

MONOGRAPH 11

Supervision of the Education
of Negroes as a Function of
State Departments of
Education

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STATE DEPARTMENTS OF EDUCATION

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Contents

	Page
FOREWORD.....	v
I. INTRODUCTION.....	1
The problem and its setting.....	1
Purpose of the study.....	3
Data.....	3
Definition of terms.....	3
II. ORIGIN AND HISTORICAL DEVELOPMENT.....	4
Cooperation between General Education Board and State.....	4
Cooperation of other agencies with State.....	4
States not receiving aid from General Education Board.....	5
Supervisory personnel and their selection.....	5
Continuity of service.....	9
III. PROMOTIONAL AND ADMINISTRATIVE ACTIVITIES.....	10
Changing public opinion toward education of Negroes.....	11
Increase in and improvement of facilities.....	12
Increase in number of Jeanes teachers.....	14
Certain administrative problems and activities.....	14
Problems and activities in certain States.....	17
Working relationships.....	19
Progress made in certain administrative matters.....	20
IV. OBJECTIVES AND ACTIVITIES OF SUPERVISORY PROGRAM.....	21
Objectives.....	21
Improvement of instruction.....	22
Improvement of health.....	22
Vocational adjustment.....	23
Types of supervisory activities performed.....	24
Conferences.....	24
School visitation.....	31
Curriculum study and development of curriculum materials.....	33
Supervisory activities designed to improve teachers.....	35
Miscellaneous activities.....	37
Supervision of vocational activities.....	41
V. CONCLUSION.....	42
Outcomes of special supervision of schools for Negroes.....	43
Need for continuation of special supervisory activities for Negroes.....	44

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. Work-

ing in "teams" of from 2 to 7 persons, they spent several days in the State offices of the respective State, 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 the final report for each State a reliable document.

The topics 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.

The report included in the present monograph deals with the origin and historical development, functions, and activities of the supervision of Negro education as observed in 16 of the 17 States having separate schools for the Negro and white races. These special supervisory activities were made necessary by the additional responsibilities growing out of the dual systems of schools. In addition to improving instruction, the supervisors having charge of these special activities had as their function changing public opinion toward the education of Negroes, and the promotion of interracial good will.

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 publication 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 the Education of Negroes as a Function of State Departments of Education

I. Introduction

The Problem and Its Setting

THE EDUCATION of Negroes is conducted in separate schools in 17 States and the District of Columbia. This separation is made mandatory by legislative enactment and applies to all educational institutions. The States in which this practice prevails are: Alabama, Arkansas, Delaware, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, Missouri, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, Virginia, and West Virginia.

This separation of Negroes results in practically a dual system of schools. While there is a single State educational administrative organization, in other matters what is done for white persons is usually duplicated for Negroes, although frequently on a much smaller scale. The demands of this dual system of schools have frequently resulted in neglect of the education of Negroes. This was particularly true in those States with limited educational funds, small staffs, a large number of administrative units, and dense Negro population. The departments of education of all the States having separate schools for the Negro and white races have from the beginning of their public-school systems, concerned themselves with the supervision of Negro schools in general, and in particular with special problems arising from the situation mentioned above. However, the effectiveness of their efforts in many cases was largely influenced by the extent of the personal contacts that could be made with county superintendents and boards of education, and with local school officials and teachers. The supervisory problems among Negroes required for the Negro schools more frequent and longer visits than the State officials were able to make. Therefore, the desirability of having someone in the State department of education who would be especially responsible for and give all or most of his time to the supervision of the education of Negroes eventually became evident. For many years now 16 of the 17 States maintaining separate schools for the Negro and white races have employed State supervisors (or State agents) for Negro education in the departments of education.

In a majority of the States these supervisors have had one or more professional associates.

Although there are special supervisors of Negro schools as indicated above, other officials of the departments of education still have certain responsibilities in connection with Negro education just as they did prior to the appointment of the special supervisors.

The extent and importance of the problems which the supervisor of Negro education faced (and often still faces) can be thoroughly appreciated only by understanding the economic and social conditions in the South during the early part of this century. Since a full discussion of these conditions and their educational implications is out of place in this study, only brief mention will be made of them. A majority of the States included in this study have been (and are still) the least able to support education when compared with other States of the Union. Although they spend relatively more of their revenue for education than the wealthier States, they have less adequate educational programs for white persons, as well as for Negroes.¹ Consequently, the tendency has been to make provision for white children first. This means that often Negroes are provided for poorly or not at all in certain communities. The lack of ability has been used so frequently as a justification for inadequate provision for the education of Negroes that when ability to support education increases Negroes are still "forgotten" in some communities unless some official shows a particular interest in them and becomes a "friend at court." This has been a special function of the supervisor of Negro education.

The attitudes of white persons toward education in general was another factor which influenced the development of schools for Negroes. Certain prominent men became skeptical of the value of schooling for white youth, particularly when it seemed to be influencing them away from farming toward white-collar occupations. It was easy, therefore, for many persons to have little or no faith in the then existing schools for Negroes as a means of adapting them to a more effective life. In addition to this attitude, there was a general public sentiment, based on many factors growing out of the past, which retarded the development of Negro education.

The economic and social conditions indicated above created educational problems for Negroes which, while not greatly different from those of the white group, were accentuated. Some of these problems are: Lack of availability of schools, inadequate buildings and facilities, short school terms, poorly trained teachers, inadequate salaries, excessive number of small schools, curriculum poorly adapted to needs,

¹ The Advisory Committee on Education. Report of the committee. Washington, U. S. Government Printing Office, 1938. p. 21.

lack of transportation facilities, poor attendance, overage and retarded pupils, and pupil mortality. Although progress has been made toward the solution of most of these problems in a majority of the States, they are still serious and are the ones to which the special supervisors of Negro education devote much of their attention.

Purpose of the Study

This is one of a series of studies being made by the United States Office of Education of the organization and functions of State departments of education in their several areas of service. The specific purpose of this study is to furnish information concerning the development and the functions and activities of the supervision of Negro education as conducted by the State departments of education in 16 of the 17 States having separate schools for the Negro and white races. Special emphasis is given to the work of the State agents.

Data

The data deal with the origin and historical development of the supervisory services, their personnel, their functions and activities, and operating relationships with other services and departments of the State.

Most of the data were gathered through interviews with the officials in the different State departments of education and recorded on forms provided for the purpose. Supplementary data were obtained from mimeographed and printed material furnished by the officials, reports of philanthropic foundations having cooperative relations with the State departments, printed studies, and statements by former State educational officials. Visits of from 1 to 3 days' duration were made to State departments of education of 15 of the 16 States studied, arrangements having first been made by the United States Commissioner of Education with the chief State school officer. Without exception the officials in charge of the education of Negroes were cordial and cooperative and furnished all the information desired and made it possible to obtain additional information from other officials, who were equally as helpful as the State agents. Most of the statistical data are from other studies made by the United States Office of Education on the education of Negroes.

Definition of Terms

Unless otherwise specified, all references here are to schools for Negroes and to Negro children; "States" mean the States maintaining

STATE SUPERVISORY PROGRAM

separate schools for the colored and white races; "department" means State department of education; "division" means division of Negro education; and "State agent" or "agent" means the State agent for Negro schools, the State supervisor of Negro schools, or the director of the division of Negro education. "Jeanes teachers" and "Jeanes supervisors" are used interchangeably in this report.

II. Origin and Historical Development

Cooperation Between General Education Board and State

In 1910 the Peabody Education Fund in cooperation with the Southern Education Board initiated the special work among Negroes in the State departments of education by supporting a State supervisor of Negro schools in Virginia. The following year the General Education Board took over the support of the work, and after another year of experimentation, the General Education Board, "Recognizing the importance of this work, decided to extend it throughout the South, as opportunity occurred," by "furnishing funds adequate to pay the salaries and expenses of State agents for Negro rural schools." Appropriations were to be made to the State departments, and only on application of these departments; the agent—or supervisor—was to be chosen by the State superintendents of education and thus become a State official with all the powers and responsibilities of such a position. It is on this basis that the work has been supported by the General Education Board in 14 of the 16 States included in this study.

In the beginning, the Board appropriated \$2,500 to each State for the salary of the State agent and a sum not to exceed \$1,000 each for necessary expenses. The work has grown considerably since those early days as indicated by the total grants for salaries and expenses of State agents, assistants, and supervisors in 14 States during 1937-38, amounting to \$140,000.³ Although "no other activity has received continuous support from the General Education Board for so long a time; it constitutes only one phase of a larger program of the Board in arousing interest, in stimulating activity, and in furnishing leadership for various phases of education throughout the South."

Cooperation of Other Agencies With State

While the General Education Board was instrumental in assisting the States to assume their responsibility in the supervision of Negro schools, it should be remembered that other agencies also made sig-

² General Education Board Report (1902-14). New York, General Education Board, 1930. Pp. 194-195.

³ General Education Board Report (1930-37). New York, General Education Board, 1938.

nificant contributions to the effectiveness of the State work. For example, the Jeanes teachers, made possible by the Jeanes fund (now the Southern Education Foundation), have really been an extension of the State supervisory services for Negro education. They have been the interpreters of the State Departments' policies to the schools and have, in turn, interpreted the needs of the schools to the departments. Although in only a few cases are they paid by the State, no discussion of State supervision would be complete without considering their relation to the program. Other agencies have also contributed greatly to the States' programs of supervision, particularly the Rosenwald fund, which financed the first State Jeanes supervisors, and which also promoted schoolhouse planning and building. The Slater fund should also be mentioned in this connection for its assistance in developing the county training schools.

States Not Receiving Aid From General Education Board

The States maintaining separate schools for Negroes that are not included in the State agent's program discussed above are Delaware, Missouri, and West Virginia. In Delaware, the proportion Negroes are of the total population is relatively small, and no special supervision is maintained for Negro schools, while the States of Missouri and West Virginia support a State supervisor of schools for Negroes from State funds.

Supervisory Personnel and Their Selection

Qualifications of staff members.—The majority of the State agents and their assistants have had a good education and practical school experience—usually as county superintendents. In some cases they are among the best qualified persons in the department, and some of them possess the doctor of philosophy degree or its equivalent. In many cases their qualifications are esteemed so highly that they are placed on important committees and are consulted frequently about the general policies and practices of the department. At times they are given special assignments in addition to their regular work as State agents, such as supervisors of high schools, or of rural schools, or they are placed in charge of such activities as NYA work. Some have been assistant State superintendents as well as members of State boards of education prior or subsequent to holding the position of State agent. The high salary which has been paid the State agent has been one reason why the position has commanded the services of high-grade men in certain States.

What is said here about the qualifications of the State agents and their staffs applies equally to supervisors connected with the divisions

of vocational education having special concern for Negro schools. The numbers of Negro supervisors and itinerant teacher-trainers (table 1) in agriculture, trades and industries, and home economics have greatly increased over the recent past. Texas has surpassed other States in providing Negro supervisors of agriculture. In addition to two supervisors who travel over the State, there are five regional supervisors, called helping teachers.

