

MONOGRAPH 13

Supervision of Parent Education
as a Function of
State Departments of
Education

By ELLEN C. LOMBARD
Associate Specialist in Parent Education

BULLETIN 1940, No. 6
MONOGRAPH No. 13

Studies of
STATE DEPARTMENTS OF EDUCATION

FEDERAL SECURITY AGENCY . . . PAUL V. McNUTT, Administrator
U. S. OFFICE OF EDUCATION . . . JOHN W. STUDEBAKER, Commissioner

**UNITED STATES GOVERNMENT PRINTING OFFICE
WASHINGTON : 1942**

For sale by the Superintendent of Documents, Washington, D. C. - - Price 10 cents

Contents

	Page
FOREWORD.....	v
I. INTRODUCTION.....	1
Background of parent education.....	1
What is parent education?.....	2
Scope of study.....	3
II. STATE PROGRAMS IN PARENT EDUCATION.....	3
Alabama.....	4
Arkansas.....	6
California.....	8
Colorado.....	12
Louisiana.....	13
New York.....	14
Pennsylvania.....	18
Utah.....	20
Virginia.....	22
Programs in other States.....	23
III. SUMMARY AND CONCLUSIONS.....	24

Foreword

WHEN, by the Tenth Amendment of the Federal Constitution, there were left to each State of the Union the right and the responsibility to organize its educational system as it saw fit, the way was opened for establishing the beginnings of State policy with reference to public education. Moreover, the grants of land made for educational purposes and the creation of school funds, in the use of which local districts shared, brought early into the educational picture some form of State regulation. The receipt of aid from the State was accompanied by the necessity of making reports to the State, and this in turn evolved into compliance with other State demands as well. As a result, State officials were appointed to receive reports from the school corporations and to deal with them in matters relating to the apportionment of funds and other items of State policy.

The early duties of the officers thus appointed were largely clerical, statistical, and advisory with reference to the application of the State school law. But out of them grew the comprehensive structure of the modern State education department, with its chief State school officer acting in many cases as executive officer of the State board of education. Today myriad responsibilities of administrative, supervisory, and advisory services replace the original simple functions of tabulation of records and management of funds. State educational administration has become a challenging opportunity for exercising constructive leadership in the State's educational affairs.

Because of the individual authority of each State for its own educational program, practices and policies differ widely among them in many respects. Yet in the midst of differences there are also common elements of development. The U. S. Office of Education, in presenting this series of monographs, has attempted to point out those common elements, to analyze the differences, and to present significant factors in State educational structure. In so doing, it accedes to the requests of a large number of correspondents who are students of State school administration and who have experienced the need for the type of material offered in this series.

The sources of information have taken the form of both documentary evidence and personal interviews. During the year 1939, more than 20 representatives of the Office of Education were engaged in visiting State education departments throughout the country, conferring in each case with the chief State school officer and his assistants. Working in "teams" of from 2 to 7 persons, they spent several days in the

State offices of the respective States, seeking accurate and comprehensive data, gathering all available printed or mimeographed documents, and securing from each member of the department who was available, an oral statement of his duties, activities, and problems. Preceding this program of visitation and again preceding the compilation of reports, committees of chief State school officers met in Washington with members of the Office of Education staff, to assist in the drafting of plans and later in the formulation of conclusions. No effort was spared, either at the time of the visits or in studying and checking data subsequent thereto, to make of the final report for each State a reliable document.

The topic considered in the series include problems of administrative organization and relationships, financial control and assistance, legislative and regulatory standards, and various types of supervisory services. Each has been studied from the point of view of past developments and of organization existing at the time of the visit to the State. For some fields of activity a State-by-State description is given of policies, problems, and practices. For some, selected States are used as examples, with a summary of significant developments and trends in all States. The total series, it is hoped, will prove to be a helpful group of publications relating to the organization and functions of State education departments and of the boards of education to which they are related.

This monograph consists of a review of the various programs in parent education which have functioned in State departments of public education up to and including 1939. The material covers discussions of background, organization, administration, personnel, costs, services to study groups in local communities, and cooperative relations by which the parent education work throughout each State can be made more effective.

To the chief State school officers, to members of their respective staffs, and to other State officials who have assisted in furnishing data for this series of monographs, the U. S. Office of Education expresses its deepest appreciation. Without their wholehearted cooperation, the publications of the series could not have been realized. The entire project is an example of coordinated action, both on the part of Office of Education staff members who have participated in it and on the part of State officials who gave so generously of their time and effort to supply the needed information and materials.

BESS GOODYKOONTZ,

Assistant U. S. Commissioner of Education.

Supervision of Parent Education as a Function of State Departments of Education

I. Introduction

Background of Parent Education

In pioneer days in the United States parents carried on their social life within the home. They taught their children the skills that were necessary to maintain life in the family under the primitive conditions that existed. The industrial era relieved homes of much of the work that had kept the family within a community of interests, and created problems which parents were not at once prepared to meet. Sons and daughters had to leave home and secure employment in factories and shops in distant towns and cities. The discipline and influence of the home and family made less and less imprint upon the lives and character of the children. Social changes took place which were scarcely understood by parents, but it was in the midst of these changing social, economic, and industrial conditions that parents began to grope for better understanding of their problems. They sensed their own needs and at first in periods of stress they turned to the family doctor, the minister, or the town lawyer, as the case might be. In matters of infant care and training parents relied upon the older generation for advice.

Finally a few mothers here and there came together and mothers' circles and clubs, reading circles, parent-teacher associations, were organized with more or less success in many parts of the United States for the purpose of discussing their problems and for mutual improvement. At first so little research had been done in the field of child growth and development, and in methods of instructing parents that these groups were greatly handicapped. It was logical then for them to turn to public, social, and educational agencies for aid.

One of the first agencies to give public recognition to the problems of parents was the Federal Government which created in 1912 the Children's Bureau in the Department of Labor "to investigate all matters pertaining to the welfare of children and child life among all classes of people." A year later there was appointed in the U. S. Office of Education a full-time home education employee to investigate methods of improving education in the home, and to

help bring about cooperation between the home and the schools so that they might work together for the welfare of the children.

