

# MONOGRAPH 8

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

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## Foreword

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

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

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

The sources of information have taken the form of both documentary evidence and personal interviews. During the year 1939, more than 20 representatives of the Office of Education were engaged in visiting State education departments throughout the country, conferring in each case with the chief State school officer and his assistants. Working in "teams" of from 2 to 7 persons, they spent several days in the State offices of the respective States, seeking accurate and comprehensive data, gathering all available printed or mimeographed documents, and securing from each member of the department who was

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available, an oral statement of his duties, activities, and problems. Preceding this program of visitation and again preceding the compilation of reports, committees of chief State school officers met in Washington with members of the Office of Education staff, to assist in the drafting of plans and later in the formulation of conclusions. No effort was spared, either at the time of the visits or in studying and checking data subsequent thereto, to make of the final report for each State a reliable document.

The 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 this monograph deals with supervision at the elementary school level. About 40 years ago the Wisconsin Department of Education first made definite provision for elementary school supervision. Since that time most of the 48 States have provided some type of elementary school supervision, although a few still limit that help to certain aspects of supervision such as State examinations, curriculum making, or inspection. A description of the organization and function of supervisory programs, and of the activities and working relationships of the State elementary supervisors is presented in this bulletin.

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

BESS GOODYKOONTZ,

*Assistant U. S. Commissioner of Education.*



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# Chapter I

## Organization for Elementary Supervision

### Historical Growth of Supervision

SINCE THE DAYS of Horace Mann, as Massachusetts reports, the department of education in that State has had an interest in the problems of teaching at the elementary school level. It is no doubt true that in each of the 48 States the existence of a State department of education has meant that some attention was given to the problems of elementary school instruction. An historical survey shows that concern for elementary education began with the appointment of a staff member who, because of training or experience or both, recognized the need of elementary school teachers for help and stimulation. But elementary supervision, so named, did not appear until the turn of the present century.

### Periods of Growth

Historically speaking, then, supervision at the elementary school level is a development of the last 40 years. During the first decade of the twentieth century growth was slow, with only 6 States entering the field. The period between 1910-20 showed the greatest progress since during those years 29 States developed some provision for supervision at the elementary level. These States established supervision for the grades usually in the person of a rural supervisor or inspector because only first- and second-class cities of 40 years ago were apt to have supervisors of elementary education. Because many States had a large rural population it was to be expected that the State would provide some type of help for the improvement of instruction in districts that were too small and too poor to afford a supervisor of their own.

From 1920-30 eight more States introduced some type of elementary school supervision; and three States joined the ranks between 1930-40. Two States have apparently never had a person on the staff with assigned responsibilities for elementary education, and two of those which inaugurated a program between 1910-20 no longer provide that service. But the great majority of States have developed, and are continuing to improve, their services in elementary education as an important function of the State department of education.

### The Beginnings in State Departments

To go back to the oldest program, it is necessary to cite Wisconsin. In 1901 the State superintendent was authorized to appoint two persons of suitable qualifications to be known as State school inspectors



to assist him in inspecting and supervising the State graded and free high schools and to give information and needed assistance to localities in organizing such schools. In 1905 he was authorized to appoint an inspector of rural schools whose duty it was to inspect, as far as possible, rural schools of each county and to procure information concerning rural school districts.

The growth of supervision in this State has been continuous and steady. Wisconsin is one of the States in which at least a part of the supervisory staff for elementary schools has served continuously for the last 10 years. The State is divided into two areas of approximately equal size for the purpose of supervision of elementary grades in villages and cities. Each of the two supervisors assigned to these two areas has in addition some responsibilities jointly with helping teachers for the supervision of rural schools. Besides these two supervisors, there are three elementary supervisors assigned to definite areas, each of whom supervises State graded schools. The State graded schools are rural schools large enough to employ several teachers and provide a graded school in distinction from an ungraded one- and two-teacher school. In addition, one of the three has major responsibility for a given number of county supervisors and two are assigned responsibility for holding school board conventions. A sixth elementary supervisor is in charge of a small assigned territory in which he is responsible for the supervision of State graded schools and school board conventions. Such a staff makes possible a well-integrated plan of supervision extending from the State department through a given region to the individual counties and the local school systems.

Connecticut, too, entered the field of elementary school supervision early. In 1903 the legislature passed a bill providing for the appointment of general supervisors in towns with fewer than 10 teachers. The State first paid one-fourth and later one-half of the salary. Finally all the salary came from State sources; in 1909 the State assumed the full cost. The first law provided for towns with fewer than 10 teachers; later this limitation was raised to 20; it is now 25. Beginning about 1909 the service extended rapidly, and by 1916 more than 100 small towns were identified with it, which represented the peak number. As the towns grew in number of teachers they outgrew the need for State supervision. At the present time 91 out of 101 towns eligible are participating in the State supervisory program.

The towns under supervision are classified in 10 areas. Of these, 8 have 2 supervisors, a man and a woman. This arrangement has been used since 1927 when the State department introduced a plan to provide specialized supervisory services in the elementary grades, which was accomplished by increasing the size of the supervisory area and adding a woman as an assistant. In the other areas there is only one supervisor. These supervisors are not located at the State Cap-



itol, but in the areas in which they work or the nearest convenient place. They devote full time to supervision and are paid entirely by the State. The average number of teachers per supervisor is about 75 in the areas where there are 2 supervisors. Where there is 1 supervisor the average is 40 teachers. A senior State supervisor, located in the State office, is in charge of State supervision.

The programs of Wisconsin and Connecticut illustrate two widely different but effective plans for elementary supervision which have developed to a high degree of efficiency over a long period of time.

### Recent Developments

From the historical point of view, supervision at the high-school level antedated that at the elementary-school level. Elementary supervisors have struggled with a situation in which they found that funds were appropriated for senior high schools because of accreditation requirements. But there is a growing realization that a good senior high school presupposes a good elementary school. In Arkansas since 1929-30, for example, all standard high schools have been based on standard elementary schools. Georgia and Virginia have similar rulings. This movement is not yet definite enough to be considered a trend, but it is significant enough to bear watching.

From a situation in which elementary education was an isolated service it has advanced to the point where, as in Louisiana in 1939, it is a fully integrated part of a division of instruction. The Louisiana plan, described in a supervisory bulletin, is indicative of excellent practice. Elementary and high school divisions work and plan together. Supervisors are urged to check carefully to avoid asking for duplication of information, and making overlapping visits. Each supervisor gives some attention to Negro schools. Plans are made so that staff members representing various divisions travel together occasionally. Bulletins, reports, circulars, and other printed materials are exchanged among divisions. All supervisors of instruction visit every school level and spend some of the time in the field with supervisors of specialized subjects, since each individual is urged to study his field in relation to the total educational program. In any given school all teachers are invited to participate in faculty meetings conducted by State supervisors. Another of the most important activities of the State supervisors in Louisiana is that of working in close cooperation with teacher-training departments in State teachers colleges.