Table 1.—Personnel especially concerned with State supervision of the education of Negroes, by State

State	Year division was established	Total number of different agents from beginning	Present supervisory staff					Total State supervisory staff for Negro education	
			General education		Vocational education				
			White	Negro	Agriculture	Home economics	Trades and industries		
1	2	3	4	5	6	7	8	9	
Alabama	1912	2	2	1	1	1	1	1	6
Arkansas	1912	7	1	2	1	1	1	1	6
Florida	1919	2	1		1	1	1	1	4
Georgia	1913	1	2	1	1				4
Kentucky	1912	2	1	1					2
Louisiana	1916	2	2		2	1	1	1	5
Maryland	1917	1	1		1				2
Mississippi	1916	2	2	1	1			1	5
Missouri	1922			1			1		2
North Carolina	1913	1	2	2	1	1	1		6
Oklahoma	1920	1	1		1		2		4
South Carolina	1917	2	2			1	1	1	4
Tennessee	1914	4	2	1	1				4
Texas	1919	3	2		7	2	2	2	10
Virginia	1910	4	1	3	1	1	1	1	7
West Virginia	1914	2		1					3
Total			22	14	19	11	11	11	77

¹ Part time.

² Some work done prior to this date.

NOTE.—State directors of vocational education and State supervisors in the 3 indicated fields carry responsibilities for the supervision of vocational education in schools for Negroes, assist in conferences, and visit schools.

Beginnings in Virginia.—As stated earlier, many of the State agents had formerly been county superintendents. As such they had an opportunity to exhibit interest in Negro schools of their counties and thus indicate possession of the first qualification for the position of State supervisor of Negro schools, namely, an interest in the problems which they face and a willingness to attempt to do something about them. For example, the first State agent in Virginia, Jackson Davis, had shown special interest in schools for Negroes while he was county superintendent. Because of the fact that he became the first State agent for Negro schools in the South and later became successively

southern field agent and assistant director for southern education for the General Education Board, a position which he now holds, and because these appointments were largely the result of his interest in Negro schools, it seems appropriate that a brief account of the beginning of this interest be presented here.

In 1908, Virginia Randolph, a Negro teacher in Henrico County, Va., had, through her originality, industry, and progressiveness in attacking her school work, attracted the attention of the county superintendent, who wrote the following letter to the chairman of the board of the Jeanes fund, soliciting aid in order that the type of work done by that teacher might be extended to other schools of the county:

HENRICO PUBLIC SCHOOLS,
OFFICE OF THE SUPERINTENDENT,
HENRICO COURT HOUSE,
Richmond, Va., May 21, 1908.

Dr. JAMES H. DILLARD,

Chairman of the Board of the Jeanes Fund for Negro Education.

DEAR SIR: I am anxious to make industrial training an essential part of the work in the Negro schools of Henrico County. During the past session I have tried to interest our Negro teachers in this kind of work, and their response and cooperation has been so general as to lead me to believe that next session would be a most favorable time to begin the work in a systematic way. Many of the schools have organized Improvement Leagues in their communities and have made the school buildings and grounds more attractive in many ways. They have also made a beginning with various kinds of hand work, such as sewing, making baskets of white oak, mats of corn shucks, fishing nets, brooms, etc., in every case using materials already at hand. They have gotten homes in some communities to agree to allow school children to come in at certain times each week for lessons in cooking.

The local school boards have become interested and will, in 1 community, consolidate their 1-room Negro schools and erect a suitable building, maintaining a graded school with equipment for industrial work. There will also be about 10 acres of land attached for agriculture. In another community we have already consolidated two neighboring 1-room schools and are cooperating with Dr. R. E. Jones and other prominent Negroes in maintaining a graded and industrial school. But these are only 2 centers and there will remain 18 other Negro schools in the county—most of them 1-room—with an enrollment of 700 pupils. We would like therefore to have in the county 2 teachers to supervise and direct the industrial work, going from school to school, meeting pupils and teachers. They would have their headquarters at the 2 industrial schools, but from these they would reach out to all the others. We estimate that we would have to pay these teachers about \$40 a month, which would make \$720 a year for the 2.

While I have no doubt but that this movement would prove successful and would be a long step toward giving the Negro a true education, our local board feels that this year it can do no more than erect the building I spoke of, the demands of all the schools being unusually heavy just at this time. I therefore request your Board to assist us if possible in getting this work begun in our Negro schools. I believe that, if you would allow us the pay of two teachers for next session, the work would become self-sustaining after 1 year.

I may add that Dr. S. C. Mitchell and Dr. H. B. Frissell are acquainted with our work.

In the hope that this request will appeal to you favorably, I am,

Respectfully yours,

(Signed) JACKSON DAVIS,
Superintendent of Schools.

I cordially endorse the foregoing application of one of our most progressive and efficient division superintendents.

(Signed) J. D. EGGLESTON, Jr.,
Superintendent of Public Instruction.

RICHMOND, VA., *May 22, 1908.*

The request made in the letter quoted was considered favorably by the Jeanes board and funds were granted for the salary of one teacher. The work was given to the teacher referred to above, in the fall of 1908, and she became known as the first Jeanes teacher.⁴

Selection of State agents.—In 1910 the county superintendent who wrote the above letter was appointed State agent for Negro schools in Virginia and his salary was provided by the George Peabody fund. The following year the General Education Board took over the support of the work in Virginia; and in 1912, the Board provided funds for the support of State agents in Alabama, Arkansas, and Kentucky; in 1913, in Georgia and North Carolina; in 1914, in Tennessee; in 1916, in Louisiana and Mississippi; in 1917, in Maryland and South Carolina; in 1919, in Florida and Texas; and in 1920, in Oklahoma (table 1). No legal basis existed for the work of the State agents in these States, except the general authority granted the State board of education and the superintendent to appoint the personnel of the departments. In each case it was begun through a general agreement between the State and the General Education Board. Special supervision of Negro education was begun by legislative enactment in 1919 and in 1921, respectively, in West Virginia and Missouri. The work in these States is supported entirely from State funds. Some work along this line, however, had been done in them prior to the legislative enactments. Kentucky and Maryland are the other States in which the supervision of Negro education is based on legislative enactment passed, respectively, in 1934 and 1916. The statutes of these four States authorizing the establishment of special supervision for Negro education follow:

KENTUCKY

* * * the following divisions shall be included in the organization of the State Department of Education, along with such other divisions as may be established as provided in this section: Finance and inspection, attendance; supervision; teacher training and certification; public relations; research and statistics;

⁴ She is still the Jeanes teacher for Henrico County, Va.

vocational education; vocational rehabilitation and special education; school buildings and grounds; and *Negro Education*; and the Superintendent of Public Instruction may group the established divisions under such bureaus as he deems wise (1934, C, 65, 219^b).—*Sec. 4348-6, State of Kentucky.*

MARYLAND

The State Department of Education shall be provided with * * * *A white supervisor of colored schools* who shall have supervision of all colored schools and shall perform such other duties as may be assigned to him by the State Superintendent of schools.—*Public School Laws of Maryland, 1927, p. 17, par. 4.*

MISSOURI

State Negro inspector of Negro schools—salary.—There is hereby created the office of State Negro inspector of Negro schools, whose duty it shall be to inspect the Negro schools of this State under the appointment and direction of the State superintendent of schools. The salary of said inspector shall be the same as that of other State school inspectors.—*Sec. 9449, art. 11 (Revised School Laws of Missouri.)*

WEST VIRGINIA

* * * For carrying into effect the provisions of this chapter, the State Superintendent of Schools shall maintain a department of public schools at his office at the State capital, and he shall have authority to appoint assistants and such other employees as may be necessary, including a *State Supervisor of Colored Schools*, who shall receive a salary of \$3,000 per annum, and any necessary expenses incident to the performance of his duties, upon presentation of an itemized sworn statement of the same * * *. (1919 Session of the Legislature ch. 2, sec. 25)—*West Virginia Code, 1937; ch. 18, art. 3, sec. 9, p. 646, par. 1749.*

Although the General Education Board provided the funds for the work of the State Agents, the Board adhered to the policy of making the State superintendents and boards of education responsible for their selection. This was done on the theory that the Board's mission was to *assist* the States in carrying out their educational responsibilities and to assist in *stimulating* State and local initiative in working toward a desirable program of education for all the people. Such an arrangement made possible the selection of persons who (1) were acquainted with the educational policy of the State, (2) understood the possibilities and most desirable methods of promoting the education of Negroes in a given community, and (3) had the confidence of and were acceptable to the white and Negro elements in the States.

Continuity of Service

By reference to table 1 it will be seen that the turnover in the office of State Agent as a whole has been very slight. In each of three

^b Special supervisory activities for Negroes were started in Kentucky in 1912.

States, namely, Maryland, North Carolina, and Oklahoma, there has been only one State agent during the existence of special supervision of Negro education; in seven States, only two. Arkansas has had a larger number of State agents (seven) than any of the States; however, the Negro assistant has been in the division 19 years, and is the oldest employee of the State department of education in point of service.

Although the State agents are appointed by the State superintendents, the fact that they have received their support from the General Education Board has probably made their positions more secure than they otherwise might be. In some departments they have had a longer period of service than any other member. The long service of most of these State agents and their consequent knowledge of the State's program have not only provided continuity in the development of Negro education, but have probably, in some instances, had good effect on the entire State department of education.

While the frequent change of county superintendent is a deterrent to educational progress, the bad influence so far as Negro schools are concerned is counteracted somewhat by the continuous service of the State agent. Because of his long and wide acquaintance throughout the State he is likely to be on friendly terms with any superintendent that may be elected. As a result of this relationship the period of adjustment is likely to be shorter and the State agent's program is likely to go forward with less interruption. The long tenure of the average Jeanes teacher and the close relationship of her work to the State agent is another factor which tends to offset some of the evil effects of frequent change in the office of county superintendent.

The progress in the education of Negroes during the past quarter of a century may be partially attributed to the fact that the State agent provided a high quality of leadership, and that he was able to formulate objectives and work toward their realization without fear of the hazards that usually accompany change of administrations and political upheavals.

III. Promotional and Administrative Activities

While the primary function of the State agents has been to improve instruction in schools for Negroes, because of the conditions and attitudes prevailing in the States concerned, and because of the necessity of laying a foundation for the achievement of the primary function, they have been required to assume other responsibilities than those of supervision of instruction. These responsibilities have had to do with promotional, organizational, and administrative matters, and have required varying amounts of time and emphases, depending on circumstances in the different States.