Another step toward the solution of parents' problems was taken when the Laura Spelman Rockefeller Memorial began to grant funds in 1924 for the study of child development and parent education. Four types of work were provided for in the programs supported by these funds:

Scientific research, the preparation of teaching materials, the training of leaders for child study work, and experiments and demonstrations in the practical organization of parent and teacher groups for the study of child life and child welfare.

The centers in which the experiments and demonstrations were established were widely distributed throughout the United States. Grants were made to selected State departments of education, universities, colleges, city school systems, and organizations whose facilities were available for research, experiments, and demonstrations.

Research centers in child development established at the Universities of Iowa, Minnesota, and California, and the Merrill-Palmer School made large contributions to parents. Vassar College, Columbia University, Cornell University, as well as other institutions of collegiate rank established work in parent education. Professional leaders in parent education were trained in these institutions to take responsible positions.

Not until 1926, however, was parent education service of any kind included in a State department of education. In that year the California State Department of Education began an experiment in child study and parent education under the Spelman funds. The next year the New York State Education Department inaugurated a 5-year demonstration program on child development and parent education under grants from the same Spelman Foundation. Since that time many State departments of education have included on their staffs one or more professional workers in parent education. A description of parent education in each of these State departments is presented on the following pages.

What is Parent Education?

The White House Conference on Child Health and Protection also gave impetus to the movement for parent education. The Conference answered the question of "What is parent education?" in the following terms:¹

Parent education is a means by which all the problems facing family life are brought into conscious consideration, traditions are evaluated in the light

¹ Preliminary Committee Reports of the White House Conference on Child Health and Protection, Section III, Education and Training Parent Education, p. 143. New York, The Century Co., 1930. 593 p.

of present day living, and new techniques and methods of adjustment are evolved.

As defined by the Pennsylvania State Department of Education:²

Parent education is that area of adult education which is primarily concerned with education for family life and parenthood. It aims to give parents and others who deal with children, such as teachers, social workers, librarians, and nurses, increased insight into the fundamental principles underlying child development and satisfying family relationships and the relationship of the individual and the family in regard to social and economic forces.

By still another source parent education has been described as—

the process of arriving at a better understanding of the parent-child relationship. It is an active process. Parents themselves must evaluate their experiences and methods of bringing up children in the light of what science is contributing to our knowledge of children's growth and development on the one hand and the part that adult attitudes and reactions play on the other hand. Parent education makes the mass of unrelated, undigested information about ourselves and our children a digestible and related body of information.³

In brief, parent education is generally understood as concerned with an understanding of the whole child, of family relationships, and of community influences affecting the child and the family.

Scope of Study

This study presents descriptions of the parent education programs of the State departments of education in certain States reasonably representative of those in other States since not all programs can be included. The descriptions which are based upon information contained in the reports of the State departments are in most cases confined to such topics as the origin of the program, how the program functions, and cooperative relationships with other agencies. In those cases in which the programs are of comparatively recent origin and not developed to any great extent, only general descriptions of the parent education work of the State departments are possible.

II. State Programs in Parent Education

Parent education programs have been organized in a variety of ways in State departments of education. Sometimes they have been made an integral part of related major programs, such as the program of adult education, extension education, or home economics education, and again they are found to function in a bureau or a

² Pennsylvania. State Department of Education. Parent Education. Harrisburg. The Department, 1935, p. 16. (Pennsylvania Curriculum Studies. Bulletin 86)

³ Andrus, Ruth, and Peabody, May E. Report of Work in Child Development and Parental Education Supported by Grant from the Spelman Fund to the State Education Department. Albany, University of the State of New York, 1932. Pt. II, p. 5.

division under the direction of a chief. Variety is also found in the number of persons employed, in the extent of the programs, in the number and kinds of services rendered, and in the nature of the legal sanction by which State departments of education get their authority to establish this type of adult education. Sometimes a general provision is all that a superintendent finds necessary to give authority to the initiation of parent education into the State department.

Alabama

Origin of the Program

For many years before the parent education program in Alabama began as a State-wide project, State superintendents of education in their annual reports expressed the need of school and parent cooperation. Parents too, particularly mothers, felt this need, and they formed many local and State organizations with similar or identical objectives—the welfare of children and of the home and the improvement of the public schools. The coordination of the activities of these organizations toward these objectives was made a responsibility of the State superintendent of education when the legislature in 1919 passed a Revised School Code. As a result, a division of school and community service with a director in charge was established in the State department of education, purposes of which were—

to create better mutual understanding, more sympathetic interest, and close cooperation between the home and the school; to extend the usefulness of the public school by having it become the center of community life and activity, the logical place for a given community to come together for the discussion of questions of common interest; to organize the people of each school district for the purpose of having them "go to school to themselves."

Although the specifications of the School Code did not provide for parent education under this term, a great deal of work done by the division of school and community organization furnished an excellent background for the parent education program when it got under way.

The program in Alabama began in 1930 at a conference called at the University of Alabama. The plan formulated at the conference provided that the State department of education through its division of school and community organization and the Alabama College through its home economics department should cooperate in a State-wide project in parent education. The director of the division of school and community organization of the State department of education interested groups of parents and others to form classes in local communities which were taught by a field worker from the staff of Alabama College. According to the reports of the State these classes

* Annual Report, 1925. Alabama State Department of Education, pp. 19-20.

were regarded as similar to the extension courses conducted in other fields. The first year, there was one parent education worker in the field and the second year two workers were employed who reached every county in the State and conducted classes for parents in places to which they were invited.

Functions of Director (or Supervisor) and Field Workers

The director in the Alabama State Department of Education (1939) functions so as to give leadership to the development and activities of parents' groups throughout the State; to promote and improve the relationships between the home, the school, and the community; to promote and conduct schools of instruction for lay leaders; to give consultative service to State parent-teacher association leaders, especially in regard to programs of these groups; and to develop senior courses in PTA problems for teacher-training institutions. The director cooperates with representatives of various organizations and institutions interested in such work in the counties and localities chosen for centers of instruction; confers with county superintendents of schools, city superintendents of schools, county home demonstration agents, supervisors of child welfare, county health officers, county nurses, and presidents of various organizations and clubs in each local community. Much of her time is given to service as consultant to State and county parent-teacher associations, to conducting parents' schools of instruction on organization, procedures, programs, and activities of parent-teacher associations.