This illustration shows the amount of progress made in the concept of supervision as a function which is concerned with all levels of the educative process. A State program in supervision begins wherever possible with nursery and kindergarten, and extends through grades 12 or 14 without any noticeable breaks between elementary, junior high,



senior high, and junior college levels. In setting up a State program for supervision to include the elementary level, the State department makes use of every State agency concerned with education of the child and encourages county and local units, in their turn, to draw upon their community agencies in formulating and putting into operation well-planned programs. Supervision of elementary schools is now recognized by each of the 48 States as a function to be performed by a representative of the State department of education.

### **Nature of Elementary Supervision**

#### **Responsibilities of the Elementary Supervisor**

The work of the elementary supervisor covers a broad field. The usual situation is one in which the staff member who is directly or indirectly charged with responsibility for elementary education supervises all areas commonly prescribed by law as subjects to be taught, as well as those areas which contribute to education as a well-rounded experience for the elementary school child. Included are certain specialized fields and services such as art, music, health and physical education, exceptional children, research, speech, audiometer testing, radio, visual aids, and others less frequently mentioned in State reports.

Supervision at the elementary school level when directed from a State department of education cannot be thought of as a personal relationship between the staff member and the hundreds or thousands of teachers in the field. Instead, the State supervisor exercises leadership by making available techniques, materials, and situations which will stimulate local study of community problems, and at the same time sets up machinery needed to coordinate activities in every part of the State so that sharing of worth-while experiences may occur. From his background of knowledge and experience it is possible for the supervisor, as illustrations from several States show, to set up a long-time program of at least 5 years for the improvement of instruction. Perhaps his greatest service is in emphasizing this long view, and in assisting local groups to interpret their plans and programs, not only in terms of immediate values, but also in prospect and retrospect.

The type of supervisory program which any State can offer is largely determined by the presence or absence of staff members specifically assigned to the elementary school field. There are a few States which offer no direct supervision or which cover only a relatively small phase of elementary school work such as State examinations. There are States which employ one or more persons who give part-time to elementary supervision. In a number of States, one to six persons work full time in the elementary school field as members of the staff of the

State department of education. Several other States extend supervision through helping teachers or county supervisors.

Some indication of the scope of supervision at the elementary school level as it existed in the 48 States in the spring, summer, and fall of 1939 is presented in the chart of names, and the titles used to show the nature of the supervisory responsibility which the staff member carried.

From the standpoint of organization, a State elementary supervisor may be directly responsible to the State superintendent, to an assistant superintendent, or to a director of instruction. A regional supervisor may be responsible to a State elementary supervisor, to a director of instruction, or may have no official responsibility to the State department of education since he is primarily a staff member of a State teachers college. A county supervisor or helping teacher may be responsible to an assistant superintendent in charge of elementary education or to a county superintendent.

The place of the elementary supervisor in a State department of education may, therefore, be one in which he makes his own plans for action, cooperates with other supervisors and services, or has his plans coordinated with those of other supervisors through a division of instruction.

Table 1.—*Staff Members in State departments of education with responsibility for the elementary level, 1939*

[This information is from most recent reports received by the U. S. Office of Education]

State	Person	Title
Alabama	W. Morrison McCall	Director of supervision.
	Daisy Parton	Supervisor of elementary education.
Arizona	C. Louise Boehringer	Director of curriculum (supervisor of elementary education).
Arkansas	Mary B. Brice <sup>1</sup>	Director, division of rural education.
	W. F. Hall	Supervisor of elementary schools.
	C. S. Blackburn	Assistant supervisor elementary and high schools (half time given to elementary education).
California	Helen Heffernan	Chief, division of elementary education.
	Mrs Gladys L. Potter <sup>2</sup>	Assistant chief.
Colorado	Francis L. Drag <sup>1</sup>	Do.
	Dwight Hamilton <sup>1</sup>	Director of elementary education and curricula.
Connecticut	N. Searle Light	Director, division of instruction.
	W. S. Dakin	Senior supervisor of rural education.

See footnotes at end of table.



Table 1.—*Staff Members in State departments of education with responsibility for the elementary level, 1939—Continued*

State	Person	Title
Delaware.....	H. B. King.....	Assistant State superintendent in charge of elementary schools
	Mrs. Phyllis (Mason) Heck.....	Rural supervisor for western New Castle County (Wilmington)
	Ella J. Holley.....	Rural supervisor for eastern New Castle County (Wilmington)
	Albert Earley.....	Rural supervisor for western Sussex County (Georgetown)
	Calvin E. Afferbach.....	Rural supervisor for eastern Sussex County (Georgetown)
	E. Paul Burkholder.....	Rural supervisor for Kent County (Dover)
Florida.....	M. W. Carothers.....	Director, division of instruction
Georgia.....	Wm. T. Bodenhamer.....	Supervisor of schools
	H. S. Burdette.....	Do.
	J. H. Cook.....	Do.
	J. M. Gooden.....	Do.
	H. G. Jarrard.....	Do.
	M. R. Little.....	Do.
	W. E. Pafford <sup>1</sup> .....	Do.
Idaho.....	Mrs. Minnie D. Bean.....	Supervisor of elementary education
Illinois.....	C. C. Stadtman.....	Coordinator, department of supervision
	Otis Keeler.....	Assistant to superintendent, regional supervisor
	E. S. Simmonds.....	Do.
	Claude E. Vick.....	Do.
	S. E. Baker <sup>1</sup> .....	Do.
	R. W. Hyndman <sup>1</sup> .....	Do.
	Ward N. Black.....	Do.
	Paul E. Belting <sup>1</sup> .....	Do.
	J. Roy Byerley <sup>1</sup> .....	Do.
	Indiana.....	Virgil R. Mullins.....
E. S. Furnish <sup>1</sup> .....		Assistant director of elementary and high school inspection
Iowa.....	H. K. Bennett.....	Regional supervisor of northeast district
	R. A. Griffin <sup>1</sup> .....	Regional supervisor of Southwest District
	Cameron M. Ross.....	Regional supervisor of Southeast District
	A. J. Steffey.....	Regional supervisor of Northwest District
	Paul B. Norris.....	Supervisor rural schools
Kansas.....	Mrs. Adah Cain.....	Rural school supervisor
	George C. Turner.....	Do.

See footnotes at end of table.



