more programs resulting from the work of the children should be presented without admission costs to patrons of the schools.

It appears to be advisable that the School Board should make a study in each school for the purpose of determining the amount of funds necessary for the desirable activities and, as soon as funds are available, the Board should apportion a certain amount to each school, prorated on enrollment and needs, determined by a committee of principals working with the Superintendent.

While library books and facilities have increased greatly in all the County schools the necessity for more is obvious.

It is recommended that library books and equipment be added to both white and negro schools as fast as funds will permit.

The evaluation of any school program is important, all types of instruction should be measured.

In view of this fact it is suggested that the School Board should select one principal, one elementary teacher, one high school teacher, the Elementary Supervisor, and two patrons to serve with the Superintendent as a committee to devise ways and means of evaluating the school program.

#### PERSONNEL

To get the best teachers and retain the services of these for the boys and girls over a period of years it is necessary to pay salaries comparable with urban school divisions. The best and most successful teachers in a rural school division are the most desired ones. Higher salaries often attract them to the urban school centers. In order to retain the services of these superior teachers it is suggested that the salaries of the Nansemond County teachers be raised

from the increased revenue received from the State and from the increase in the County operating fund.

The analysis of data in this study shows that the annual turnover of white teachers is much greater than that of negro teachers. The County School Board employs rather young college graduates. These have no teaching experience and must make many adaptations during their first and second year of teaching. If, at the end of the first and second year, they leave the school system new and young teachers are employed to fill their places and the same problems confront the supervisory staff the next year. In the meantime the pupils do not have the opportunity of working with an experienced teacher.

It is recommended that the School Board should continue this study of teacher turnover in the County and employ experienced teachers when they are available.

Sixty per cent of the married negro teachers live in Suffolk and are unable to secure homes for their families in the school communities. A single teacher could get room and board. Teachers commuting are often late at school. It is difficult for married teachers to attend summer school and each year there are instances when married teachers about to become mothers, have to resign or get a leave of absence.

It is apparent from the problems involved in the employment of the married negro teachers that the School Board should employ single negro teachers but should not make the regulation retroactive so far as the present negro personnel is concerned.

While the enrollment in the elementary school is decreasing there is reason to believe that the present number of teachers is

needed to do effective teaching. In this way the curriculum could be broadened and the school program made more intensive and effective

In view of these needs it is recommended that the School Board should consider a more varied program for the schools before decreasing the teaching personnel.

Teacher growth in service is most important to the school system of a county. This growth is necessary to produce and maintain a progressive and alert teaching personnel.

It is apparent from these facts that the Board should provide professional libraries for teachers, arrange a schedule for study groups during the school day, encourage and permit leave of absence for study, and offer a larger salary increase for certificate improvement.

The principal determines to a very great extent the success of the total program of his school. If most of his time is consumed by detail the instructional program is weakened. His time should be used in helping teachers, planning programs, conferring with pupils and patrons, and offering worthwhile leadership to the entire personnel.

It seems to be advisable that the Board should secure clerical help to attend to the details incidental to the principal's office and require the maximum time of the principal in directing the program of his school.

Data revealed in this survey indicate that approximately fifty per cent of the children listed in the school census of 1935 did not attend school. This means a serious lack of training and a loss of

opportunity for these boys and girls who are out of school. Many of these absentees are beyond the compulsory attendance age but many are within the age limit and should be in school.

In view of this low enrollment it appears advantageous to employ a truant officer for the County schools.

#### ADMINISTRATION AND ORGANIZATION

The more the School Board understands the programs of its schools, the problems and needs of each, and the pupil and teacher personnel, the more likely it is that the Board's policies will develop a county-wide program to meet these needs.

It is recommended that the School Board should visit, with the Superintendent, the schools of the County twice each school year.

Several conferences are held in the State each year for the purpose of helping school trustees and administrators to better understand the State's program of public education and the educational trends in the rural school systems.

It appears worthwhile that the School Board should attend and participate in these conferences.

As the public school program of the County becomes enriched and the adult program is developed, an increase in the amount of detail and office work for the School Board may be expected. A need for more clerical help and more office space will arise.

It is suggested that the Board should survey these needs and should plan to supply additional office space and help in the near future.

The trends in the State at present indicate a need for supervision



in the secondary schools. The employment of a well trained person to supervise and coordinate the various types of instruction in the high schools seems desirable.

It appears advisable that the School Board should consider this program for the County and be ready to cooperate with the State Department of Education in and when the program is inaugurated in the rural school systems.

#### SUMMARY

This study indicates that during the period 1934-39 the progress of the schools in Nansemond County has been gradual. In a rural school division such as this school revenues are limited. These revenues have increased, however, during the period 1934-39. One large negro school has been erected. Several small negro schools and an agriculture shop has been added to the total of school buildings. All buildings have been repaired and maintained. Convenience, comfort, and safety in transportation has been emphasized. The school program has been enriched and the certification of teachers has been raised. Teachers' salaries have been increased. Instruction with the aid of supervision has been improved. This study has shown, also, some of the needs of the Nansemond County Schools. It is hoped that the present school program will be broadened and enriched in the near future, to the point that the County's boys and girls, as well as adults will receive the most good from the proposed program.

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