The field workers are trained specialists who conduct parents' study groups, courses, or classes in selected communities in the State. Each course continues for 12 weeks and each week at least 10 communities are reached. The subject matter of the courses deals with some aspect of child life and opens up opportunities for discussion of parents' problems, as well as for private consultations with the field worker. In 1939 there were two such field workers engaged in parent education work under vocational home economics funds of the college.

The position of the director of the division of school and community organization was transferred to the division of instruction in 1939 and the title of the incumbent was changed to that of supervisor of school attendance and community relations. A new aspect of the work which was added to this service is the supervision of school attendance officers throughout the State. The supervisor continues, however, to function as consultant in parent education, in programs and problems of parent-teacher associations, and in study group techniques and to interest both teachers and parents in group study of family life.

The work of State supervision of county school attendance officers opens up new opportunity for the State department to stimulate

activities in parent education. The county officers, while they promote school attendance, stimulate parents to take a friendly attitude toward home and school cooperation. Under the direction of the office of the State superintendent of education county supervisors take leadership in helping local communities to create and carry out their programs for parent cooperation.

Cooperation in Parent Education

In addition to the close cooperation of the State department of education and Alabama College in the project of parent education in the State of Alabama, other agencies, institutions, and many officials have been actively associated with the project. Among these are the staff of the University of Alabama, the county and city superintendents of schools, the county home demonstration agents, the county health officers, the supervisor of child welfare, the county nurse, presidents of PTA's, and of various clubs interested in the respective localities.

Conferences, radio child study clubs, vocational evening classes, daytime classes, have been conducted for the instruction of parents by representatives of the State department of education with the cooperation of other institutions and of organizations, and through these activities the people have obtained a better understanding of their own needs and the needs of the children and of the schools. A cooperative relationship between the schools and the community has been gradually developed in large and small towns as a result of the work of the department's representatives engaged in parent education.

The State department of education has had the cooperation of the PWA and the NYA in extending parent education. As a result, a strong cooperative relationship has been established between the schools and the community in large and small towns, and although the benefits of the work with parents are in part intangible, there has been awakened among parents a new sense of responsibility for cooperation with the schools and a desire for better understanding of the problems of home and school.

Arkansas

Origin of the Program

Although parent education is one of the more recent fields of education to be developed in Arkansas, it probably had its beginning when the State department of public instruction started a campaign in 1908 to bring together groups of teachers, school officials, and parents of the pupils in order to discuss their mutual problems. The growth of these groups was rapid and the work of school betterment spread in urban and rural communities. Other organiza-

tions spreading throughout the State, such as the local units of the Arkansas Federation of Women's Clubs, parent-teacher associations, preschool study circles, and church societies, were demanding a parent education program under the guidance of the State department of public instruction.

By 1925 parent-teacher associations had increased to such an extent in Arkansas that they united with some of the school improvement associations to form the State branch of the National Congress of Parents and Teachers, and parent education became an objective of the organization. The objective was reached in 1932 when a program of parent education was organized under the supervision of the home economics division of the State department of public instruction.

This step was made possible by the passage of a Federal bill which provided for a more flexible policy in administering funds of the home economics education program in vocational education. The State superintendent of public instruction in a 1932 report stated:

We worked out a plan which enabled us to develop the parent education program, increase the enrollment in a lay school program by making every dollar expended carry a triple load. In other words, we set up our program of parent education within our existing program of vocational education.

This program was characterized by the superintendent as "comprehensive" including any instruction on subjects which might improve the child's environment, such as family meals, infant feeding, home management, child psychology, and family relationships.

Functions of Supervisor and Special Teachers

The Arkansas program has been conducted from the beginning within the vocational home economics education program under the supervision of the State supervisor. There are in 1939, three or four special teachers for parent education working with study groups in local communities under the supervision of the State supervisor, who is also in charge of the State WPA parent education program which has given additional impetus to the movement.

Cooperation in Parent Education

When the program was fairly launched in Arkansas representatives of the State department of public instruction and of 11 other organizations formed the Arkansas Council of Parent Education. The purpose of the council was to promote cooperation in projects of parent education; to avoid duplication and friction and create understandings among members of the several organizations doing similar work; and to broaden the scope and influence of the work of the various members of the council. The council was made up of representatives of the University of Arkansas; Arkansas Congress of Parents and Teachers; Arkansas Federation of Women's Clubs;

agricultural extension service; State department of public instruction; State board of health; Arkansas branch, American Association of University Women; Arkansas Home Economics Association; American Legion Auxiliary; juvenile courts; Arkansas Tuberculosis Association; and Arkansas Library Association. A bulletin was issued by the State department of public instruction showing the services in parent education that each of these member organizations was prepared to offer to the joint program. The extension library service of the university furnished reference books and package library material to persons enrolled for parents' study group courses offered by the university at a nominal fee. The Federation of Women's Clubs charged a small fee for each person enrolled in its study courses. The agricultural extension service of the university offered to groups of farm women lectures and demonstrations in the field of parent education and child training.

The State department of public instruction gave a certificate without fee to those completing one of its courses. The State department in its free library service bureau offered package materials to supplement the book loans of the extension service of the university.

California

Origin of the Program

Parent education in the California State Department began in 1926 as a part of the public adult education program and was the outcome of a long period of activity of private agencies and organizations by which parents in California were aroused to recognize their need of help in solving their problems and their need of the cooperation of other parents. Over a long period mothers' circles, reading circles, study groups, and parent-teacher associations, conducted generally by lay leaders, had been formed and were attracting attention of the educational leaders of the State. These activities were the forerunners of the parent education experiment inaugurated in 1926 by the State department of education.

To begin with, the State department secured a grant from the Laura Spelman Rockefeller Memorial Fund which enabled it to establish a bureau of parent education and conduct a 5-year experiment. At the close of this period, in 1931, the State department was authorized by legislative enactment to assume direct control and support of the activities already begun as an experiment. The staff of the bureau consisted of a director only until 1927. Two assistants were then added, one who worked in Southern California and one in central and northern parts of the State. The director gave part time to research in child growth and development and part time to

the direction of the Child Development Institute of the University of California.⁵

The cost of the parent education program in California was shared at first by the Laura Spelman Rockefeller Memorial Fund, by State and district funds, and by tuition fees collected from members of classes, in amounts varying from 75 cents to \$2.50 per person. The budget for 1 year (1929-30) for promotion, administration, and conduct of classes and for salaries of a chief of the bureau and two assistants amounted to \$46,336.30. Of this amount the foundation furnished \$15,000; the State department, \$3,810; and 93 local school districts, a total of \$27,526.30. The State department assumed support in 1931 and the work was administered through the use of secondary school funds.