ELEMENTARY EDUCATION

Table 1.—Staff Members in State departments of education with responsibility for the elementary level, 1939—Continued

State	Person	Title	
Kentucky	Mark Godman	Director of division of supervision.	
Louisiana	A. M. Hopper <sup>1</sup>	Supervisor of elementary schools.	
	J. W. Brouillette <sup>1</sup>	Assistant supervisor of elementary schools.	
	J. P. Causey <sup>1</sup>	Do.	
	R. R. Ewerz <sup>1</sup>	Director, division of instruction and supervision.	
Maine	Alma Schmalzrid <sup>1</sup>	Supervisor of primary education.	
	Richard J. Libby	Agent for rural education.	
	Mrs. Gladys Patrick	Field agent for rural education.	
	Villa E. Hayden	Do.	
	Yvonne Daigle	Do.	
	Adelbert W. Gordon	General agent for schools in unorganized territory.	
Maryland	I. Jewell Simpson	Assistant State superintendent in charge of elementary instruction.	
Massachusetts	Patrick J. Sullivan	Director, division of elementary and secondary education, and State teachers colleges.	
	Mrs. Florence Gay <sup>1</sup>	Supervisor of elementary education.	
Michigan	Alice B. Beal <sup>1</sup>	Do.	
	G. Robert Koopman	Assistant superintendent for instruction.	
	Wilfred F. Clapp <sup>2</sup>	Consultant instruction.	
Minnesota	T. C. Engum	Director, ungraded elementary schools.	
	O. R. Sande	Associate director, ungraded elementary schools.	
	Fern Kennedy	Rural school supervisor.	
	Agnes Pyne	Do.	
	Mayme J. Schow	Do.	
	Garland Taylor	Do.	
	T. J. Berning	Director, graded elementary schools and statistics.	
	Mississippi	C. V. McKee	Supervisor of rural schools.
	Missouri	A. F. Elsen	Director of rural education.
		Ray W. Dice	Rural school inspector.
Ray T. Evans		Do.	
Blanche G. Griffith		Do.	
Marjorie Neff Hoy		Do.	
Florence D. Begeman		Do.	
Montana		Douglas Gold <sup>1</sup>	Supervisor of rural education.
Nebraska	Chloe C. Baldrige	Director, rural and elementary education.	

See footnotes at end of table.

Table 1.—Staff Members in State departments of education with responsibility for the elementary level, 1939—Continued

State	Person	Title	
Nevada	E. E. Franklin	Deputy superintendent of public instruction (first supervision district).	
	Mrs. Dorothy P. Riechers.	Deputy superintendent of public instruction (second supervision district).	
	Byron F. Stetler	Deputy superintendent of public instruction (third supervision district).	
	Raymond Kilian <sup>2</sup>	Deputy superintendent of public instruction (fourth supervision district).	
	Walter Johnson <sup>1</sup>	Do.	
	Elbert E. Edwards <sup>2</sup>	Deputy superintendent of public instruction (fifth supervision district).	
	Harvey Dondero <sup>1</sup>	Do.	
New Hampshire	Phila M. Griffin	Elementary school agent.	
New Jersey	Ernest A. Harding <sup>2</sup>	Assistant commissioner in charge of elementary education.	
	Thomas J. Durell <sup>1</sup>	Do.	
New Mexico	Mrs. Jennie M. Gonzales.	Demonstration teacher (now supervisor of in-service teacher training).	
	William E. Young	Acting director of elementary education (now director).	
New York	Don L. Essex <sup>1</sup>	Acting chief bureau of instructional supervision (elementary).	
	Helen Hay Heyl	Chief, bureau of curriculum development (elementary).	
	Burton D. McCormack <sup>2</sup>	Chief, bureau of instructional supervision (elementary).	
	Ruth Andrus	Chief, bureau of child development.	
	May E. Peabody	Supervisor, child development (now associate education supervisor, child development).	
	North Carolina	J. Henry Highsmith	Director, division of instructional service.
		H. Arnold Perry <sup>1</sup>	Division of instructional service.
Hattie S. Parrott		Associate, division of instructional service.	
North Dakota	Julia Wetherington	Do.	
	Ella Schroeder	Director of State examinations.	
Ohio	F. H. McNutt <sup>2</sup>	Director, division of instruction.	
	W. L. Collins <sup>1</sup>	Do.	

See footnotes at end of table.



Table 1.—Staff Members in State departments of education with responsibility for the elementary level, 1939—Continued

State	Person	Title
Oklahoma	E. A. Duke	Director, division of rural school inspection (now Negro education and rural school supervisor).
Oregon	A. E. Riling	Rural school supervisor.
	V. D. Bain	Director of curriculum and elementary education.
Pennsylvania	Paul L. Cressman	Director, bureau of instruction.
	Mrs. Cecelia U. Stuart	Chief, early childhood and elementary education.
	Lois Clark	Adviser, early childhood and elementary education.
Rhode Island	George H. Baldwin	Chief, division of promotion and supervision (now assistant director of education).
South Carolina	Mattie E. Thomas	Director of division of elementary education.
	Davis Jeffries	Rural school supervisor.
	D. L. Lewis	Do.
South Dakota	Mrs. Hazel V. Peterson	Supervisor of elementary education.
	Cordelia Shevling	Assistant supervisor of elementary education.
	R. E. Thomas	State supervisor, division of elementary education.
Tennessee	Harry Carter	Supervisor, division of elementary school supervision.
	J. R. Blanton	Do.
	Edgar Ellen Wilson	Director of elementary education and second assistant superintendent (now director of elementary education).
	David Gourley	(24 deputy superintendents.) Assistant superintendent of schools and director of intermediate and junior high school education.
Utah	Jennie Campbell	Director of primary education (now director of elementary education).
	Mrs. Margaret Kelley	State helping teacher.
Vermont	Jennie C. Allingham	Do.
	George J. Oliver	Director of instruction.
Virginia	Ruth Henderson	Supervisor of elementary education.
	Elmer H. Kennedy	Supervisor of elementary and junior high schools (now elementary school supervisor).

See footnotes at end of table.

Table 1.—*Staff Members in State departments of education with responsibility for the elementary level, 1939—Continued*

State	Person	Title
West Virginia	H. K. Baer	Supervisor of elementary schools.
	H. C. Hamilton	Assistant supervisor of elementary schools.
Wisconsin	Maybell G. Bush	Elementary school supervisor.
	R. S. Ihlenfeldt	Do.
	Delia E. Kibbe	Do.
	George H. Landgraf	Do.
	Lois G. Nemec	Do.
	John F. Shaw	Do.
Wyoming	Mrs. Wana S. Clay <sup>1</sup>	Director of special education.
	Esther L. Anderson <sup>1</sup>	State superintendent of public instruction.

<sup>1</sup> Additions to staff or changes.<sup>2</sup> No longer in department or no longer charged with the responsibility.



### Some Characteristics of State Elementary Supervision

The commonly accepted definition of supervision has been, for some time, one that is synonymous with the improvement of instruction. Within the last few years the term "curriculum program" has come to mean essentially the same as "improvement of instruction" in States where teachers are rethinking the purposes of education under the guidance of the State department of education. State-wide study groups of teachers have helped to develop principles on which a curriculum can be based, and have then proceeded to apply these principles in developing materials of instruction adapted to the needs of their individual communities.

Such a program necessarily calls for emphasis on the democratic way of doing things. The very presence of this democratic procedure is perhaps the best measure available that can be used to evaluate present supervisory programs. There are certain likenesses among State supervisory programs and many marked differences, but the yardstick just suggested, the use of democratic methods of work, is the significant characteristic of professionally effective programs.