Changing Public Opinion Toward Education of Negroes

The attitude of the majority group toward Negroes has been an important factor which had to be taken into consideration by those who were interested in educational improvement. It is not surprising, therefore, that the first State agents were appointed for the purpose of arousing interest, as well as furnishing intelligent and specialized guidance.⁶ Before adequate buildings and other facilities for educational purposes could be provided in the States and local communities, public opinion concerning the needs of Negroes had to be changed. Where public sentiment among the majority group was unfavorable, one of the tasks of the State agent was to arouse interest among Negroes to provide certain facilities which were not provided from public funds. At times in certain communities, Negroes continued this practice longer than necessary. One State agent indicated that one of his problems was to discourage Negroes from providing facilities in communities where public sentiment was favorable and officials were ready to assume their obligation. In some States public sentiment is changing slowly and unevenly as indicated by the variation in educational opportunities provided Negroes among the different counties and communities. For example, in several counties one may find a liberal attitude on the part of the board of education, the superintendent, and the citizens, good buildings, well-trained teachers, and transportation facilities; while in adjoining counties, the opposite is true. Two indexes of a changing public opinion toward the education of Negroes are the increase in the number of Jeanes teachers and the increase in the proportion of their salaries which is paid from public funds. During the past 25 years the number of Jeanes teachers increased from 163 to 464, and the proportion of their salaries paid from public funds from 15 percent to 87 percent. Because of the favorable attitudes prevailing in certain "border" States, particularly West Virginia and Kentucky, the State agents there have had to devote only a minimum amount of time to such promotional work as indicated above. This is becoming increasingly true of Virginia, North Carolina, Texas, Tennessee, and Louisiana.

One result of a changed public opinion regarding Negroes is an improvement of interracial good will. Evidences of better race relations may be seen in the following: Promotion of interracial work by members of the staffs of the State departments of education; participation of Negroes and white persons on the same educational programs; cooperation between Negro and white educational organ-

⁶ The General Education Board. *Op. cit.*, p. 195.

izations for the promotion of State-wide programs. In a majority of the States the departments of education, through different members of their staffs, have taken an active part in this work. In some of the States all supervisors are urged to give some attention to Negro schools when they visit the counties. This is especially true in Louisiana and Virginia.

State agents are endeavoring to create a better atmosphere for the development of Negro schools, among other ways, by influencing the county superintendent to consider the administration and supervision of Negro schools as one of his regular responsibilities. In the past many superintendents when requested for information on education of their administrative unit would give information only on the education of white persons. As an afterthought or upon specific inquiry information was then given for Negroes. This is still true in some counties and cities. In order to change the attitude resulting in this practice, some State agents, when talking to superintendents about Negro schools, use the phrase "the program for which you are responsible." With the stimulus from the departments of education, more and more superintendents are considering it a matter of professional integrity to see that the schools for Negroes advanced along with all the other schools of their administrative units.

The creation of favorable public opinion and the development of interracial good will are in keeping with fundamental principles of good supervision, the purpose of which is "to produce a better socio-physical environment for learning, including good food, clothing, and shelter in and out of school, and a social environment favorable to learning; proper home conditions; wholesome companionship; and an opportunity to work free from distracting influences." Also good supervision "supplies teachers with better materials (textbooks, supplies, and equipment) with which teachers and pupils may work."⁷

Increase in and Improvement of Facilities

Erection of schoolhouses.—The activities engaged in by the State agents have been determined largely by the needs of the different States. For example, practically all of them found their first task to be the building of schoolhouses. Many schools were conducted in privately owned buildings such as churches, lodge halls, cabins, etc., and most of the publicly owned schoolhouses were dilapidated and poorly equipped. The assistance given communities by the

⁷ Barr, A. S.; Burton, W. H.; Brueckner, L. J. *Supervision, principles, and practices in the improvement of instruction.* New York, D. Appleton-Century Co., 1938.

Rosenwald fund in meeting the schoolhouse problem is indicated in table 2. The fact that the work of the State agents had already begun when the Rosenwald school-building program started was fortunate. These agents, together with the Jeanes teachers, were the instrumentalities through which communities became interested in improving the housing conditions of their Negro schools, and through which they were encouraged and directed in accepting the offer of the Rosenwald fund to cooperate in erecting modern school buildings for Negroes.

During the 20-year building program of the Rosenwald fund, 5,357 buildings (including schoolhouses, shops, and teachers' homes) were erected for Negroes in 883 counties of 15 Southern States, at a total cost of \$28,408,520^a—15 percent of which, or \$4,366,519, came from the Rosenwald fund; 17 percent, or \$4,725,871, from Negroes; 4 percent, or \$1,211,975, from personal contributions of white friends; and 64 percent, or \$18,104,155, came from local tax funds. Providing leadership in this building program was the first major contribution of a majority of the State agents in their attempt to improve the education of Negroes. The total number of school buildings thus erected through aid of the Rosenwald fund and their pupil capacity and cost are shown in table 2.

Table 2.—Negro public-school buildings erected by aid of the Rosenwald fund during the 20-year building program¹

State	Number of buildings	Pupil capacity	Total cost
Alabama	407	40,410	\$1,285,060
Arkansas	389	46,980	1,952,441
Florida	125	22,545	1,432,706
Georgia	261	37,305	1,378,859
Kentucky	158	18,090	1,081,710
Louisiana	435	51,255	1,721,506
Maryland	153	15,435	899,658
Mississippi	633	77,850	2,851,421
Missouri	4	1,260	257,959
North Carolina	813	114,210	5,167,042
Oklahoma	198	19,575	1,127,449
South Carolina	500	74,070	2,892,360
Tennessee	373	44,460	1,969,822
Texas	527	57,330	2,496,521
Virginia	381	42,840	1,894,006
Total	5,357	663,615	28,408,520

¹ Julius Rosenwald fund—Review of 2 decades, 1917-1936. By Edwin R. Embree. Chicago, 1936.

Development of high schools.—The development of high schools is another matter emphasized by the State agents during the early days of their work. There was a special need for this emphasis because there were practically no public high schools for Negroes then; as

^a See table 2.

late as 1915 there were only 64 in the States having separate schools. They were needed to prepare Negro boys and girls for effective usefulness in the practical demands of life which they were to face. It was not so easy to convince some of the white officials of the need of high-school instruction for Negroes, nor some of the Negroes of the need for instruction in the practical arts as a phase of high-school training. On the one hand, white people found a great deal of objection to Negro education because of the defectiveness of the purely academic instruction prevalent in a majority of schools. They were more favorably disposed as industrial work was introduced. The term *County training schools* was adopted in many cases in order to allay the objection which the term *high school* aroused. Negroes, on the other hand, were in the midst of the controversy then raging between the advocates of *vocational education* and of *cultural education*. A majority of the Negro teachers having been trained in the liberal arts colleges, were opposed to the vocational emphasis, and naturally their influence was felt in the communities among the Negro patrons. It was between this Scylla and Charybdis that the State agents were called upon to exert constructive leadership and to bring about cooperation among the different factions involved.

Increase in Number of Jeanes Teachers

As indicated in the introduction, the effectiveness of the State supervisors' activities has been dependent on the adequacy of county and local agencies through which they work. The appointment of Jeanes teachers, therefore, to assist the county superintendents in the supervision of Negro schools became one of the first interests of a majority of the State agents. Although the Jeanes teachers are county employees, they maintain a very close working relationship with the State agents. In three or four States there is a State Jeanes supervisor whose sole responsibility is the direction of the Jeanes teachers. The employment of a Jeanes teacher indicates that there is a more or less liberal attitude toward the education of Negroes on the part of the county superintendent and county board of education. It is also an assurance that the State program will be more effective than it otherwise would. There are still 335 counties in the Southern States without Jeanes supervisors where the number of Negroes would justify their employment. In practically every State, more county supervisors are needed to assist with Negro schools.

Certain Administrative Problems and Activities

The State agents were asked to indicate the difficulties or limitations encountered in carrying out their supervisory programs. Lack of

funds and attitude of local officials were mentioned more frequently than any others. Other difficulties related to the State agent's office are: Conditions in the schools, and lack of local leadership.

The State agent's office.—Five agents indicated the need of additional staff in order adequately to meet the supervisory needs of their States. Others, while not definitely stating it, implied such need. Undoubtedly there exists great inequality among the State departments of education in provision of supervisory personnel for Negro schools. In one State, for example, there are more than 1,000 public schools and over 3,000 teachers to be supervised by 1 staff member. In another State there are slightly more than twice as many schools and teachers to be supervised by 4 staff members.

Excessive amount of territory to cover also results from lack of personnel. If the staff were adequate, the territory could be served without difficulty. Closely associated with this problem is that arising from the nature of the population. One State agent said the population was too sparse; another, too dense; another, too heterogeneous. It is conceivable how each of these conditions create difficulties, particularly when it is remembered that in some States as many as 100 counties in which there are Negro schools must be supervised by 1 person; and that in many of these counties the State agent does not have the assistance of a Jeanes supervisor. Frequently in States where the numbers of supervisors for Negro schools are small there is a proportionate increase in the responsibilities assumed for Negro schools by other staff members of the departments.

Conditions relating to schools.—Situations where vocational teachers hold principalships presented a supervisory problem to certain State agents. Because of the Federal and State aid for vocational education the vocational teachers are generally better paid than the others. In order, therefore, to assure a higher salary for the principal than his subordinates many communities have adopted the practice of appointing the vocational agricultural teacher as principal. This practice has created certain administrative problems which some of the State agents consider as one of the major difficulties which they encounter. Among the problems mentioned are (1) divided responsibility, (2) lack of an over-all view of the educational program on the part of the principal, and (3) faculty differences. In addition, it is felt by some State agents and other school officials that too large a number of such principalships within a State places this group of teachers in too dominant a position. However, some officials justify the practice mentioned above on the ground that this is the best way to establish agricultural education in those communities where the number of students does not warrant a full-time teacher. The practice is discouraged by some State supervisors of agricultural education and by

the Agricultural Education Service of the United States Office of Education.

Another problem is that of getting the teacher-education institutions to adapt their college programs to the preparation and backgrounds of the teachers-in-training and to the situation which they will face when they begin teaching. The point was made that many prospective teachers enter college without thorough preparation in the fundamental elementary and high-school subjects, and that the college teachers, ignoring this fact, teach "over the heads" of their students, resulting in an accumulation of deficiencies among the prospective teachers which they later carry into the classroom. This in turn increases the difficulties of the supervisors.

In order better to adapt the professional preparation of teachers to the tasks which they are to face it is suggested by some State agents that the college teachers make periodic visits to the schools in which their students will teach, and also that they study the communities in which the schools are located. Then they will be in a better position to adapt their teaching to the conditions to be met by the prospective teachers.

Among other activities engaged in by the State officers concerned with the supervision of the education of Negroes are those designed to bring about equalization of educational opportunity; to increase enrollment and attendance of Negro children; and to improve the Negro community generally. Different methods are used in the different States in working toward equalization of educational opportunity for Negroes. Some State agents work toward this goal through personal contact and discussion with the county superintendents and board members. Others publish the percentage of the State equalization funds received by each county which is spent for Negro schools. Still others write directly to the superintendent involved, pointing out deficiencies in his county.

Lack of local leadership.—Some State supervisors believe that Negroes in local communities depend too much on outside aid in certain matters for which they themselves should assume responsibility. Sometimes it is a matter of taking initiative in the local community; in other cases it may be the following up of suggestions made by State or Federal officials; and in still others, it may be putting into operation the program formulated. Many supervisory officials believe that some of the greatest needs on the part of local leaders are: **Imagination and initiative; ability to organize and execute a program; industry, perseverance, and willingness to submerge individual interests and to cooperate.** The effectiveness of any State-wide educational

program depends very largely on the extent to which the local leaders are characterized by the qualities mentioned.