The director was concerned at the beginning with the organization of a program, creating policies, experimenting in conducting study groups, advising lay and professional groups, securing the cooperation of local school boards of education, and with general promotional and cooperative activities with organizations and institutions. The policies given below were formulated by the State department of education, and were stated in a bulletin of the State department as follows:

1. Parent education is an integral part of the total program of adult education, and must be supported as such.
2. The vitality and continued growth of parent education depends upon the maintenance of an experimental attitude on the part of all its leaders.
3. The qualities which will make the best leaders are not known. It is planned, therefore, to try to discover leaders, and study to find out what qualities make them good leaders.
4. Leadership of adult groups should come out of the group that wants to study. These leaders should have professional aid in preparation for their work.
5. There is nothing spectacular about any sound education. Experimentation must be done without satisfactions that attend extensive publicity. Faith in the ultimate outcomes of relatively slow development is essential to permanent good.
6. Existing organizations should be used for development of parent education in California. The most important one is the California Congress of Parents and Teachers because:
 - (a) They have through long years of effort developed an excellent organization as a mechanism for adult education.
 - (b) Membership is available to all the parents and teachers of all the children in the public schools of the State.
 - (c) They are ready to undertake a vigorous educational program, and parent education is one of their major interests.

⁵ *In Public Schools and Parent Education. Sacramento, California State Department of Education, Nov. 15, 1935, p. 5-6. (Bulletin No. 22.)*

7. Parent education should be kept free from academic limitations and handicaps such as credits, diplomas, etc. Certificates should depend upon other factors as fully as upon an academic record. Many highly trained individuals become so habituated to the use of technical terms, both in their thinking and in their speech that their academic training really operates to handicap them in dealing with people who are not technicians in the field of human growth and development. Academic training sometimes affords a basis for display of one's own attainments, rather than a means of understanding the needs of other people.
8. Parent education should always be addressed to parents of preschool children as well as to parents of children who are in school.
9. Leaders' groups should be a demonstration of sound educational practice, both in the method used and in subject matter offered.*

Since 1933 when retrenchment of work of various departments was necessary, the parent education staff has consisted of one person, a director of the bureau of parent education. The California Congress of Parents and Teachers by voluntary contribution provided adequate funds for the services of a field worker for a limited period.

The policies of the parent education program in California have remained consistently the same from the beginning of the program. Leaders are trained for study groups; parent education is being interpreted as an "integral part of the State system of education"; cooperation with parents' organizations is continued.

How the Program Functions

The bureau of parent education (1939) has no supervisory functions. Its functions are regulatory, advisory, and promotional. The authority under which the program operates is that which supports all adult education programs in the State. Upon the invitation of local school boards, arrangements may be made by the department to organize classes in parent education and to act in an advisory capacity to the school system. The program operates in public schools under the authority of the California School Code providing this and other adult education work, and it is further supported by the State board of education which establishes such services as well as by appropriations with power from the legislature to act.

The complete program in each school system where a program is in progress includes a nursery school or play school where children may be left while their mothers attend classes.

The classes in child study and parent education are conducted under the general direction of the chief of the division of adult education but are under the specific leadership of an expert in the field of child development and parent education paid by the State department of education.

*Op. cit., p. 6-7.

The certification of leaders in parent-education study groups by the State department of education shows that the State department assumes certain regulatory functions in this field. In order to secure the special secondary credential in adult education, applicants for the credential are required to give evidence of leadership or prestige in the group that they were preparing to conduct. Applicants were also required to have had not less than 5 years of first-hand experience with and responsibility for children of preschool age, and to present evidence, either by interview or by written answers to questions, of a grasp of the problems of parent education, satisfactory to the State department of education.

Cooperation in Parent Education

The State department of education cooperates with the California Congress of Parents and Teachers. For many years the bureau of parent education and the chairman of the committee of the Congress on Parent Education worked cooperatively so that the programs of the bureau and of the Congress were coordinated. The bureau of parent education has always maintained cooperative relationships not only with parent-teacher organizations but with churches, service clubs, professional clubs, units of the American Association of University Women, the State department of health, and divisions of agricultural education, homemaking, and secondary and elementary education in the State department of education.

Service Bulletins

At the beginning of the program of parent education the State department of education issued mimeographed material containing standards and suggestions for projects for the use of professional and lay leaders during the experimental period of this new aspect of education. Later printed bulletins were published, such as *Suggested Procedures for Classes in Child Study and Parent Education* and *Objectives for Parent Education in California*. In 1937 a comprehensive bulletin entitled *Parent Education in California* was prepared by Gertrude Laws, chief of the bureau of parent education, and issued by the State department of education. This handbook for workers contains the best of what was included in previous leaflets on objectives, methods, suggested procedures, and subject matter, and has been prepared in view of early experiences in conducting the program of parent education.

Other Parent Education Programs

Although the program of parent education is conducted as a bureau under a professional parent education director, parent education is included in the homemaking education division of the State department. There is now employed by the State department

an itinerant teacher for parent education who works under the direction of the chief of the bureau of homemaking education. It was reported that during the year 1939, 53 classes were in operation in about 20 centers in connection with the work of the itinerant teacher. Parent education work is also carried on under the emergency education program of the WPA. This program is coordinated with the work of the adult education program of the State department of education, but the work is administered and conducted under WPA auspices.

Colorado

Origin of the Program

Parent education in the Colorado Department of Education was the outgrowth of a long period in which State superintendents of public instruction gave their sanction to the work of parents' groups. At least one State superintendent acted as State organizer for the National Congress of Mothers. Other superintendents urged parents to hold meetings in every community.