This practice stands in contrast to an earlier concept of supervision in which inspection for the purpose of standardizing, accrediting, or recognizing the school, or evaluating instruction was the chief objective, and emphasis was placed upon classroom routine and the development of certain skills in the three R's.

Gradually a program of in-service teacher education developed in which improvement of the teacher herself as well as her teaching was brought about by means of extension courses, institutes, circulating libraries, demonstrations, and similar means of supplementing meager opportunities for preparation. Partly as a result of raised standards for certification—in 1939 five States and the District of Columbia required 4 years training for elementary school teaching—improvement of instruction has been broadened to apply to all types of learning experiences both in the classroom and the community which can be used to develop a well-rounded citizen. This emphasis on the ability of the child to *do* as well as to *know* is an outstanding characteristic of State supervisory programs in elementary education.

### Legal Authorization for Elementary Supervision

At the elementary school level a variety of practices exist among States in the nature of the legal enactment under which supervision is created as a function of the State department of education. In all States supervision of public elementary schools is based upon direct or implied powers granted by law to the State superintendent of public instruction, or to the State board of education, or to both



jointly. A number of States go no farther than this general provision, but five-sixths of them by law either permit or require the employment of assistants, or specifically create the position of elementary supervisor. The existence of law, however, does not insure that the service of such assistants or supervisors will be available since States operate within the limits of appropriations. For example, North Dakota law reads, "The State superintendent of public instruction shall appoint a director of rural education . . .," but no director has been appointed in recent years.<sup>1</sup> Nebraska, on the contrary, which has only a general law providing that the State superintendent "shall in other ways seek to improve the efficiency of teachers and advance the cause of education in the State" has had a director of rural and elementary education for many years.<sup>2</sup> Even the same or similar wording of the law does not insure an identical type of service. This situation is to be expected because of the wide differences in the organization of State departments of education and the varying needs of the individual States.

For purposes of this discussion States have been classified into three groups on the basis of the authority given the State superintendent of schools, or the State board of education, or both jointly, (1) to supervise the schools of the State; (2) to employ assistants; or (3) to appoint an elementary supervisor or the equivalent when the position has been established by law.

### General Authority Alone

Eight States, Colorado, Idaho, Illinois, Nebraska, New Mexico, Oregon, North Carolina, and South Carolina rely on a general statutory provision which authorizes the State superintendent to supervise, inspect, hold meetings, visit, or direct the public schools of the State.

In July 1939, following the visit of representatives of the U. S. Office of Education to the State department of education, Colorado appointed an elementary supervisor. In North Carolina there is a division of instructional service which includes three associates responsible for the elementary school level. Idaho has an elementary supervisor; Nebraska has a director of rural and elementary education; New Mexico had a demonstration teacher at the time of the visit but has since changed the title to supervisor of in-service teacher training. Illinois has eight regional supervisors for both elementary and secondary schools assigned to three areas. These people work closely with a coordinator of supervision. Oregon has a director of curriculum and elementary education. In South Carolina there is a director of a division of elementary education and two rural school supervisors.

<sup>1</sup> General School Laws of North Dakota, 1935. Art. 3, p. 25.

<sup>2</sup> Nebraska School Laws, 1937. Art. 16, p. 8130.



In most of these States, as in Oregon, the law is to the same effect: "It shall be the duty of the Superintendent of Public Instruction to exercise a general superintendence of the county and district school officers and the public schools of this State. He shall visit annually every county in the State, develop institute work, visit the principal schools of the State for inspection and supervision."<sup>3</sup>

### Authority Given to Employ Assistants

There are 30 States which by law give the State superintendent, or that official and the State board jointly, authority in addition to the general statutory provision which calls for supervision of the schools. The wording of the law ranges from the permissive "may" to the authoritative "shall," and from a rather broad to a fairly definite statement of responsibility. Persons designated as "professional employees, assistants, deputies, field agents, inspectors, helping teachers, directors, or experts" are to be "employed, provided, selected, appointed, or recommended." In several of these States such as Alabama, California, Florida, Kentucky, Louisiana, Massachusetts, and New York, divisions or bureaus for supervision are "organized, established, or recognized" and within these units provision is made for personnel. Appointments are made by the State superintendent on his own responsibility or are approved by the State board, except in Pennsylvania where the approval of the governor is necessary. In a number of States professional employees are appointed from civil-service lists.<sup>4</sup>

For purposes of discussion this large group of States has been divided into four classifications. The first and second consist of those States which "permit" the employment of professional assistants and either limit the number and type of position or give the superintendent power to fix the number and give title to the supervisor. The third and fourth consist of those States which "require" supervision. Here again the authorization may give limited or unlimited authority to the State superintendent. Quotations from the laws of States in each of these four classifications will help to clarify practice and to indicate variations in authorization.

#### Classification 1. Permissive within limits

**Kansas.**—The State Superintendent of Public Instruction may appoint assistants not exceeding 4 in number who shall serve as supervisors of the public schools of the State, including rural, graded, and high schools. These assistants to perform such other duties as are required by the State Superintendent.<sup>5</sup>

<sup>3</sup> Oregon School Laws, 1937, sec. 35-104.

<sup>4</sup> U. S. Office of Education, Federal Security Agency. The organization of State departments of education. By Henry F. Alves. Washington, U. S. Government Printing Office. (Bulletin 1940, No. 6, Monograph No. 2).

<sup>5</sup> Kansas School Laws, 1937, sec. 783 (from Laws, 1919.)



**Classification 2. Permissive without limitation.**

*Missouri.*—The State Superintendent . . . He shall have power, in person or by deputy, to visit and inspect schools, and make suggestions in regard to the subject matter and methods of instruction offered, the control and government of the school and the care and keeping of all school property.<sup>6</sup>

**Classification 3. Required within limits.**

*Iowa.*—The Superintendent of Public Instruction shall also appoint a chief clerk and such regular inspectors of the public schools of the State including rural, graded, and high schools as he may deem necessary, not exceeding three.<sup>7</sup>

**Classification 4. Required without limitation.**

*Louisiana.*—The following divisions of the State Department of Education are recognized and the State Board of Education is authorized and directed to provide the necessary employees in them, the salaries and expenses of whom shall be paid out of appropriations made by the Legislature, and such other sources as may be available.

- A. Division of Educational Supervision.
- B.
- C.

The State Superintendent of Public Education shall select the employees in the various divisions herein established.<sup>8</sup>

In the first group, Kansas specifies not more than four assistants for rural, elementary, and high-school levels and keeps within this limitation by having two rural and two high-school supervisors. In Maine, where not more than four helping teachers are permitted by law, there are three field agents working under an agent for rural education whose position is not authorized by law. In the same State some supervisory services at the elementary level are delegated to the agent for unorganized territory. Montana has the one rural school supervisor specified by law.

The largest number of States, 17, is included in the second classification which permits the employment of assistants, but which is vague concerning the number of persons and the type of position.