Problems and Activities in Certain States

The following discussions by States are digests of printed, mimeographed, and typed materials sent out by the offices of State supervisors of Negro schools, and of summaries of the interviews held with State agents. They are presented here as suggestive of the types of administrative problems which are encountered more or less by a majority of the States, and of activities in which they engage to solve some of the problems.

Alabama.—The problem of poor attendance seems to be acute, and affects the operation of the 7-month minimum school term law. In many communities parents keep their children out of school at the beginning and end of the term in order to help on the farms. Sometimes the attendance laws are not enforced because of the lack of accommodations for the children; although a few counties have taken advantage of the PWA loans and grants to supply this lack.

Arkansas.—The State supervisors of Arkansas consider that their chief problem is to get the 50,000 Negro children of the State who are out of school enrolled in school. Other problems are those of retardation and elimination. Nearly 40 percent of the children enrolled in school are in the primary grades; less than 5 percent remain through the eighth grade; and only 1 percent finishes high school. Since the abolition of the county program of supervision in the State (1933) and the reduction in number of Jeanes teachers in many heavily populated areas, almost the entire supervisory responsibility formerly carried by the local and county supervisory agencies has devolved on the State supervisors.

Florida.—The State agent in Florida is concerned particularly with the following problems: Lack of adaptation of secondary education to the needs of Negroes; teachers living away from the communities where their schools are located; teachers' selection of their substitutes; selection of teachers by local trustees; ineffectiveness of teaching the tool subjects; and poor preparation of teachers in the elementary-school subjects.

Georgia.—One problem which handicaps the supervisory work in Georgia is presented by the large number and wide distribution of counties having Negro schools. There are 155 such counties. Another problem is the frequent change in county superintendents—there is approximately a 33-percent turn-over every 4 years. An attempt is being made to meet the problem of vocational teachers act-

ing as principals by seeking supplements to the salaries of principals in order that they may receive a salary as high or higher than that of the vocational teachers.

Kentucky.—Differential in salaries of teachers has been a problem that has concerned the State department of education. The school code of 1934 and amendment of 1936 removed the legal sanction to this practice. However, in some districts such differentials still exist. Also, the problems of dual control of white and colored schools within the geographic boundaries of any school district; separate taxation for white and colored schools within any school district; and racial discrimination in school elections have been met by the enactment of the new school code. The new school code will eventually have a good effect on most of the problems encountered in the supervision of schools for Negroes.

Louisiana.—The eighty-ninth annual report of the State Department of Education of Louisiana says that—

* * * one of the problems that challenges the educational leaders is that of developing an honest and fair-minded attitude toward all racial groups. An important purpose of education is to prepare groups of people to get along together and to fit themselves to live in the same country harmoniously, helpfully, and happily. Negroes constitute more than one-third of the State's population. By no principle of economics or ethics can a State progress or reach the highest stage of development with a large proportion of the population unskilled, shiftless, ignorant, and diseased. Neglect of the Negro and indifference to his home life, health, education, and his training for useful and gainful employment are detrimental to public welfare.

In attempting to solve the problem indicated above, the State agent has, among other purposes, the following: To represent Negroes in councils, legislative bodies, administrative boards, and all places where they cannot or do not go; to keep in close touch with situations and to know to what extent local public sentiment will support helpful measures for the race; to point out to the proper authorities among the white people injustices, discrepancies, and lack of opportunities for Negroes; to do everything possible to remove the Negroes' sense of inferiority and to establish an attitude of self-respect in their minds; to create an interest in and appreciation and understanding of their problems and seek solutions that will result in better educational advantages for them; to disseminate information concerning their educational needs; and to institute plans and policies that promote the general welfare of the Negro school program.

Virginia.—In addition to the major objective for Negro education of the State Department of Virginia, it emphasizes two other objectives, namely, getting all children to enroll in school, and keeping them in regular attendance. Emphasis on the instructional program is being placed upon giving children experiences in solving their

own personal problems of living, which lead them into a wider variety of experiences in practical arts, industrial and fine arts, as well as experiences involved in the development of character and good citizenship.

Working Relationships

In addition to the responsibilities regularly assumed by the different staff members of the departments of education, the State agents frequently develop special cooperative relationships with other divisions of the State department of education as well as other departments of the State government. Among them are the divisions of vocational education, certification, elementary supervision, high-school supervision, library, attendance, teacher-training, administration, transportation, and school buildings. In some of the States the State agent, through the Rosenwald building program, initiated the school building division of the Department of Education. In Louisiana the State agent is now also the school building inspector for the State.

Many of the State agents and their assistants have assumed, in whole or in part, the responsibility of inspecting high schools for accreditation purposes. Also, for some time they have assisted the accrediting committee of the Southern Association of Colleges and Secondary Schools in accrediting Negro high schools. More recently they have assumed larger responsibilities in this matter, and in some States have become the inspecting agent for the association.

Other departments of the State government with which more or less operating relationships are maintained are: Department of Labor, Department of Accounts and Finance, Highway Department, and Department of Natural Resources. In South Carolina the Division cooperates with the Highway Department in developing a safety program in Negro schools, and in developing safety patrols and institutes. In Georgia the Department of Conservation assists in formulating instructional materials in conservation of resources.

Lay organizations with which cooperative relationships are maintained are: American Red Cross, national and State Tuberculosis Associations, Congress of Parents and Teachers, State and national Negro teachers' associations, and the national and local Urban Leagues. As is seen throughout this report, close working relations are maintained with such philanthropic organizations as the General Education Board, the Rosenwald fund, and the Southern Education Foundation; and, as will be pointed out in another bulletin in this series, with the Federal Government in the administration of the Smith-Hughes and George-Deen Acts.

Progress Made in Certain Administrative Matters

It is difficult to set forth an exact cause and effect relationship in dealing with educational data such as are under discussion here. However, according to evidences of progress in each State studied; in light of observations made by local, State, and national educational leaders; and in view of the concurrent development of the special supervisory activities for Negroes in the States concerned and improvement in Negro education, one can safely conclude that much of the progress made in Negro education during the past quarter of a century has been the direct result of the special supervisory activities of the State departments of education and of the work of the State agents. Data in tables 3 and 4 are reasonably typical of the kind of progress that has taken place in a majority of the other States having separate schools. The extent of progress naturally varies with different States and among the different phases of education in the same State.

It will be noted that in Alabama (table 3) the number of high schools for Negroes has increased from 4 to 119; in Mississippi (table 4) from 1 to 117. Similar progress may be noted in certain other items; such as, length of school term, percent of school population in school, and percent of total enrollment in average daily attendance. Some progress may also be noted in average annual salary of teachers (in Alabama) and in per pupil cost of instruction.

However, in spite of certain educational advances made by Negroes during the past 25 years, they are still far from attaining the accepted educational standards in many States where there are separate schools. For example, in Alabama the length of school term in days for Negroes and the majority group is, respectively, 142.5 and 155.1; percent of total enrollment in high school, 5.6 and 16.8; average annual salary of teachers, \$393 and \$827; and per pupil cost of instruction, \$11.23 and \$36.13. In Mississippi the facts for the same items for Negroes and the majority group are, respectively: Length of school term in days, 117.7 and 164.2; percent of total enrollment in high school, 3.0 and 19.6; average annual salary of teachers, \$215 and \$630; and per pupil cost of instruction, \$4.93 and \$37.79. Data⁹ for these States only are presented in order to conserve space; they are typical of similar data in a majority of the other States maintaining separate schools. There are also differences in many other educational items, but they are not so pronounced as those shown above. However, all the differences suggest the nature of the tasks, both administrative and supervisory, which the State departments of education still have to perform in their efforts to improve Negro education.

⁹ For 1938.

Table 3.—Certain facts about the education of Negroes in Alabama, for the years 1911-12 and 1937-38

Number of:	1911-12	1937-38
Elementary schools.....	¹ 1, 967	² 2, 500
High schools.....	4	119
Pupils enrolled in:		
Elementary schools.....	¹ 188, 755	213, 915
High schools.....	541	12, 737
Colleges.....	55	3, 238
Number of:		
Elementary-school teachers.....	2, 344	{ 4, 265 1, 029
High-school teachers.....		
Length of school term in days.....	—100	142. 5
Percent of:		
School population in school.....	¹ 62. 1	77. 4
Enrollment in A. D. A.....	54. 0	79. 9
Total enrollment in high school.....	¹ 0. 8	5. 6
Average annual salary of teachers.....	\$158. 78	\$393. 00
Per pupil cost of instruction.....	\$1. 78	\$11. 23

¹ Taken from the Biennial Survey of Education, 1916-18, U. S. Office of Education Bulletin 1919, No. 90, vol. 3, ch. 2.

² Estimated.

Table 4.—Facts about the education of Negroes in Mississippi, for the years 1911-12 and 1937-38

Number of:	1911-12	1937-38
Elementary schools.....	¹ 3, 377	3, 421
High schools.....	1	117
Pupils enrolled in:		
Elementary schools.....	¹ 298, 000	{ 279, 920 8, 802 950
High schools.....		
Colleges.....		
Number of:		
Elementary-school teachers.....	4, 100	{ 5, 378 510
High-school teachers.....		
Length of school term in days.....	—120	117. 7
Percent of:		
School population in school.....	84. 1	92. 4
Enrollment in A. D. A.....		74. 0
Total enrollment in high school.....		3. 0
Average annual salary of teachers.....		\$215. 00
Per pupil cost of instruction.....	\$2. 26	\$4. 93

¹ Taken from the Biennial Survey of Education, 1916-18, U. S. Office of Education Bulletin 1919, No. 90, vol. 3, ch. 2.

IV. Objectives and Activities of Supervisory Program

Objectives

Authorities say that good supervision has three attributes: It is scientific, democratic, and creative. A majority of the supervisory

programs for Negro education are more or less based on the principles represented by these attributes. In some States the scientific attribute is stressed; in others, the democratic; while in still others, the creative. A few States emphasize all three attributes, and the effects of this emphasis are indicated in the progressiveness of the program and the results obtained in the schools and communities.

The objectives of the supervisory program for schools for Negroes depend upon the objectives of the general supervisory program for the State as a whole, and upon the leadership of the State agent in interpreting the special needs of schools for Negroes and in modifying the general program to meet them. The three main objectives of the States' supervisory programs for Negroes were concerned with: (1) Improvement of instruction; (2) improvement of health; and (3) vocational adjustment.

Improvement of instruction.—The improvement of instruction is the major objective of the States' supervisory program. Most of the other objectives contribute to its realization. While it was specifically named as an objective by only 11 State agents, there are indications that others considered it as their main objective. Nine of the State agents stated the objective in such broad, general terms as—*To improve instruction*, while 2 named the subjects particularly emphasized: The State agent in Florida indicated that his major objective was to improve instruction in arithmetic, reading, and spelling. The State agent in Maryland indicated that one of his objectives was to improve instruction, particularly in arithmetic reasoning, the mechanics of arithmetic, and reading for thought and vocabulary.