It was a significant step in the direction of parent education when in 1919 the child welfare bureau was established by law under the control of the State department of public instruction, and when a few years later a State department of public welfare was authorized by the enactment of a general welfare law. The health functions of the child welfare bureau were then transferred to the new department and the child welfare bureau turned its attention to the field of special education and to strengthening of home and school relationships.

The general assembly, by legislative enactment in 1936, changed the title of the child welfare bureau to that of "bureau of home and school service" and appropriated funds for the maintenance of the work and at the same time retained for the new bureau the "broad powers which had enabled it to pioneer in several major fields of child welfare." Under this new arrangement the president of the Colorado Congress of Parents and Teachers was closely associated with the State bureau.

How the Program Functions

The work of the bureau of home and school service (1939) is financed by funds appropriated by the State legislature and functions in the State department of education under the guidance of a director in charge of parent education who works under the State superintendent of education. Other members of the staff consist of a field secretary in special education, a field organizer of parent-teacher associations of the State congress of parents and teachers, working on a part-time basis, and an office secretary. The bureau conducts surveys in connection with its work for exceptional chil-

dren; develops a program for children who are shut-in; coordinates activities of agencies dealing with community problems of youth; organizes and trains parents' groups; works for the better cooperation of schools, homes, and health agencies for the improvement of conditions of normal and handicapped children; and gives cooperation to local agencies and civic groups working for the better adjustment of young children and youth.

Louisiana

Origin of the Program

The State school reports of Louisiana from year to year deplored the indifference of parents toward the education of their children and urged more interest in and cooperation with the schools. One superintendent pointed to the necessity of securing the cooperation of three important elements in a school system as essential to the efficiency and success of the schools. These elements were:

The home element consisting of parents, relatives, or guardians of the scholars; the school element, consisting of the pupils and teachers; and the directive element, consisting of the school boards in their legislative and executive capacities, and the officers appointed to supervise or superintend the schools.¹

This same superintendent declared that "parents must reflect in their attitudes and practices that they have respect for the regulations of the school."

State education officials in Louisiana had more or less recognized the need of parent cooperation with the schools long before parent-teacher associations came into existence, and were prepared to welcome evidences of the awakened interest of parents when parent education was finally initiated in 1931 into the program of the Louisiana Parent-Teacher Association.

How the Program Functions

The program of parent education in the State department of education is carried jointly by two different units of the department: In the division of vocational home economics education and in the program of adult education of the WPA. The State department pays the salary of a director and of those who give general professional supervision of the project. An assistant supervisor of home-making education, a member of the State superintendent's staff, is in charge of parent education study groups, and other adult classes. The WPA is responsible for the salaries of the other employees who are teachers or leaders of study groups.

Local parish school boards cooperate with the State department of education by furnishing classrooms, heat, water, light, textbooks, and

¹ In Louisiana School Report, 1873, p. 291, School discipline.

other necessary supplies, and the WPA furnishes such things as tablets, pencils, etc., which are not furnished by the State department.⁶

When it became necessary to increase the supervisory services for the development and expansion of the homemaking program for adults and youth the State superintendent employed an assistant supervisor of adult classes in vocational homemaking in the State department, a district supervisor, a local supervisor, and a part-time itinerant teacher trainer. These supervisors, although stationed at different institutions in the State, assisted the home economics staff in the State department of education to plan a State-wide supervisory program and to carry it out. A large number of groups and individuals were reached in Louisiana in 1938-39. In this year alone 80 teachers or leaders of parent education study groups were employed, one in each community, of whom 75 were day school teachers who conducted one or two meetings per month for parents' groups.

In a bulletin on *Suggestions for Homemaking and Parent Education for Adults and Out-of-School Youth*, issued in 1938 by the Louisiana State superintendent of public instruction, teachers are given some basic preliminary instruction as to how they should proceed in preparing for classes in adult homemaking parent education. It is pointed out that—

teachers should establish friendly working relationships with community leaders and arouse their interest in adult homemaking and parent education; should know the community, its interests, opportunities, disadvantages, and needs; should seriously take stock of themselves and decide what they can contribute in bringing about desirable changes and practices.

The bulletin contains such other information as promotion of the work and organization of classes; methods of conducting groups; and the importance of the first and the last meetings of a series. An excellent bibliography on homemaking education is appended to the bulletin.

New York

Origin of the Program

It was a significant event when in 1927 the Laura Spelman Rockefeller Memorial Fund made a grant of \$10,000 a year to the New York State Education Department for a 5-year demonstration in child development and parent education. The department established a bureau of child development and parent education to coordinate the child development and parent education interests in the State and to aid parents and teachers to understand better how children grow and what influences growth and development. In 1928 a full-

⁶In Annual Report of State Superintendent of Public Instruction, Director of Education, WPA, Louisiana, 1939, p. 74.

time director of the bureau was appointed who began the program by making a survey of existing agencies in the State in order to determine what needs, resources, and demands for service might be revealed in the field of child development and parent education.

The program of demonstration and research in child development in New York State was an attempt "to make the work in any community a community project through the cooperation of existing agencies, such as schools, colleges, organizations, both lay and professional, and adult-education programs."⁹

The parent education program, after 5 years of demonstration and research in child development and parent education, became an integral part of the New York State Education Department in 1933 when the New York Legislature enacted a law authorizing the establishment of a division of child development and parent education.

At first the personnel of the bureau consisted of a director, but in the second year an associate education supervisor was appointed. These two leaders constituted the professional staff of the bureau of child development and parent education in 1939.

Functions of the Bureau

The functions of the director of the bureau broadened into a comprehensive program of State-wide significance including the following activities and services:

To develop and coordinate child development and parent education work in the State; to develop community resources to meet local needs; to conduct such status studies and researches as are possible to indicate direction of work and check on program; to conduct courses and develop materials for parents' groups, i. e., articles, bibliographies, materials for forums and discussion groups, and bulletins.

Another activity important in the program was the organization in high schools and colleges to prepare parents for leadership in study groups. Service was also given to parent-teacher associations and other lay organizations desiring assistance in organizing study groups and in working for better adjustments in the home and cooperation between the home and the school.

Since 1933 the duties of the director have also included the supervision and administration of the WPA nursery school and parent education program and giving assistance to other divisions of the State department in developing in normal schools an understanding of child development; conducting in-service training classes in lay leadership and workshops; and serving on committees and boards.¹⁰

⁹ Andrus, Ruth, and Peabody, May E. Report of work in child development and parental education supported by grant from the Spelman Fund to the State Education Department. Albany, University of the State of New York, 1932. Pt. II, p. 6.