Alabama, Connecticut, Michigan, Pennsylvania, and Virginia have divisions of instruction. Within such divisions Alabama has an elementary supervisor and an assistant in curriculum; Connecticut has general supervisors for elementary and high-school levels, but now differentiates responsibility by assigning 8 assistants, 1 to each of 8 supervision areas, with efforts centered at the elementary level; Michigan makes the division as a whole responsible for supervision at all levels of instruction; Pennsylvania has a chief and an adviser in early childhood and elementary education; and Virginia has a specific person within the division of instruction designated as elementary supervisor. In this State 163 county supervisors, white and Negro, who

<sup>6</sup> Missouri School Laws, 1933, sec. 9446, p. 121.

<sup>7</sup> Iowa School Laws, 1935, sec. 3935.

<sup>8</sup> Louisiana State Laws, 1936, art. No. 100 of 1922, sec. 2, p. 169.



are partially paid by the State are in a sense members of the State department of education, since they work closely with the State elementary supervisor.

New York has a division of elementary education. Authority for supervision has been delegated through an associate superintendent to an assistant superintendent for instructional supervision under whom there is the chief of a division of elementary education. This division consists of three bureaus: Curriculum development and instructional supervision with one member each, and child development with two members.

Other States in this group have elementary supervision as follows: Arizona with a director of curriculum who is in reality an elementary supervisor; California with a chief and an assistant in the division of elementary education; Utah with an assistant superintendent as director of intermediate grades and junior high school, who serves the elementary field together with a director of primary education; and Washington with a supervisor of elementary and junior high schools. West Virginia has a supervisor of elementary schools and an assistant.

Missouri and Wisconsin have regional supervisors. In the former State there are 5 rural supervisors who work under a director on a regional plan. The latter has 6 rural and graded school supervisors assigned partly on an area, and partly on a functional basis. In addition, 116 supervising teachers who are county supervisors, are by law part of the State supervisory staff.

Delaware has an assistant superintendent in charge of elementary schools. In addition there are five rural supervisors and four visiting teachers on the State department staff.

Ohio, Rhode Island, and Wyoming have no persons specifically assigned to responsibility for elementary school supervision other than the State superintendent or a director of a general division of the State department.

Iowa alone is represented in the third classification with four regional supervisors and a rural supervisor.

The fourth and last classification within the second group is represented by nine States which require the employment of assistants to carry on supervision, but do not indicate the number or the exact title of the individual who is to do the work. Of these States, Arkansas has one full-time and one part-time elementary supervisor. Florida and Kentucky each have a division of instruction within which there is general responsibility for supervision of elementary schools. In Georgia there are six general supervisors of elementary and secondary schools who work on a regional basis. Louisiana has a division of educational supervision with an elementary supervisor and two assistants. Massachusetts has an elementary supervisor in the division of



elementary and secondary education and teachers colleges. New Hampshire gives its supervisor the title of elementary school agent. South Dakota has an elementary school supervisor and an assistant. In Vermont there are two helping teachers.

This large group of States, 30 in all, either permit or require the employment of supervisory agents, and in either giving permission or imposing a requirement, may limit the number of personnel specifically or may leave it to the State superintendent to judge the needs of the State.

### Elementary Supervision Established by Law

In this last group are those States which have specific provisions in the law for supervision, either to apply to a supervisor responsible for both elementary and secondary levels, or to the elementary alone. Included here are 10 States. Indiana meets the requirement of the law by having an elementary and high-school inspector with an assistant. Although Maryland law specifies a supervisor of rural schools, that State has an assistant superintendent of schools in charge of elementary education. In addition, in the 23 counties there are 47 supervisors whose salaries are paid partly by the State. The position of county supervisor is established under State law. According to law, North Dakota, as previously indicated, should have a director of rural education. No member of the present State department staff is charged with elementary school supervision proper, although there is a director of State examinations. Oklahoma recently provided by act of the legislature for 3 rural school supervisors but has only one. Minnesota law specifically calls for a graded school inspector and such assistants as may be necessary. At the time the study was made there were a director and an associate director of ungraded and rural elementary schools, a part-time director of graded elementary schools, and 4 rural supervisors. New Jersey has an assistant commissioner in charge of elementary education, a position created by law. There are 21 county superintendents and 54 helping teachers provided for by law and paid from State funds who are considered members of the State department staff.

Texas is allowed not more than 24 deputy superintendents, and has this number. These men and women, as staff members of the division of supervision, supervise both elementary and secondary schools on an area basis. In 1938 the second assistant superintendent was appointed on the recommendation of the State superintendent to serve as director of elementary education. Nevada has 6 deputy superintendents on the basis of 1 for each supervisory district, assigned to both administrative and supervisory duties.

Mississippi and Tennessee complete the list, each with an elementary supervisor. In the latter State 40 of the 95 counties have 1 or more



supervisors whose appointment is authorized by law. The State makes a contribution to the salary of these supervisors.

As illustrations of the laws necessary to create the position of elementary supervisor are the following:

The Commissioner with the advice and consent of the State Board shall appoint 5 assistant commissioners of education, each at an annual salary of seven thousand dollars. . . . b. One to act as supervisor of elementary education, and define his duties.<sup>9</sup>

The department of education shall be organized under the following divisions: Elementary school supervision, the head of which shall be the supervisor of elementary schools. (Art. III, sec. 15 [2].)<sup>10</sup>

The commissioner of education is authorized to employ not more than 2 supervisors of elementary schools. Said supervisors are to be connected with the division of elementary schools and shall work under the general direction of said commissioner. (Art. VII, sec. 178, code sec. 2331.)<sup>10</sup>

The wording of the law and the nature of the supervisory position show considerable variation in these 10 States.

### Authorization for Supervision in Relation to Service Rendered

In general, in the organization of State departments of education for supervision at the elementary level there is no evident pattern characteristic of each of the three main groups distinguished here. There is no radical difference in the type of supervisory position existing, or in the type of service rendered in those States which appoint a supervisor under a general authorization given the State superintendent to supervise the schools of the State, and in those which by law establish the position of elementary supervisor. The quality of service rendered seems to depend upon factors entirely removed from the nature of the authorization itself.

It is an open question whether it is desirable for State laws to exist in the form of such general rules and regulations that the placement of a person responsible for elementary education on the State department staff is left to the State superintendent himself, or whether the law should establish the position of elementary supervisor. Unless the State superintendent has a genuine interest in schools at the elementary level, he may feel that funds should be used for other purposes. On the contrary, when the law specifically states that there must be two supervisors, limitations may be set up which hinder a superintendent from making best use of his staff and which may make it more difficult to reorganize his department on a functional basis as State superintendents in certain States have attempted to do by setting up a division of instruction. Illustrations presented show that laws are subject to a wide variety of interpretations.

<sup>9</sup> New Jersey School Laws, 1936, Rev. Stat. 18-2-2, p. 2.

<sup>10</sup> Public School Laws of Tennessee, 1936.