In nine of the supervisory programs for Negroes an attempt was made to improve instruction by means of *improving teachers*. This was done through programs of pre-service and in-service training; by emphasizing the importance of teachers continually informing themselves concerning the needs of children and the community; and by developing proper appreciation of pupil-teacher relationships.

In order to provide surroundings and facilities conducive to learning, a majority of the State agents constantly worked toward the improvement of the physical plant, equipment, and facilities, and the beautification of surroundings. Among some of the means used to improve school management the following were named: Improvement of administrative practices, development of cumulative record forms, and improvement of methods of evaluating progress.

Improvement of health.—Although only 6 State agents specifically indicated that the improvement of the health of Negroes was an objective of their supervisory programs, all the States are interested in the problem and are working toward its solution directly or indirectly. The State agents cooperate with the health depart-

ments in placing public health nurses in the counties; and emphasize the teaching of health principles and habits in the schools.

One State has as its health objective *better health instruction in the schools*; another, *better healthful and sanitary conditions around the school*; still another, *physical education for children*; while some state the objective in very general terms such as, *improvement of health*.

Formulating a bulletin on *General Health Problems of Negroes in Arkansas* constituted a major project of the State supervisory program in 1939. Agencies cooperating with the State agent and his staff in this project included: The National Tuberculosis Association, the Arkansas Tuberculosis Association, State Board of Health, Arkansas Congress of Colored Parents and Teachers, Negro State Teachers Association, the General Education Board, Arkansas State College for Negroes, and Philander Smith College.

Over 40 specially selected teachers, principals, parent-teacher association members, Jeanes supervisors, doctors, and laymen participated. The health plan won a special prize of \$300 offered by the National Tuberculosis Association for the best State-wide school plan in any Southern State designed to increase general knowledge of various health problems of Negroes. A preliminary study bulletin of 100 pages has been published for use in the schools of the State.

In Louisiana, the State board of health cooperates with the department of education in training teachers in principles and practices of health instruction, and in paying the salaries of Negro health workers. The South Carolina Division of Negro Education has a close working relation with the department of health, especially in their efforts to place health instruction in the summer schools. The Texas division cooperates with the department of health mainly through the Negro State health worker who lectures in the schools on tuberculosis.

Vocational adjustment.—The problem of preparation for effective occupational adjustment has concerned all leaders in the education of Negroes for a number of years. It has become so acute recently that some State agents have singled it out for special emphasis. Some of the State agents are trying to solve the problem directly by urging the introduction and improvement of vocational courses. Others approach the matter indirectly by urging the improvement of the regular class work, particularly in the elementary grades. Proponents of this view believe that emphasizing the qualities and abilities which general education is supposed to provide, namely the qualities of accuracy, dependability, industry and good manners, and the ability to perform well and speedily the fundamental processes underlying the three R's is the surest road to satisfactory occupational

adjustment in our changing technological age. The specific manner of stating the vocational objectives follows: To widen the vocational outlook; to assure better vocational adjustment; to increase vocational efficiency; to promote introduction of industrial arts, agriculture, and home economics courses; and to improve the economic status of Negroes.

There is implied in these objectives a realization on the part of educational leaders that the problem of vocational adjustment encompasses more than the interests of individuals, or of local communities—that it is State-wide, both from the standpoint of preparation and employment.

Types of Supervisory Activities Performed

The types of activities in which State agents engage in carrying out their supervisory program are quite similar in the different States, but the manner in which those activities are performed varies considerably.

Some of the activities are designed specifically to achieve certain definite objectives. In the main, however, the activities serve more than one purpose and frequently several activities, directly or indirectly, help to achieve a particular objective. Moreover, it is not always easy to classify the activities by definite types. In many cases, certain procedures were used, but they were not definitely listed. In considering these activities, therefore, it should be remembered that the listing is not complete, but represents the items which are emphasized, and which apparently give the best results.

Conferences

Conferences seemed to be the most effective device used by the State agents, and were employed by all of them. There were many kinds of conferences and they had a greater variety of purposes perhaps than any other device used.

Conferences of supervisors and principals.—Practically all the States have one or more annual conferences of different groups of workers, most commonly of Jeanes supervisors. Many also have district conferences of Jeanes supervisors. A majority of the States also have annual conferences of principals—mainly of high schools. In some States all high-school principals are brought together in one conference, and in others regional conferences are held, while in still others, principals meet with Jeanes teachers, or representatives of colleges, or both. Not only does the practice of holding conferences vary among the different States, it also varies within a given State from time to time.

The ways of conducting the conferences, discussed below, are frequently indications of the fundamental principles underlying the State agent's supervisory program. They also may be indications of the stage of professional development reached by the participants.

(1) Some of the conferences are conducted on the *authoritarian* basis, where the leader does all the planning and hands "down" instruction to the members. This method may be used because of the poor preparation of the participants, or because of the philosophy of supervision held by the leader, or of his "paternalistic" attitude toward the members of the conference.

(2) Others are based on the *laissez-faire* policy, where no special planning is done prior to the meeting, and the program is determined by the problems or questions raised in the general discussion. This informality may have some advantages, but obviously it also has disadvantages.

(3) Some conferences are still occasions for speech making.

(4) Still others are democratic in their planning and operation, and their numbers seem to be on the increase. These conferences are characterized by participation on the part of the members in determining prior to the meeting, the problems to be considered, and in conducting the discussion of these problems. In one State, group leaders follow up State conferences by conducting regional meetings during the year.

Virginia offers one illustration of the type of supervisors' and principals' conferences held. In this State during the past year a 3-day conference of supervisors and a 3-day conference of principals were held. The conferences were attended by practically all of the supervisors and principals in the State, and were conducted on the plan of a workshop—all members actively participating. The supervisors' conference, which was conducted by William H. Kilpatrick, worked on the following topics: (1) The learning process, (2) education and social change, and (3) the problem of curriculum and method. The conference of high-school principals worked on the following topics: (1) Administrative adjustments which facilitate improved instruction, (2) the effectiveness of the revised program (Virginia's revised curriculum) on pupil growth, and (3) the principal's responsibility for community relationships.

Conferences of teachers.—Most of the conferences of teachers are on the county and district basis. They are usually under the direct leadership of the Jeanes teachers, who receive stimulation, guidance, and assistance from the State agent. All the States have some kind of general meeting of the teachers some time during the year. The frequency of holding the conferences, the size of the groups, and the

manner of conducting them vary among the States. In general, however, the same plan is followed within a given State.

Teacher-education conferences.—In some States agents hold conferences of college representatives responsible for the education of teachers, including presidents, deans, teachers of education, directors of practice teachers, and summer school directors. Among the States that emphasize such conferences are: Alabama, Florida, North Carolina, South Carolina, and Texas.

In Tennessee the teacher-education conferences are grouped according to the size of school in which the teachers teach. Committees from each district act as advisers to a representative of the State department of education. These committees also select problems for discussion by each group. A professional teachers' meeting is held once a year at a central point in each of the 14 districts of the State. For purposes of discussion the teachers attending are divided into 4 sections as follows: (1) Those in 1-teacher schools; (2) those in 2-teacher schools; (3) those in 3-or-more teacher schools; and (4) those in high schools.

Miscellaneous conferences.—State agents sponsor or participate in many other types of conferences. Those of particular significance are with county superintendents, boards of education, and subtrustees. It is in such conferences that policies are determined concerning organization, administration, and support, which affect supervisory matters. The States definitely holding such conferences are: Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee, and Virginia.

All State agents work with the State Negro teachers associations. What they are able to do in a constructive manner through this agency depends greatly on the quality of the professional leadership in the organizations. Effective results may be seen in those States where organization politics and office seeking are subordinated to service to the teachers and children.

Two types of conferences which seem to deserve special mention are—the conference on better manners in West Virginia, and the coordinated community conference in Texas. The director of Negro education in West Virginia has sponsored a series of conferences in order to promote better manners. Two such conferences have been held in the State capital, and several throughout the State. The conferences are held in one-room schools as well as consolidated schools. Leaders who it is believed have an influence on the cultural life of the community and State are called upon to speak and lead discussions. Committees are formed in each type of school for the purpose of developing a prospectus as a guide in approaching the problem from the point of view of their particular needs. There are special com-

mittees on good manners in the home, school, church, theater, on the street, and in other public places. Reports of the activities of these committees are to be coordinated by a general State committee of nine persons. Churches and the press are cooperating with the director in stimulating interest, and the State college is cooperating in conducting the conferences. It is the plan to have a State-wide contest at the close of the year in order to evaluate progress achieved.

In view of the importance of the simple elements of good manners in finding and holding a job, in getting along with people in various situations, and in improving better race relations, this seems to be a very significant project. However fine the supervision of instruction in the three R's may be, it will avail little in the development of an effective and happy life unless also there has been developed a knowledge of, and disposition to exercise, good manners.

The Texas coordinated community conference or program is perhaps the most comprehensive project undertaken by any of the divisions of Negro education. It is significant (1) because of the many objectives which it assists in achieving; and (2) because of its cooperative nature, including as it does every responsible public agency in the community. Among the objectives discussed in the previous section which are more or less served by the coordinated community conference are: To improve the community life of Negroes (including home life, economic status, recreational and cultural advantages, and sanitary conditions); to facilitate vocational adjustment; to improve health (including personal and community health); to better relate teaching to community life; and to increase self-respect and interracial cooperation. This project indicates what educational agencies can do in providing constructive leadership when they conceive their job to be more than mere "lesson learning."

It also indicates the possibility of education, as an organized force, to assist (if not lead) in improving the social order. Because of the significance of this project in Texas and of its applicability to other States it will be described in some detail. The director of Negro education received his inspiration to initiate this project in cooperation with Prairie View State College, from his observations in traveling over the State and through a course which he taught in the summer school at Prairie View State College for Negroes. The following digest is taken from a mimeographed statement about the coordinated community program sent out from his office:

Six years ago some of us became suspicious that the public school program for Negroes in Texas was not doing for the people some of the things which they had a right to expect of it. That suspicion led to the establishing of extension schools for all the rural teachers in each of three counties located in widely separated sections of the State. The purpose of these extension schools was to ascertain the status of the economic, health, social, and

religious conditions of Negroes throughout the rural sections of the counties chosen. A questionnaire was used to secure data which would furnish a composite picture of the conditions of the average family in the community. Surveys were made simultaneously of 2,013 families in 50 communities of the three counties.

The picture resulting from the survey was so much worse than the most skeptical had suspected that it led to the conclusion that not only was the general public school program not doing all that might be expected of it, but even the church, extension services, vocational services, and health services in their respective and separate programs were failing, to an appreciable degree, to do for the people what they had a right to expect of their publicly supported leadership organizations.