¹⁰ Bureau of Child Development and Parent Education. Ten Years of Child Development and Parent Education in the New York State Education Department, 1928-38. Albany, The University of the State of New York, 1938, p. 4-5.

Discovering and Training Lay Leaders

The problem of meeting the demand for leaders of discussion groups in local communities is one that is common to all communities where parent education has been instituted. In most communities, however, there are persons who emerge as leaders in all sorts of civic, social, and church organizations. These persons are generally acceptable to the groups in which they work although they may not be trained leaders. There are also other persons in a community who are capable of leading groups but who have not been called into service. Many of these persons have an excellent background of education, culture, and experience. It is upon such resources as these that State officials in parent education call for leaders to conduct the work of discussion groups in local communities. Lay leaders are considered as volunteers and serve without pay and without certification.

An interpretation of the part lay leaders can and do take in the parent education program was made by the bureau of parent education in cooperation with representatives of various organizations after consideration of the problems of leadership. According to their conclusions—

lay leaders are those who, chosen by their own organization to lead parent study groups, are members of a lay leadership training class, conducted generally by the professional leaders in the State department of education, for 2 or 3 years and at the same time are leading study groups. At the end of that period they return to the group or organization and other leaders take their place in the training class and as group leaders. Such a conception of lay leadership is consistent with the educational and social philosophy which considers raising the level of group attitudes and practices in parent-child relationships of paramount importance rather than the development of a few individuals as semiprofessional leaders. Questions such as remuneration and certification of leaders do not arise in this interpretation of their functions.¹¹

The assistant State supervisor helps lay leaders to prepare courses for the groups they are conducting and as supervisor appraises the work of lay leaders, as well as gives service to committees and organizations having parent education programs.

In New York State, according to a plan reported by the bureau, the assistant parent education supervisor conducts and supervises classes for potential and for lay leaders in service. First-year classes are offered for potential leaders; second-, third-, and fourth-year classes are offered for training in the techniques of group discussion and practice in leading a group and leadership in a parents' group. The classes conducted by the assistant supervisor are held alternate weeks for twelve 2-hour sessions. Lay leaders supplement the training

¹¹ Op. cit., p. 7. Parent Education in New York State.

by reading and the observation of children at home and in the nursery school whenever practicable.

It is stated regarding the preparation of lay leaders that "continuous training (of the lay leader) while leading groups, cooperation and study with the professional leader in setting up courses of study, securing material and bibliography, and an adequate conception of the function of leadership of adults safeguard such a lay leader."¹²

Conferences and Institutes

Conferences and institutes have been called by the bureau of child development and parent education. Annual conferences in child development and parent education have been held in different parts of New York State. Although these conferences were attended sometimes by trained leaders in parent education only, lay leaders of parents' groups or chairmen of local parent education committees were invited to discuss with professional workers their common problems. Programs at these annual conferences provided for the discussion of such problems as those of lay leadership, research in parent education, goals of parent education, community programs, youth and the world, marriage and family counseling, how to help parents gain in human relationships, and many other current problems.

Cooperation in Parent Education

Emphasis from the beginning of parent education work in New York State was placed upon making local communities responsible for local programs. In order to provide machinery to ensure the continuation of study group work in local communities the State education department organized, when possible, councils, or committees made up of representatives of local organizations interested in parent education. The purposes of these organizing units were to initiate and maintain a parent education program and to assume responsibility for the continuation of the local program. Parent-teacher associations have been continuously active in cooperating with the State education department and they have been greatly aided by the program which the State department has sponsored.

Studies and Materials

Other activities include studies and surveys, and the preparation of outlines for leaders, curriculum guides, subject matter, and bibliographies which have been published in mimeographed or printed form. A list of these has been included in the report *Ten Years of Child Development and Parent Education in New York State Education Department, 1928-38*, published by the State education de-

¹² Andrus, Ruth, and Peabody, May E. Report of Work in Child Development and Parental Education Supported by Grant from the Spelman Fund to the State Education Department. Albany, University of the State of New York, June 1933, p. 21.

partment. Some of these are entitled, "Lay Leadership in Parent Education." "Records and Record Keeping." "Outlines for Group Discussion," and "Discovering Lay Leadership in Parent Education."

Pennsylvania

Origin of the Program

The State department of public instruction called a conference on parent education in 1928 and following the conference a committee met several times to consider the question of creating a program of parent education. A beginning was made in the development of a program in the State department when a committee was appointed in 1931 by the State superintendent in connection with the commission for the study of educational problems in Pennsylvania. This committee "appraised existing programs and activities in parent education, studied the needs and objectives for such work, and considered ways and means of promoting, organizing, harmonizing, and continuing parent education."

Following the work of the committee on parent education a conference of representatives of organizations and agencies was called "for general appraisal of parent education in the State" and as a result it was decided that the committee outline a State-wide program. Later in the same year the program was reported to another conference and a Council for Parental Education in Pennsylvania was formed with the purpose of coordinating parent education in the State. The State superintendent was its executive director. When the council, consisting of representatives of more than 30 organizations, met in 1934, projects were planned for developing training centers for leaders in colleges and universities, and for cooperating with the educational program of the Federal Emergency Relief Administration which had been instrumental in furthering the work of parent education throughout the State of Pennsylvania.

The activities mentioned indicate a long-time interest in parent education by numerous professional leaders in education in the State as well as lay leaders and parents. The interest and cooperation of the superintendents of public instruction have been maintained throughout the development of this field of education. This fact, the recognition of the needs of parents, and the quality of professional leadership in the State which was available were no doubt convincing factors when the matter of securing permission through legislative authority for schools to organize parent education programs, was under consideration. Finally, to satisfy the demands for financial support to meet the growing needs in the field of parent education, the Pennsylvania General Assembly passed a school mandatory-optional law in 1937. This law provided extension education in par-

ent education as well as other adult education work upon the petition to the board of school directors of 15 or more residents of a school district over 16 years of age, who might reasonably profit by the course of study or activity which they request. The school law gives the board of school directors permission to require a deposit fee of not more than \$5 from each enrollee in parent education courses as well as in other adult education courses. The board may also require the applicant for instruction to send the fee with the application. If persons so enrolled attend at least 75 percent of the sessions of the term, the deposit fee will be returned. Deposits may be returned under certain conditions upon approval of the board of directors.