## Organization of Personnel for Elementary Supervision

As a previous section indicated, there is no one pattern of supervision, nor are there readily distinguishable characteristics which make it possible to classify State departments of education from the standpoint of authorization in law for an elementary supervisor. Evidence has been presented to show that in actual practice, with the same kind of authorization, the title of the positions and the number of supervisors would not be identical in any two States.

Practices differ with respect to the range of grades assigned to a supervisor, the qualifications for the supervisory position, and the extent to which regional, county, and local supervisors are in theory or in reality recognized agents of the State department.

### Range of Grades Supervised

Reports from the 48 States show that except for certain Southern States which maintain an 11-grade school, the majority consider the elementary level to consist of grades 1 to 8. In 3 States the title of the supervisor, the organization of the department, or the statement of the supervisor indicated responsibility for levels below grade 1. Pennsylvania, for example, in its report labels the division "Early Childhood and Elementary Education" within a bureau of instruction. New York has organized the division of elementary education to include a bureau of child development. In that State there are 4 public nursery schools. The report from California indicates that the kindergarten is considered as a part of the responsibility of the division of elementary education.

Since the greater part of the time of the State elementary supervisor is devoted to towns, villages, and rural communities, it is to be expected that the grade range covered is 1 to 8, since 52 percent of elementary school children live in communities under 2,500 population where the 8-grade elementary school is the commonly accepted type. A number of States indicated the 1 to 6 grouping for cities and for school systems having a junior high-school organization.

### State Supervisor and Assistant Supervisor

By law and by informal working agreement a State supervisory organization may become a complex series of relationships within any State. First there is the supervisor himself. The law is seldom specific concerning his qualifications, responsibilities, and relationships; these he must work out for himself. The North Dakota law specifies that the director of rural education shall have the same educational qualifications as the State superintendent and shall have been a county superintendent of schools. Tennessee law states that a supervisor of elementary schools "shall be a person of skill and



ability in administrative work, and shall have had more than 2 years of successful experience in rural school work." "

In a recent announcement in California of an examination for the position of assistant chief, division of elementary education, qualifications were listed as follows: The examination, which is competitive, is open to both men and women. The position pays a beginning salary of \$260 a month. The minimum qualifications for the position include a master's degree; a general elementary teacher's credential as an elementary school executive or superintendent of schools, and at least 3 years of experience in elementary school administration; or some other combination of education and similar experience. This is the most detailed listing of qualifications available from any State.

The duties of the position include studying and preparing reports on administrative practices of the State and assisting in enforcing the provisions of the State school code and the rules of the department of education regarding the organization of elementary schools.

### **Regional Supervisors**

In addition to the State elementary supervisor and an assistant who perform virtually the same functions, there are a number of other types of supervisory positions which contribute to the direction of elementary education. A number of States have regional supervisors. They may supervise all school levels or the elementary area alone. They may be on the pay roll of the State department of education as in Connecticut, Georgia, Illinois, Iowa, Missouri, Nevada, Texas, and Wisconsin, or they may be members of the staff of State teachers colleges and paid by them as in Missouri, Oklahoma, and Tennessee. In Missouri and Oklahoma this arrangement results in two groups of State supervisory agents who work closely together. Although not indicated in the law, Connecticut requires its regional supervisors to have a master's degree or its equivalent. Other regional supervisors may be similarly qualified. In Illinois, for example, six of the regional supervisors hold the master's degree, and two hold the doctor's degree.

### **County Supervisors**

*Place of the county supervisor.*—The county supervisor holds an increasingly important position from the standpoint of influencing instruction. Especially is this true in New Jersey where as a helping teacher he is free from administrative responsibility, and is not subject to local influence in appointment, tenure, and salary. In this State he is appointed by the commissioner of education subject to the approval of the State board.

In Maryland, too, the supervising and helping teachers have considerable standing since the positions are established specifically by

<sup>11</sup> Public School Laws of Tennessee, 1936. Art. VII, 176, code sec. 2332.



law. The assistant superintendent in charge of elementary education recommends these county supervisors, and the county board appoints them with the approval of the State superintendent. Two-thirds of the salary is paid by the State.

In Virginia, county supervisors are partially paid from State funds.

The supervising teachers in Wisconsin are appointed by the county superintendent, and the county is reimbursed for their salaries and traveling expenses when a statement of these is presented to the State department of education at the close of the school year.

In 1939 New Jersey had 54 helping teachers, of whom 47 were generalists and 7 specialists in music, who worked in 21 counties. They were supervisory officers and had no responsibility for administration of schools, as they worked in village and rural situations.

Maryland had 47 county supervisors in white elementary schools in 1937-38 in the 23 counties. Counties with fewer than 80 teachers may claim State aid for 1 supervisor; those with 80 to 119 teachers, 2 supervisors; those with 120 to 185 teachers, 3 supervisors; and the two largest counties are entitled to 7 supervisors each. The 47 supervisors included general supervision only, with the exception that music supervisors were employed by 2 counties on a full-time basis and by 1 county on a part-time basis, and art supervisors were employed by 2 counties on a full-time basis and by 1 county on a part-time basis. Counties may employ as many additional supervisors as desired, if they bear the cost.

Virginia had 90 white and 73 Negro supervisors employed in its 100 counties in 1938-39.

In Wisconsin there are 1 or more supervisors of rural schools in each county. They are in a broad sense State officials and work directly with the State supervisors, chiefly in the 1- and 2-teacher schools. The county superintendent employs this supervising teacher, as he is called, on the basis of 1 for each 120 teachers. In the 72 counties there are 116 supervising teachers whose salaries and traveling expenses are paid entirely by the State. The plan as outlined provides therefore for State-wide supervision of elementary schools. It is carried on through 6 State supervisors, county supervising teachers, and local supervisors in cities and towns:

In a number of States the county must employ the supervisor if there is to be local supervision. States which reported some provision of this type included Alabama, California, Florida, Illinois, Indiana, Kentucky, Louisiana, Michigan, Mississippi, New Mexico, North Carolina, Ohio, Oklahoma, Oregon, South Carolina, Tennessee, Texas, Utah, and West Virginia.

In Illinois, Indiana, and West Virginia several districts within a county may join to hire special supervisors. Types of supervision made possible through such an arrangement include music, art,



physical education, band, orchestra, penmanship, speech correction, and reading.

**Qualifications of the county supervisor.**—The qualifications of county supervisors are established by law about as definitely as those of the State supervisor. Maryland, for example, lists specific requirements which insure that the supervising teacher will be professionally prepared:

A certificate in elementary school supervision, valid throughout the State for three years, renewable on evidence of successful experience and professional spirit, and required of assistant superintendents and supervising teachers, may be granted to persons who are graduates of a four years' standard normal school, or who have had the equivalent in scholastic preparation; who have completed in addition two full academic years' work at a standard college or university, not less than one-half of which has been in academic branches related to the elementary school and the remaining one-half in advanced elementary school methods and supervision, or who have had the equivalent in scholastic preparation, and who have had four years of teaching experience in elementary schools. Such a certificate may also be granted to persons who are graduates of a four years' course of a standard college or university, who have completed one full year's work at a recognized college or university in education, including elementary school methods and supervision, and who have had four years' teaching experience in elementary schools. Provided, that a helping teacher's certificate in elementary school subjects may be granted to persons whose academic and professional training is not more than one year short of that required for a certificate in elementary school supervision.<sup>11</sup>

In Wisconsin the supervising teacher must hold a State license and must have taught 3 years. In New Jersey the law requires that to be eligible for the position of helping teacher a person must hold a State license and a State certificate in supervision, and must have the written approval of the State superintendent. Requirements in most of the other States which employ county supervisors are not specified in the law, and did not appear in printed form among the materials submitted.