The leadership from the various agencies in the county came together for a study of the conditions. This preliminary conference of leaders led to the formation of a set-up for a coordinated community program, to replace or include much of the several separate programs then being carried on more or less ineffectively by the different agencies.

The coordinated community program in Arkadelphia, a community of 25 families in Bowie County, will be described as typical of the coordinated community programs. The community was chosen by the leadership of the participating agencies.

The specific purposes of the conference were stated as follows:

1. To evolve and put into operation a worth-while, workable community program that will lead to much improved economic, health, cultural, and spiritual conditions of the participating families of the community.
2. To effect a closer coordination of the agencies for vocational education, agricultural extension, health, religious service, and adult education with the local school and the citizens, for the improvement and enrichment of life and living conditions of the people of Arkadelphia community.
3. To effect a plan for the coordination of agencies in Arkadelphia's program that may be used as an example in setting up similar programs of cooperation throughout the county and State where they may be desired.
4. To present in simplified form the needed technical information and to put that information to use immediately, for the improvement of the living conditions of the families of the community.

The duration of the conference was from Sunday night until Saturday afternoon. The county superintendent acted as general chairman and the State director of Negro education as adviser. The conference was inaugurated by a sermon on Sunday night. Each of the morning sessions was devoted to the presentation and discussion of such topics as: (1) Safety, conveniences, and beautification of the home; (2) conserving health and preventing disease; (3) the home orchard; (4) the vegetable garden; (5) poultry and dairy products; (6) community cooperatives; and (7) meat supply.

The afternoon sessions were devoted to practice work in improving the home and surroundings as: (1) Repairing, screening, and white-washing buildings and beautifying yards; (2) planting, pruning, and spraying trees; making mattresses and bedding; (3) planting gardens

and making hotbeds for farm and school; (4) preparing special dishes and balanced meals from home products and equipping poultry houses; (5) killing, cutting, and curing hogs and beeves; and (6) altering and mending garments for family use. Each activity during the afternoons had a leader. The ministers, under a leader, devoted their time to studying and preparing sermon notes and outlines appropriate to the theme and practices of the day.

The inspirational and cultural programs to which the evenings were devoted included such activities as: (1) Musical programs; (2) community forum; (3) hobby shows; (4) folk games; (5) choral singing; and (6) lay sermons appropriate to the theme of activities of the day. Reports of committees were also made during the evening programs.

The following persons and agencies cooperated in the project:

1. Citizens of the community.
2. The community school teachers.
3. The county school superintendent.
4. The Jeanes teacher.
5. The area supervisor of vocational agriculture.
6. The county demonstration agent.
7. State and district extension agents.
8. The State supervisor of adult education.
9. The rural ministers.
10. Vocational agriculture teachers.
11. Homemaking education teachers.
12. College teachers.
13. The two State agents.

It is proposed to secure the cooperation of these additional agencies: Health service, chamber of commerce, parent-teacher association, Southern Education Foundation.

At the conclusion of the conference the men and women of the community divided themselves into five teams of five families each for work in carrying out the program which the community set up and adopted as their year's program. It follows:

ARKADELPHIA'S COMMUNITY PROGRAM ADOPTED FOR 1938

I. Introduction.

The colored citizens of Arkadelphia community in Bowle County, Tex., on Friday evening, January 28, following a week's conference and work, met at the schoolhouse, organized themselves into five teams of five families each, set up and adopted the following program for the year:

Program Adopted for the Year

II. Things to be done during the year by:

(a) Each family:

1. Whitewash or paint its house, screen at least the cooking and eating quarters, set out native trees and shrubs, and repair the fences and gates about the yard, garden, and barn lot.

II. Things to be done during the year by—Con.

(a) Each family—Continued.

2. Produce good all-year vegetable gardens comprising each a minimum of at least 25 vegetables suited to the community and to the tastes of the family.
3. Produce, can, dry, or store enough of at least five staple garden or truck crops to completely take care of its needs during the year.
4. Cooperate in constructing and operating a community-size hotbed at the school which will completely supply its needs for early plants of: Lettuce, cabbage, cauliflower, peppers, eggplants, and tomatoes.
5. Cooperate in establishing and maintaining a community nursery on the school grounds that will supply the needs for such fruits, nuts, and ornamental plants as: Peaches, plums, figs, grapes, pecans, blackberries, strawberries, rose bushes, hedge plants, crepe myrtles, etc.
6. Cooperate in building a house in which to establish and operate a cooperative cannery, grist mill, and blacksmith shop on the school grounds.
7. Make definite advancement in increasing its income from its chickens by getting started with at least a few good standard-bred chickens, and by growing on its farm sufficient quantity of food-stuffs with which to mix its poultry foods.
8. Cut, haul and rick, in advance, the year's supply of wood for cooking and heating.
9. Secure through cooperation with the other families important reading materials, including for each family at least the Progressive Farmer, American Poultry Journal, and extension bulletins, best suited to the advancement of the community's program.
10. Make or recondition at least 1 good cotton mattress during the year to replace some of the 38 straw mattresses now being used.

(b) Each group of five families:

11. Take at least one Sunday during the year to provide the best service it can at the church for the entertainment of the entire community and for the advancement of the community's program.

(c) All families:

12. Plant and rightly care for a minimum of five family-size home orchards to become demonstrations in the community.
13. Cut, haul, and stack up at the schoolhouse, two cords of wood to be used at the school and at the church.
14. Maintain a community forum which will meet at least twice monthly to discuss ways and means of improving the conditions of the families of the community.
15. Plant cowpeas or velvet beans in all of their corn to improve the soil and increase the feed supply.
16. Cooperate in making laundry soap and lye hominy to supply the families' needs for these products.

The State agent made the following statement about the project:

At the conference and during the year the different participating agencies provided the assistance which each was best prepared to furnish.

The whole program was and is, therefore, known as the Arkadelphia Community Program. To the extent that each agency forgot its own

selfish interest and submerged itself into the larger whole and to that extent only, has the community been able to march forward in the development of a feeling of community solidarity and in improvement of its economic, health, social, and cultural conditions.

The two other communities in which the project has been conducted are Goodwill and Macedonia.

The principles upon which these projects have been carried out are set forth in a constitution adopted by a joint State conference of cooperating agencies at Prairie View College in June 1937. These conferences seem to be examples of *democracy at work* in a rural situation; and also offer examples of how supervision may be used to coordinate the school and community activities in better relating education to the needs of the people.

School Visitation

Adequacy of visits.—School visitation is a procedure commonly used by the State agents in order to improve instruction. While it is used by all of them it is considered by many to be probably the least effective device of any used because of the limitations which it entails. The major limitation is lack of time; it is practically impossible to pay even a short visit to all the schools in a State. To remain long enough to offer real assistance in the improvement of instruction is out of the question. Most of the State agents attempt to visit only a part of the schools within the year. Such sample visits are mainly a device through which to supervise the county supervisors (Jeanes teachers) upon whom they must depend for the detailed supervision, especially of elementary schools. In the States where the agents have assistants the work is divided among them, and consequently more schools can be visited and better supervision can be given. In some States the city as well as the rural schools are visited. In practically every case the superintendent is apprised of the visit, and frequently he accompanies the State agent. The Jeanes supervisor usually accompanies the State agent when he makes his visits to the rural schools.

Activities during visits.—There are a variety of things to which the State Agent gives his attention when visiting a school. The number of items considered and the emphasis placed on them vary markedly among the different States. The following is a list of things which are done, more or less, by State agents in all the States when they visit the schools:

1. Inspect buildings and grounds for cleanliness, needed repairs, and improvements, etc.
2. Observe "spirit" of the school.
3. Observe general class management.

4. Observe teaching methods.
5. Investigate enrollment and attendance records.
6. Observe seating arrangement, lighting, etc.
7. Carry on demonstration teaching.

Follow-up of visits.—The following are some of the follow-up steps taken at the close of a visit to a school:

1. Talk with teacher privately.
2. Talk with principal and supervisor, together or individually.
3. Have meeting with all teachers.
4. Visit superintendent and board members.
5. Have evening meeting with citizens.
6. Write letter back to superintendent, supervisor, or principal, or to all.
7. Write letter back to board members or trustees.

Many State agents endeavor to make each visit a pleasant one for the teachers and a source of helpfulness. They try to find something to commend. When a criticism is to be made, it is done by way of a suggestion or a question, the answer to which will indicate to the teacher the fault to be corrected. They recognize the importance of helping the teacher maintain her self-respect and the respect of her pupils and her associates. A few State agents and State supervisors have check lists or forms which they use on their visits, notably those in Florida, South Carolina, and Georgia (especially in the demonstration schools). Frequently, before the classrooms are visited, the agent asks the principal and Jeanes teacher about the weak and strong points of their teachers. This not only helps him in observing the teacher, but also serves as a supervisory check on the judgment of the principal and the Jeanes teacher.

Visits to high schools.—The high-school visitation program differs from that of the elementary schools in several respects: (1) Visits are longer; (2) purpose of visits is usually inspectorial for purposes of accrediting, as well as supervisory; (3) follow-up of the visits is more specific. In those States where the State agents are not responsible for the inspection of high schools for accreditation, members of the staff are consulted and frequently are requested by the State high-school inspector to visit the school before final decision is made.

Some of the State departments are working toward the goal when high schools will be accredited only when the elementary schools from which the high-school students come are also accredited or rated. In approving schools, the director of the division of supervision in Texas frequently takes the entire system into consideration, and will not approve the system, however good certain schools in it may be, if others are far below standard. This policy is particularly beneficial to Negro schools in those communities where they are likely to be neglected.

From information available it appears that many State agents have been instrumental in having the same standards applied to schools for Negroes as are applied to white schools, and the same general procedures followed. These standards and procedures are discussed in the study of *The Standardization and Accrediting of Schools as a Function of State Departments of Education* and, therefore, will not be treated here.

Curriculum Study and Development of Curriculum Materials

Several States are making studies of the curriculum for the purpose of better adapting it to the needs of the pupils and of the community. In Alabama, a 4-year curriculum development program is under way. It includes the following:

1. Setting up State curriculum committees in teachers colleges.
2. Setting up State-wide public-school curriculum-steering committees.
3. Securing "key" persons from various parts of the State and on different levels of education to undertake study of new lines of procedure in classroom activities.
4. Encouraging these "key" persons to make intensive study and research at institutions prepared to give guidance and instruction in their field of interest.
5. Encouraging them to return to their respective communities and school systems in order to act as sponsors for further curriculum development and improved instruction.

The work was begun on the undergraduate level at Alabama State Teachers College and at Tuskegee Institute. The graduate phase of the study and research program has been carried out by means of scholarship grants from philanthropic foundations to persons selected by the department to attend an out-of-State institution. This program is helping to solve the problem of the preparation of teachers. There are very few Negro teachers in the public schools of the State with the master's degree. During the past summer, 35 teachers and principals attended Fisk University; 6 attended Atlanta University.

Outlines and tests on knowledge of the life of Negroes and their contributions for use in courses of study are formulated by several States, notably by Missouri and West Virginia. A committee of faculty members of the Negro State college has cooperated with the State Department in producing the outlines in Missouri and in West Virginia.