How the Program Functions

The chief of the extension education division of the State department of public instruction functions in parent education in advisory, supervisory, and administrative capacities. He visits classes and inspects and evaluates the quality of instruction, but local boards of education have the responsibility for the organization of classes in parent education, arranging for the use of the school building, and reporting to the State department information required on daily attendance and expenditures in order to secure reimbursement from the State.

In the difficult task of setting standards for certification of teachers who would be called to work in schools where parent education programs were organized, the division of extension education secured the cooperation of experts in the State council on parental education. This task involved not only the development of requirements for temporary certification but responsibility for reviewing certificates and for the period of their validity. Special State certification is a requirement of all teachers and leaders employed for parent education, as well as for all other adult education workers, in order to ensure the professional growth of the leaders and to ensure control of the service by State school authorities.

In discussing the prerequisites for leadership education it is pointed out in the program of extension education that in parent education—

A broad foundation in psychology and sociology in all leaders should be a prerequisite. The contributions of parental education leaders to group discussion demand an intimate acquaintance with the principles of heredity and eugenics; of instinct and behavior; of the learning process, of mental hygiene, of education in and by play, of sex education, of character education, of social instincts, of home and community relationships, and of personality adjustments.

Teachers or leaders in parent education in part-time service for the education of adults receive a minimum salary of \$1 per hour.

The minimum annual increase in salary for teaching in these schools and classes is 25 cents per hour, but there can be only two increases up to the amount of \$1.50.

The department of public instruction sponsored the work in adult education which was financed by the Federal WPA. The work under this arrangement has been reported as particularly successful. In 1 month in 1938, according to the extension education division report, 80 leaders conducted 486 groups with a total enrollment of more than 7,200 persons.

Scope of Parent Education in Extension Program

The types of parent education suggested by the division of extension education include a great many activities. These are pointed out for the use of officials who plan programs in this field of education. They include activities such as institutes, lecture courses, instruction by leaders, group discussion, study courses, reading, books and periodicals, conferences, child clinics, case studies, correspondence courses, personal consultative correspondence, and summer round-ups. The subject matter recommended covers aspects of psychology, homemaking, family relationships, mental, physical, emotional, and spiritual development, guidance and counseling, and many other subjects relating to the growth and development of children and family life.

Publications on Parent Education

Many of the recent publications of the Pennsylvania State Department of Public Instruction refer to parent education activities of one kind or another. In the bulletin on *Teacher Education Curriculums for State Teachers Colleges*, a course in parent education is described as required for teachers in preparing them for making contacts with parents and the community. The course includes practice in preparing talks, conducting conferences, and guiding parents in the study of the needs of children. Another bulletin of the State Department entitled *Parent-Teacher Services to Education* describes the services of the department. One of the State curriculum studies is a manual on *Parent Education*. It contains suggestions for the development of programs of parent, pupil, and teacher relationships and for the organization of activities for the furtherance of parent education.

Utah

Origin of the Program

Parent education in the Utah State Department of Public Instruction developed as a part of the vocational home economics program. For many years previous to the initiation of the work of parent education in Utah parent-teacher associations, civic organizations, church

societies, and other agencies and institutions have emphasized the place of the home in the training of children and the need of cooperation between the home and the school. In 1930 an itinerant teacher was employed in the home economics education division of the State department of public instruction whose major duties were in the field of child training. Local class leaders were given instruction by this teacher to help maintain standards of programs and procedures. In 1932 a program of WPA adult education was begun which included classes in parent education in connection with nursery schools.

When in 1935 the work of parent education was extended in the State department of public instruction in Utah, the purposes were to develop "a permanent State-wide program in parent education as a vital form of family life education, functioning under professional leadership and financed by a tax-supported public educational agency." The objectives of the program were to interest parents through study group programs, radio programs, and talks to organizations and other groups. This program was followed in 1936 by a project of promotional work in parent education when a specialist in child psychology was brought to the State for 3 months of intensive work.

How the Program Functions

The parent education work functions in Utah within the vocational home economics education program. A specialist was employed to carry on a demonstration of promotional work in parent education for short periods in 1936 and again in 1937. This work was carried on under the vocational home economics division of the State department of education. Two years later, a full-time specialist was employed to conduct experiments in parent education for 6 weeks at a time in each county of the State. Home economics education funds were used to finance this work which consisted of organizing and conducting parents' study groups and giving training courses for teachers and lay leaders. This program reached upwards of 40 school districts. Other functions were to develop community programs in order to promote family life education; to give services in counseling leaders, individuals, organizations, and agencies; to conduct family life institutes; to develop materials; and to provide source materials. A radio series for modern parents was prepared and issued in 1939 under the direction of the State superintendent of public instruction on *Today's Children—Tomorrow's Adults*, for the purpose of stimulating interest in listening-in study groups of parents and other interested individuals and groups, and to inform both individuals and study groups on matters pertaining to education for family life.

Cooperation in Parent Education

The cooperation of many agencies, institutions, and organizations functioning in the field of family life and the development of personality has strengthened the parent education work of the State department. Among these are the extension division of the University of Utah, the Utah Congress of Parents and Teachers, county and city councils of parent-teacher associations, county and city boards of education, the State department of health, the education division of the WPA, the Church of Latter-Day Saints, civic clubs, kindergarten clubs, library societies, service clubs of various types, libraries, and other agencies.

Virginia

Origin of the Program

Parent education became a part of the adult education program of the Virginia State Department of Education in 1938. The State department had recognized for a long time the need for a program of parent education, and the State supervisor of adult education had worked cooperatively with local school authorities and parent-teacher associations to develop local study groups to meet the growing demands for a parent education program. It was not until 1938, however, that the Virginia General Assembly authorized an appropriation for a program. Under this appropriation parent education was chosen as one of six types of adult education to be conducted in the State department of education. In this way parent education which had heretofore been started and maintained by the efforts of lay people was placed under the guidance of professional leaders, with the support of public funds.