The present supervisory program in Wisconsin carefully integrates the activities of all elementary supervisors. Small towns and villages are helped to plan so that they can pool their funds for the purpose of employing a supervisor or supervisors who can prorate their time among the districts in the selected centers. The State supervisor helps to outline the plan of work and the time distribution, and supervises the initial stages of the work.

**Duties of the county supervisor.**—The duties of the supervising teacher as indicated in the Wisconsin law show a wide range of responsibilities, for she is required to supervise and assist teachers, especially the less experienced; assist in organizing schools; classify schools according to work done, and grade pupils; stimulate interest in agriculture; advise

<sup>11</sup> Maryland Public School Laws, 1927. Ch. 8, No. 85, (2).



with school boards; report on schools visited; visit homes; and stimulate interest in education.

The duties of the county supervisor are not set up by law in Maryland. Supervision in that State is decentralized so that the county is essentially the operating unit. All counties are free to follow their beliefs and opinions about the organization of materials and the instructional program, with assistance available from the State supervisor of elementary education. The State department does not leave the county staffs uninformed about current movements in education. Rather it supplies the stimulus for local supervisors to study and to adapt current procedures to new and proven ideas. Samplings from an annual report such as each county supervisor submits to the State department will help to show the actual duties of a county supervisor. The following report was one which the State elementary supervisor duplicated for general distribution.

### A Brief Survey of a Year's Work

Since I have stated that the teaching-learning situation involves three dominant factors—subject matter, pupil, and method—I shall summarize the year's supervisory activities under these three questions: What subjects were the core of the year's supervisory program? What changes in pupil behavior are evident as a result of the activities? What methods were used in carrying out the program? In my annual report last year I stated that the subjects for major supervisory emphasis this year would be English, reading, and the special studies. The two that received most attention were reading and English.

I had felt for some time that one of the basic causes for low reading scores in standard tests in my schools was limited experiences to use as a background for reading interpretation. Pupils were not reading enough library books, and wide reading is probably the best means for helping to supply this lack of personal experience. A survey of available library materials had been made in the county two years ago, at which time it was found that there was a public library of adult books in only one town outside of Cumberland. At the same time it was found that few homes contained libraries of 10 or more books. Data gathered by the teachers of seven of my eight graded schools were as follows:

#### *Number having libraries of 10 or more books*

Grade 1.....	10	Grade 3.....	31	Grade 5.....	66
Grade 2.....	20	Grade 4.....	59	Grade 6.....	84

It was evident that the schools must furnish more material for recreational reading.

We included in our survey the number of pupils in grades 1 to 6 reading 10 or more library books. The findings revealed that only a few pupils in the upper quartile of the classes approached this minimum number. Too many pupils in the lower three-fourths were uninterested. Accordingly, this past fall I launched an intensive and extensive program of library or recreational reading, to widen the interests of pupils and to open up new channels of thought. The English activities were planned so that the reading would furnish much content for the English program.



Schools were urged to purchase library books at some time during the year; each class in the supervisory unit organized a library club; I observed a club meeting in each classroom and held a faculty meeting in each school afterward to evaluate the work. With a fund allowed me I secured enough books to make 10 libraries of 15 books each to circulate among my 15 one-teacher schools. Never have I seen more interest taken in reading for pleasure. It was a dire calamity if the meeting of a library club had to be postponed. I was in one of the rural schools when a library arrived. A treasure chest could not have been opened with more interest and enthusiasm.

This recreatory reading program went hand in hand with the English and literature work for the year. The reading furnished enriched experiences for the English activities, for much of the English work of the year grew out of the reading program. Opportunities in the library clubs for correct English usage were many. Emphasis was placed upon the study of poetry and poets, resulting in the organization of a great part of the literature program around poets and types of poems, instead of the usual isolated "poem study." Much practice was given in reading poems, in giving parts of poems, and guessing the author and title.

The values of the entire English program may be stated thus: (1) A widespread interest in reading books was created. (2) Children began to form the habit of reading factual material for pleasure. It was interesting to see children reading science, history, and geography material and getting a real thrill out of it. (3) Teachers realized anew that when pupils have something worth while to tell, they will be vitally interested in telling or dramatizing or writing it. (4) An appreciation of an organized program in literature resulted from the work. (5) The teachers claim that ability in reading has increased this year far beyond that of others.

What effect has the supervisory program had upon pupils this year? Without a doubt, the English program has brought into the room increased freedom of action and a sureness of direction that are the direct results of enriched experiences and increased knowledge. Pupils are acquiring to a greater extent each year a decided poise and stage presence when taking part in a program, or talking to a group in any situation. This grows, I think, from participating very frequently in numerous kinds of situations—telling stories, dramatizing them, giving extracts from books or poems, reading parts from library materials, writing movies and puppet shows. Improvement in ability to enunciate clearly, to pronounce accurately, and to speak slowly is noticeable. Pupils are assuming full responsibility for classroom activities to a greater extent than they have ever done before. Growth in these attitudes and abilities is hard to determine, and can be noted only by the person who is living with the situation or by one who has understood it for years.

These phases of pupil growth were particularly noticeable this year at the three rural commencements I attended. At one of these commencements seven one-teacher schools assembled for closing exercises, each school working out one part of a general theme to make the program a unit. Practically every child in each school participated in the program. There was one rehearsal, and all the schools were not able to come to it. On the night of commencement, teachers sat in the audience and pupils took care of themselves with an assurance that I thought quite commendable in rural children. They showed very little of the stage fright, embarrassment, and awkwardness so common to pupils who seldom if ever have gone more than 10 or 12 miles from home. Each year I see the children gaining more poise and freedom of action and confidence in their ability. In the Ellerslie commencement, a three-teacher school, the intermediate grades summarized their literature studies for the year through an original playlet. I



can frankly say that I have seldom heard poetry recited as well and as naturally and with as much intelligent interpretation as these pupils used. I believe that these are real indications of progressive education and feel that the teachers who have these goals in mind and who take such definite steps toward their fulfillment each year are to be commended for promoting a splendid program in pupil growth.

What may be said of the method used in attempting to carry out the supervisory program this year? The usual number of building, sectional, and complete group meetings were held, where programs were conducted to further the plans discussed in the earlier part of this report. The usual number of informal tests were given during the school year, so that teachers and supervisor could work together in evaluating and teaching and in revising methods in order to obtain effective results. An additional supervisory device was started this year—a teacher's exchange, a paper consisting of accounts of activities going on in the classroom. Contributions to the paper were sent in voluntarily by the teacher or on request of the supervisor, collected by the supervisor during her visits. I think the pupils in many cases were as interested in the paper as the teachers.