The curriculum material produced under the guidance of and in cooperation with the State supervisor of Negro education may bear specifically on Negro life and character or it may be of a general nature. Some of the materials produced will be discussed briefly.

Materials produced in Louisiana.—The curriculum laboratory at the

Louisiana Rural Normal School has produced a series of handbooks on the elementary school subjects. Each handbook was produced by a committee composed of Jeanes teachers, rural teachers, and teachers in the Normal School. They are especially adapted to the needs of rural life among Negroes, but do not call attention to Negroes as a special racial group or emphasize their problems. There is a handbook on each of the following subjects: Language-arts, arithmetic, social studies, creative arts, home vocational arts, and science. There has also been produced a social studies syllabus for college students, and a report on *a new venture in rural-teacher education*.

Materials produced in Tennessee.—The Department of Education of Tennessee has published a handbook on the *Tennessee Program for the Improvement of Instruction*, in which is included a fourth-grade unit on *The Negro as Our Neighbor*. This unit was written particularly for white children.

The division of school libraries in the Tennessee State Department of Education has also compiled a selected list for school libraries of books by or about the Negro in Africa and America. This list has had wide circulation in Tennessee as well as in other States.

Materials produced in Georgia.—The Division of Negro Education in Georgia lists 36 items of materials produced during recent years, some mimeographed and some printed. Some of the following titles indicate the type of material treated in the publications:

The Open Road.

Practice Book for Observation and Teaching in Small Rural Schools.

Guide to Life-Related Teaching in Negro High Schools of Georgia.

Free and Inexpensive Materials Classified under the Seven Persistent Problems of Living.

The Turpentine Industry.

Story of the Pine Tree.

The Open Road is a teachers' study guide for child, adult, and community development in Negro elementary schools of Georgia. Throughout this bulletin, and particularly in the introductory section, the relation of the material presented to the *Georgia program for the improvement of instruction in the public schools* is emphasized. One of the sections presents an analysis of the "seven persistent problems" of living as they affect Negro education in Georgia communities. The topics discussed are: (1) Health, (2) earning a living, (3) citizenship, (4) utilizing natural environment for individual and social needs, (5) receiving and transmitting ideas, (6) expressing aesthetic and spiritual impulses, (7) utilizing education as an agency for conserving and improving human and material resources. *The Guide to Life-related Teaching in the Negro High Schools of Georgia* is similar to *The Open Road* in arrangement and topics emphasized.

One section of this bulletin deals with the application of the principles of the *New Curriculum* for the State of Georgia as related to teaching by means of the "life-related enterprise." The topics discussed are: (1) Nature of the life-related enterprise, (2) planning for the enterprise, (3) selecting an enterprise, (4) outlining, developing, and reporting the enterprise, (5) evaluating an enterprise, and (6) enterprises appropriate for Negro high schools.

Materials produced in Texas.—Most of the special material produced by the Division of Negro Education in Texas is mimeographed and is to be used in teacher-education institutions. In 1939, under the guidance of the department, a handbook on observation and student teaching was compiled by a committee composed of representatives of the different Negro colleges of Texas. The aims of the handbook are: (1) To set forth in a convenient and intelligible form important procedures employed in conducting directed student teaching in Negro colleges of Texas; (2) to set forth the aim of directed observation and student teaching; (3) to set forth guiding principles of directed student teaching; (4) to indicate practices being used; (5) to make more widely known certain effective practices; and (6) to serve as a basis for making evaluations for the development of present practices.

A course in rural economic problems is a teacher-training course designed for supervisors and Jeanes teachers, rural principals, rural teachers, and farm and home demonstration agents. Its purposes are: (1) To establish a clear understanding of the meaning of rural economics; (2) to show how the resources of the rural community may be used more successfully in making a living; (3) to equip the student with knowledge of economic facts; (4) to develop habits of economy, thrift, and independence; and (5) to aid and to inspire rural agencies and instruct rural citizens how to live up to their highest level of efficiency.

Additional curriculum materials produced by the Department of Education of Texas having special reference to the improvement of instruction in Negro schools include: A course in rural health problems, a course in library science, a handbook of library economy for teachers and principals in small rural schools, a course in rural sociology, a list of references on the community as a source of materials of instruction, and a bibliography of free and inexpensive materials relating to various problems of rural life.

Supervisory Activities Designed to Improve Teachers

The following were among the more important means used by State agents for the improvement of teachers: (1) Institutes and study groups, (2) summer schools, (3) conferences, (4) supervised practice teaching, and (5) influencing selection of teachers.

Institutes, study groups, and conferences.—Practically all of the State agents make use of institutes and study groups for the in-service training of teachers. They are used extensively in the following States: Arkansas, Georgia, Missouri, South Carolina, and Tennessee. Georgia has six study groups for Jeanes supervisors which are also attended by prospective demonstration teachers. Georgia also has county teachers' study groups which are led by the Jeanes supervisors. The study groups in Arkansas are under the direction of the Associate Director of Negro Education, and are held in cooperation with the State College for Negroes and Philander Smith College, a private institution. What is done in the institutes and study groups varies among the States, depending on local needs.

Summer schools.—Attendance at summer schools as a means of improving the teaching personnel is encouraged by all the States and required by some. Recently scholarships have been provided by the General Education Board for principals to do graduate work in the special curriculum laboratories at Fisk and Atlanta Universities. Recipients of these scholarships are nominated by the State agents. The in-service training of teachers in South Carolina is largely done through 11 summer schools of the State where about 50 percent of the colored teachers have enrolled for the past several summers. The project method of teaching is emphasized in these summer schools. The State supervises the summer schools in the 4 private colleges as well as in the public State college. The effect of summer school attendance is indicated by the increasing ability of Negro teachers to understand and participate in progressive educational enterprises, both as a group and individually. The State agents have been important factors in this whole summer school movement.

Some States hold teachers' conferences for the purpose of emphasizing to the teachers in service the need of better relating education to the life of the community. Such conferences are stressed in Texas, Virginia, and Georgia.

In North Carolina, extension courses are used in addition to summer schools to assist in improving the certification of teachers. Teachers who have secured "A" certificates are encouraged to analyze their deficiencies and request colleges to offer the courses that will correct them. This suggestion is offered in the belief that institutions cannot anticipate all the problems the teacher will meet requiring adjustment, and that the teacher is best qualified to discern these problems and her inadequacy in meeting them. Therefore, it is the teacher's duty to help the college to render her assistance. The division is encouraging the teachers colleges to become sponsors

for a certain number of rural schools with a view to improving the teaching.

Preservice training programs.—The State agents in Arkansas and Louisiana assume a major responsibility in supervising the preservice training of teachers of their States. In Arkansas, the supervised practice-teaching program is carried on jointly by the State College for Negroes and Philander Smith College, under the direction of the Associate State Agent. In Louisiana, the division of Negro education has assumed responsibility for reorganizing the teacher-training program, and of supervising its conduct. In addition to the regular teacher-training curriculum which must be completed by all prospective teachers, and all teachers in service who have not done so, there is the teacher-training program consisting of a curriculum laboratory and service unit, both of which have definite relation to the supervisory program of the State.

The curriculum laboratory prepares and sends out: (1) *Supervisors' Bulletin*, the aim of which is to provide an exchange of procedures used by Louisiana supervisors; (2) *Curriculum Bulletin*, the purpose of which is to select and organize rural school curriculum materials, teaching units, and utilize findings of field service units; (3) *Teacher-Training Bulletin and Syllabi*, the purpose of which is to select and organize the curriculum materials of normal schools of the State and to provide exchange of ideas among teacher education centers; and (4) *Teacher's Aid Bulletin*, for the purpose of distributing teaching suggestions and outlines of activities for rural schools of the State.

The field service unit consists of a nurse, instructor of homemaking, instructor of trades and industries, instructor of agriculture, teacher-training instructor, rural recreation instructor, rural librarian, and two field supervisors. A unit, which is attached to each normal-school center, travels in a bus and makes visits of about 2 weeks' duration to the rural schools in the area served in order to assist them in applying the knowledge and principles learned in the normal school.

Miscellaneous Activities

Research and statistical compilation.—Research and statistical compilation are important supervisory activities engaged in by the State agents. Their results underlie most of the constructive work in supervision by indicating problems to be solved. They also assist in evaluating the results of supervision. In some of the States, research is conducted as a cooperative enterprise, and is of a social and philosophical type; in others it is of the survey type; and in a few States, all types are used. The Divisions of Negro Education in Arkansas, Georgia, North Carolina, and Texas have conducted some special re-

search in the education of Negroes of the social and philosophical type; Maryland, Missouri, and Virginia—of the survey type.

The State Department of Education in Virginia has been engaged in a rather extensive program of research and study during recent years. As a basis for instructional programs and the extension of school facilities, surveys of the following school divisions were made on the invitation of the school authorities: The counties of Rockbridge, Loudon, King and Queen, Clarke, Warren, Pulaski, York, James City, and the city of Williamsburg. Through the cooperation of superintendents, supervisors, principals, and teachers, a special survey has been made in order to gather information to be used as a basis for *A Study of the Negro in Virginia's Culture*.

The following areas are included in this survey:

- I. Social-economic conditions of Negro life in Virginia.
- II. Educational conditions and opportunities for Negroes in Virginia.
- III. The vocational and occupational problem as it relates to the education of Negroes in Virginia.
- IV. Case studies of trends in inter- and intra-racial and social relations.
- V. The improvability and educability of the Negro.
- VI. A program for the education of Negroes in Virginia.

The State department in Maryland has for some years conducted a State-wide testing program. The Metropolitan Achievement Test (Form A) in reading and arithmetic was given to colored pupils in the county schools during 1933-34, and in 1937-38 Form D was administered. In 1937 the Iowa silent reading test was given to 1,352 first- and 980 second-year Negro high-school pupils in 21 counties of Maryland.

The State department has also made a careful study of the Negro high-school graduates of the county high schools of the State, with particular reference to their after-school activities. Information was obtained concerning those who continued their education and in what institutions; and those who went to work and the occupations they were following.

Certain administrative activities for supervisory purposes.—A majority of the States are exercising considerable activity in the improvement of elementary and high schools from the administrative point of view. Many States have a definite procedure for rating elementary schools. In North Carolina the major objective is not the rating of elementary schools, but rather improving their organization and administration, particularly in the adjustment of the teaching load. Here, as is the case in other States, there is considerable unevenness in the distribution of the teaching load of the different teachers in a given school. A study of the principals' reports is constantly being made for the purpose of finding situations where the teaching load of teachers needs to be readjusted.

The high-school supervisor of North Carolina uses the counties surrounding Raleigh for try-out or experimental purposes. Six high schools of as many different types are selected. The three types of communities from which the high schools are selected are: (1) White college community, where Negroes are mainly servants; (2) city, a typical urban community with all groups of a typical urban Negro community represented; (3) typical rural communities where (a) Negroes constitute the largest proportion of the population, own land, and are fairly independent economically, and (b) a mixed Negro and white community, where the Negroes are not as economically independent as in (a) above. The problems of the Negro schools in these communities are typical of what may be found in Negro schools throughout the State. The principals of these schools and the Jeanes teacher meet once a month for the purpose of discussing and counseling with the supervisor concerning their own problems and the problems and suggested solutions which he presents to them.