How the Program Functions

In immediate charge of the work is the supervisor of adult education in a division of rehabilitation, special, and adult education. Since the amount appropriated by the State, \$25,000 per year for adult education, was inadequate to meet all the educational needs of a State the size of Virginia, the work of the supervisor was at first concerned with getting local school board officials to match State funds in communities where adult education projects were established, with preparing a plan by which the greatest needs in this field could be met with limited funds, with securing the cooperation of leading lay and professional people in planning the program and discovering needs, with securing the use of the schools as community centers, and with coordinating the efforts of all State agencies having parent education work.

The services which the State supervisor of adult education gives to parent education are like those given for other aspects of adult education. They include advisory and supervisory work for the pro-

grams of study groups, and work with local school authorities to secure the coordination of all efforts in the various aspects of adult education in organizations and institutions where programs are in progress or contemplated. The supervisor is available to organizations and local communities which are planning to develop a local adult education program. In the case of parent education the cooperation of lay groups such as parent-teacher associations and community leagues is recognized as indispensable in Virginia since these organizations unite with local school authorities in sponsoring and encouraging the organization of study groups in local communities.

The State department of public instruction provides leadership for study groups and materials such as bibliographies and suggestions for topics for discussion in these groups, and assists in the purchase of teaching materials. Public-school teachers or other qualified persons in the community are employed 1 night per week as leaders of groups at \$2 per night. When a class has been organized it may be conducted for as long as from 10 to 30 weeks a year according to the attendance of members and the interest in classes. Local school boards pay half the cost of the classes and the remainder is paid by State adult education funds. During the year ending 1939 there was an enrollment of 788 persons for parent education classes. During the second year, 1938-39, the adult education program reached 46 counties and 13 cities and wherever there was an adult education program there was generally at least one parent education class in progress.

Programs in Other States

In *Kansas* the services in parent education are made available through the use of vocational education funds. A full-time teacher of parent education study groups was employed under these funds in 1939 and some of the other teachers led a few classes for parents' groups. In *Montana* and *North Dakota*, an assistant State supervisor, a member of the State department's staff, supervises some classes in parent education. Other States reported in 1939 that special teachers in parent education are employed—1 in *North Carolina*, 1 in *Tennessee*, and 8 or 9 in *Texas*—and that some attention to parent education by adult teachers has been given in *Florida* and *Georgia*. These teachers are employed by the use of Federal and State vocational homemaking education funds.

Some elements of parent education are included in the program of adult education conducted by the office of the *North Carolina* State superintendent of public instruction. The work of adult education is financed by annual appropriations of \$30,000 provided by the legislature for a State-wide adult education program. The program includes adult elementary education, home and school cooperation,

home management problems, home crafts, and other subjects. An interesting feature of this program is that instead of employing truant officers to ensure the attendance of children at school, the adult education teachers go to the homes of parents whose children present problems and interest the parents in education and in the school. They try to secure the enrollment of the parents in adult education classes. One-fifth of the time of all adult education teachers may be required by the local superintendents or principals for the purpose of developing work in home and school cooperation. State aid and WPA adult education programs are planned so as to avoid duplication of effort.

In *Oklahoma* parent education was started as mothercraft classes under the direction of the State supervisor of home economics education in 1921 as a part of the homemaking program of the State department. Conference in cities and colleges throughout the State were planned and conducted as early as 1923 and 1925 through the efforts of a State committee. The need for a State-wide coordinating agency to act as a clearing house for information was met by the establishment of the Oklahoma Council of Child Development and Parent Education which was headed by the State superintendent of public instruction as chairman. In 1931 a specialist in parent education of the State department of education conducted demonstration classes, trained study group leaders, organized classes, provided materials and supervision for the classes, cooperated with consultation centers and with schools for parents. Two types of parents' groups were under instruction in Oklahoma—study groups which were organized under the plan of the Oklahoma Congress of Parents and Teachers and classes which were conducted by approved teachers employed by public schools and the State department of education. These classes were supported by public-school and vocational home economics funds. In 1939 at least three special teachers were employed for parent education by the State department through funds provided for vocational home economics education.

III. Summary and Conclusions

Nine States have reported programs of parent education in State departments of education (1939) under some form of supervision and leadership from the State department: Alabama, Arkansas, California, Colorado, Louisiana, New York, Pennsylvania, Utah, and Virginia. In 10 other States parent education work is conducted as an element of larger programs connected with the State departments. These States include Florida, Georgia, Idaho, Kansas, Montana, North Carolina, North Dakota, Oklahoma, Tennessee, and Texas. Most of these programs have been made possible by the extension of

the use of the Federal and State funds for vocational home economics education. In some instances, as in Florida and Montana, the work of parent education is placed in the hands of an assistant State supervisor, a member of the staff of the State superintendent, who is designated to supervise the classes in parent education. Several State departments of education have employed special teachers in parent education, as in North Carolina, Tennessee, and Texas; and in Florida, Georgia, and Oklahoma adult teachers give instruction to parents.

Various titles are used to designate workers who are engaged in parent education work in State departments of education. Titles of those who supervise, direct, and promote programs may be director, supervisor, assistant supervisor, chief of a bureau, or assistant State supervisor. Other workers employed by State departments to carry on field service in parent education are designated as itinerant teachers for parent education, special teachers, field workers, or use a title which indicates the division or department in which parent education work is conducted as a part of a larger program, such as supervisor of home economics as in Arkansas, supervisor of adult education as in Virginia, or chief of extension education division as in Pennsylvania.

State departments of public instruction are in a position of influence and responsibility, especially at this time, to take leadership in initiating and conducting programs of parent education. When funds are made available for such programs as these, and when the laws permit, State superintendents should take advantage of the situation if there is an adequate public demand.

In many States programs in parent education have been established at the insistence of organized parents' groups. But there are still thousands of parents who do not belong to these groups who would associate themselves with other parents in order to receive instruction and guidance from trained leaders, if they could but reach centers where study groups or classes of parents are in operation.

A State department of education has responsibility for planning a comprehensive program of aid to persons interested in the development of local parent education programs. With the active cooperation of parents' groups and a State department director in parent education who works solely on parent education work and with adequate field service, any State which has legislative sanction for its program of parent education could reach a large proportion of the parents.