In 1938 the State high-school supervisor of North Carolina started a State-wide program of guidance which gives promise of significant results. A 3-year program was outlined. The purpose of the first year was to make principals and teachers aware of the differences among individuals, of the problems that arise because of these differences, and the challenge which these problems present to them. The goals for 1939 were to develop and maintain a record of all available information about each high-school student; and secure books relating to the problem of guidance which were recommended during the 1938 conferences. The three topics to be considered during 1940 are: (1) Sources of information needed by advisers and counselors, (2) techniques and procedures for assisting students to learn about themselves, and (3) problems involved in and questions arising from topics (1) and (2) above.

Demonstration schools.—In order to improve the rural schools and to facilitate their supervision, the Department of Education of Arkansas, through the assistant supervisor of Negro schools, is developing a series of "key" schools. In 1934-35, 20 one- and two-teacher schools were selected as a part of a program for the purpose of coordinating all rural agencies for the "development of a happier, fuller, and richer life through the home, school, and church." These schools are used as experimental centers in which to try out certain supervisory procedures, and as visiting centers for other teachers in order that they may observe good teaching. In these schools are active parent-teacher organizations and boys' and girls' clubs which provide social, civic, and religious activities. These schools also participate in all programs sponsored and endorsed by the State department of education, such as State-wide contests in the beautification of

grounds and buildings, library projects, National Negro Health Week, American Education Week, Negro History Week, Better English Week, Thrift Week, Music Week, Fire Prevention Week, Clean-up Week, and Community Chest and Safety campaigns. The schools and communities were selected on the basis of their potentialities for improvement and indications of progressiveness. A majority of the teachers in the "key" schools attend school each summer and a few have been granted leaves of absence for a year's study. The rural teachers manifest great interest in this experiment for rural community improvement and the opportunity it affords for their own professional growth. The school boards and especially the plantation owners are also interested, and are generous in their response to appeals for and support of the projects.

The Department of Education of Georgia, through the supervisor of elementary education for Negroes, is developing demonstration centers as a feature of the supervisory program for Negro rural schools. Schools and their surrounding communities are selected as "centers" on the basis of their "readiness" to participate in a program of school improvement. Some of the factors considered in this selection, which is made by the county superintendent and Jeanes teacher, are: The preparation of the teachers, acceptability of the physical condition of the school buildings, teaching equipment, and beautification and care of school grounds. There are four progressive steps in the development of the demonstration centers: The first is the prospective demonstration center; the others, demonstration centers I, II, and III. A check list is provided for each center which is followed in progressing from one center to the next. The items on the check list refer to (1) teaching and learning, (2) the physical equipment of the building and classrooms, (3) classroom organization and management, and (4) the teacher's participation in activities for community betterment. A center must show improvement in each of the above items before it is "promoted" to the next center.

Center III serves as a visitation center for all county schools in its district. Teachers are encouraged to visit this center and spend a day or part of a day in studying its program and observing its activities. Superintendents are requested occasionally to allow the holding of school on Saturday in certain centers in order to give opportunity for a large number of teachers to visit the center. When this is done, it is suggested that a holiday be granted on the following Monday.

There is an *Observation and Teaching Practice* book prepared by the division of Negro education, with questions and answers, which is used as a guide by the supervisors, visiting teachers, and demonstration teachers in the demonstration centers. After a demonstration

lesson, a discussion follows according to the observation and teaching guides in the practice book.

One advantage of the demonstration center, according to the State department officials, is that it provides an opportunity for teachers to see one of their group doing work successfully which they may also do. The attitude of the demonstration teacher is that *she* is a learner herself and is, therefore, willing to learn from others.

Correspondence and speech making. Correspondence and speech making are two activities engaged in by all State agents and their assistants. The purposes of these activities and the manner in which they are conducted vary among the States and within each State, depending on the time, circumstances, and need. Both activities are used constantly, and, naturally, with varying effects. While these measures are relied upon more by some State agents than others, they all believe that personal contact through field trips is the surest means of having the program accepted and used.

Supervision of Vocational Education

The supervisor of vocational education in agriculture must formulate a comprehensive educational program including the following: Classes for all-day, part-time, and evening-school groups, and plans for preservice teacher training, in-service teacher training, follow-up, and research. A major feature of the all-day or high-school students' program is the supervised farming program; Important phases of the part-time program include (1) helping out-of-school young men discover occupational opportunities in farming; (2) helping them secure what they must have in order to get into these farming opportunities; and (3) organizing and conducting systematic instruction on the problems they have to solve if they are to make satisfactory progress in the occupation.

The six objectives in teacher-training in vocational agriculture are:

1. To provide preemployment facilities for the training of teachers of agriculture.
2. To develop teaching aids for men in service.
3. To provide continuing education for teachers in service.
4. To follow up resident teacher-training through field contacts for the purpose of checking the effectiveness of all units of instruction.
5. To improve college teaching (professional and technical), based upon the objectives for vocational agriculture in the State and upon the abilities needed by teachers of vocational agriculture.
6. To conduct research and studies which will make direct contributions to the development of the program in vocational agriculture of the State.

Supervisors of agricultural education base their policies and activities on findings resulting from careful study of the problems facing

them. A research committee of supervisors has recommended two important problems for study: (1) A study of the present occupational status and needs of former students of vocational agriculture and (2) a study of certain selected communities in order to discover placement opportunities for former vocational agricultural students.

Improvement of instruction in home economics is accomplished through short summer courses at the teacher-training institution, annual conferences, and supervisory visits. Both the courses offered in summer and the annual conferences are based on particular needs expressed by the teachers or observed by the supervisor. They may deal with methods of instruction or with subject matter. At the present time a great deal of emphasis is being given to improvement of family relationships through joint programs in home economics and agriculture and through community programs. In some States teachers of agriculture and home economics are brought together in summer schools and in State conferences in order to plan jointly programs of instruction and community work designed to improve family life. So far the emphasis in these programs has been placed on maintaining an adequate food supply through home production, improvement of the home and its surroundings, and good relationships and cooperation in the home and community.

Either State-wide or district conferences are held for home-economics teachers annually in all 16 States. State conferences are often followed by district meetings at which small groups work on the problems introduced in the State conferences. The State conferences which are usually concerned with curriculum and teaching procedures are from 1 to 5 days long. Some recent reports of conferences from States include such topics as "Finding home and community needs," "Making the teaching practical," "Planning a program for home and family living," and "An adult program in homemaking."

V. Conclusion

During the past 25 or 30 years in 16 of the southern States which maintain separate schools for the Negro and white races, the State departments of education have had special supervisors of schools for Negroes (commonly known as State agents). While the supervision of instruction in schools for Negroes has been the primary function of these State agents, because of conditions prevailing in the States concerned it was necessary for them to assume other functions in order to make it possible to achieve the primary ones. Changing public opinion toward education of Negroes, promoting interracial good will, and promoting certain organizational and administrative improvements are among the additional functions assumed by these

supervisors. Some of the important activities in which these supervisors engaged (and still engage) for the purpose of providing proper facilities and conditions for improved instruction are the following: (1) Provision of schoolhouses; (2) development of high schools; (3) promotion of Jeanes work; (4) stimulation of equitable distribution of school funds; (5) encouragement of increase in enrollment and attendance; and (6) promotion of improvement of the Negro community generally.

In attempting to achieve their primary objective, supervisors of Negro schools engage in activities commonly performed by other supervisors in the Departments of Education, namely, conferences, school visitation, development of curriculum materials, improvement of teachers in service, research, correspondence, and public addresses. Frequently the activities of State agents differ from those of other supervisors in the materials and methods used. However, the differences among the State agents themselves are probably greater than the differences between them and the other supervisors of the departments.

The emphasis placed on certain activities by the State agents varies with the social and economic conditions in the different States. The educational situation among Negroes has been and still is characterized by several problems, which in turn are influenced by social and economic conditions. Some of these problems are: Lack of availability of schools, inadequate buildings and facilities, short school terms, poorly trained teachers, inadequate salaries, unsatisfactory school organization, curriculum poorly adapted to needs, lack of transportation facilities, poor attendance, overage and retarded pupils, and pupil mortality.

The extent of the problems indicated above varies among the different States. In some States conditions are unsatisfactory in most of the items mentioned; in others, in only a few; while in still others, conditions are rapidly approaching a satisfactory state in all the items. The variations indicated here frequently call for differences in objectives, types of activities performed, and in methods of approach.

Outcomes of Special Supervision of Schools for Negroes

From evidence presented in this study, from the observation of competent observers, and from evidence not shown here resulting from other studies, it is fair to conclude that the supervisory functions and activities of State departments of education especially designed for Negroes have had considerable influence on their educational progress. During the past quarter of a century great educational

advances have been made among Negroes in the following items: Availability of schools; buildings, equipment, and facilities; the organization and administration of schools; education of teachers; teachers' salaries; enrollment and attendance; and in the quality of education.

The advances indicated above took place concurrently with the development of the special supervisory functions and activities for Negroes of the State departments of education. In many cases particular advances may be traced directly to their influence. These functions and activities, while being the special responsibility of the State agents, frequently have been performed by other staff members. Considerable progress has been made in those States where a large proportion of the personnel of the State departments have felt and exercised such responsibility for the education of Negroes.

According to the opinion of competent educational leaders of the South, one important outcome of the work of the State agents, and of those who assisted and cooperated with them, is the improved interracial relations. It was necessary to bring this about before progress could be made in the more strictly educational matters.

Need for Continuation of Special Supervisory Activities for Negroes

The need for supervision of education among Negroes is the same and will continue to be the same as the need for supervision of education for other groups. However, there is a difference of opinion concerning the need for continuing the special supervision such as has been conducted by State agents. Naturally, the need will vary among the different States. Some State agents believe that their State departments are so organized, that their objectives and functions are such, and that public opinion in the State has reached such a point that very soon it will not be necessary to maintain a State agent for Negro education. Others believe that the best interest of Negro education will demand the continuance of the special supervisory work for Negroes for some time. Many facts appear to substantiate the opinion of those who believe that there is still a need in many States for special supervisory work among schools for Negroes. First, in spite of the progress in education made by Negroes, the difference between their present educational status in many of the States maintaining separate schools and that of the majority group is still great. This is particularly true with respect to the number of standard elementary and high schools; teachers' salaries; transportation facilities; and per-pupil costs. The differences are also great in the following items: Attendance, length of

term, and pupil-teacher ratio, as shown p'viously. Second, great progress has been made in the improvement of the preparation of Negro teachers, but there are still large numbers in several States who are inadequately prepared. For this reason special supervisory work conducted by persons with a sympathetic understanding of the problems involved will be needed until the preparation of teachers is greatly improved, and until satisfactory standards have been achieved in other matters.