These were the prominent features of the supervisory methods used: (1) An effort was put forth at each meeting to secure 100 percent participating. The teachers are beginning to show pride in this achievement. (2) The Exchange has been an incentive to initiating new ideas, as well as to reviving old ones and using them to better advantage. It also keeps teachers alert to high levels of pupil attainment, for efforts are made to put into the paper only those articles that are on a high-grade level, or those that tend to stimulate the thinking of teachers. (3) An effort has been made to discuss at group meetings the psychology basic to the elementary school subjects. The point has been made that when a teacher knows subject matter, understands pupils and how they learn, and uses the method that enables the pupil to reach the point of mastery, that teacher has worked out her own philosophy of teaching. All other teachers need devices and demonstrations to "put over" a teaching job that is in any way creditable. (4) Effort has been made to help teachers interpret test scores in a more intelligent way. The position has been taken that whenever there is a wide spread in the distribution of scores, it is an indication of poor teaching, other things being equal. There will be a small group of children at the bottom of the record. If the teacher has analyzed carefully individual problems, the other scores will be grouped together with a spread that is not too wide. To push this point further, test results have been sent out frequently this year, giving the percentage of pupils falling in the low, middle, and high groups, rather than using the usual method of reporting individual scores.<sup>12</sup>

The State elementary supervisor in Maryland meets county supervisors as a group as well as in regional groups, and on request holds county-wide meetings of teachers, superintendents and supervisors, and teacher committees. In such ways the program is maintained on the county unit basis, but at the same time bears a relationship to the State supervisory program.

A State elementary supervisor has a job which must be carried out in a variety of ways and through many different channels. In a small State where there are county superintendents selected with reference to professional qualifications, and where county supervisors are the rule rather than the exception, supervision becomes decentralized. On the contrary, in a large Western State where distances are great,

<sup>12</sup> Eckhardt, Myrtle. Annual Supervisory Report, Maryland. 1935-36.



and the State elementary supervisor has available as local supervisory assistants the county superintendents elected every 2 years without special regard to professional qualifications, supervisory effort necessarily becomes more centralized.

### County Superintendents

In a large number of States the county superintendent is the person through whom the State elementary supervisor works to influence instruction. When the county superintendent is elected by popular vote, the position is essentially political and there are usually no professional qualifications other than a certificate, and that not necessarily first grade. In that case the office may be filled by a person who has a very meager background of experience with schools. This statement does not mean, however, that there may not be county superintendents who are well qualified. In Illinois, where the county superintendent is elected, a regional supervisor reported that one-third of the county superintendents held a master's degree, and that one-third held the bachelor's degree. Other types of plans are in use such as that in Iowa where the county superintendent is elected for a 3-year term by the presidents of the local school boards of the county. He must hold a certificate, have had 5 years of experience, be a college graduate, and have 9 hours of graduate work to his credit.

In New Jersey where the county superintendent, in contrast to the practice in many States, is appointed by the commissioner of education with the consent of the State board, the appointee must be a "suitable person" and is not to be appointed unless he holds the highest teacher's certificate issued in the State and has been a resident of the State for at least 3 years immediately preceding the appointment. The salary of \$5,000 a year paid to the county superintendent and the prescription of the duties of this official make it clear that he must be a well qualified person. The law provides that, "During visits to schools he shall render such supervisory service as he may deem desirable with respect to problems of school administration and supervision, school and classroom organization and management, methods and materials of instruction, curricula, programs of guidance including individual child study and adjustments to individual needs, in-service training of teachers, appraisal of educational results, the appropriateness and adequacy of school sites, buildings, and equipment."<sup>14</sup>

As reported in a later chapter a number of county superintendents in Missouri have cooperated with regional rural supervisors and staff members of State teachers colleges. These three persons visit the schools of a county for a week each month. On each Saturday im-

<sup>14</sup> New Jersey School Laws, 1926, sec. 18, 119.

mediately following, the visits form the basis of discussion for the whole group of teachers who may register for credit from the State teachers college.

The county superintendent is an important factor in any supervisory program. Because a State elementary supervisor has many administrative, as well as supervisory, duties he depends upon the local official who has varying degrees of authority and responsibility delegated to him under the law.

An examination of conditions as they exist in each of the 48 States clearly shows that given all the facts in the situation, each State supervisor must work out with regional, county, and local supervisors the most serviceable program possible.



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## Chapter II

# Supervisory Objectives and Activities

### Objectives

#### Nature of Objectives

It is easier to describe activities than to generalize from those activities for the purpose of stating objectives. A number of States have formulated goals, organized as curriculum guides, for the entire educational program. One State (New York) has put into written form its goals for elementary education. But for the most part, specific objectives were not numerous in the reports made in connection with this study and if found were not always substantiated in the activities reported.

The objectives as stated were chiefly on the yearly basis, although intimations were given that the supervisor was continuing to emphasize certain elements in a program previously begun, or that programs now under way will continue indefinitely until the objectives are reached. Approximately 40 definable objectives were listed, of which the number of mentions for any 1 did not exceed 6.

#### Classes of Objectives

These objectives seem to group themselves into three general categories: Those which have to do with educational philosophy; those which relate to the organization and administration of the elementary school program; and those which concern the improvement of instruction chiefly through curriculum.

#### Goals Emphasizing Philosophy

Only six reports mentioned objectives that could be classified as stressing philosophy of education. These included the desire to further define characteristics, needs, and potentialities for educational growth of various communities within a given State; development of a proper attitude on the part of educators toward the migratory problem; expanding the vision of the State educational system; challenging and broadening the teacher's point of view; changing classroom instruction from a traditional to an experience basis; and organizing a school program around a study of the child. The majority of States listed no goals that could be classified as specific statements of philosophy.

#### Administrative Goals

In comparison with objectives which directly affect the quality of classroom instruction, goals which aim at improved administrative and organizational practices seem to have equal importance in the



composite picture presented of the specific objectives for elementary education in the 48 States.

Perhaps the most significant item in this grouping of administrative goals is the one mentioned by five States. Florida, Pennsylvania, Ohio, Louisiana, and Illinois stressed the plans under way for cooperative effort and coordination of the elementary supervisor's programs with those of other supervisors and departments within the State department of public instruction.

Six States, Maine, North Carolina, Oklahoma, South Carolina, Texas, and Tennessee, were concerned with some phase of the improvement of the school plant, or with the whole school environment. Mentioned especially were physical conditions that promote better teaching, and equipment helpful in the activity type of teaching.

Significant among the list because of frequency of mention were statements from Minnesota, West Virginia, Missouri, Michigan, and Georgia which indicate a definite effort to improve services to school boards in order to guide school officials toward studies of children; to acquaint school boards with the business of building a good school system; to help in interpreting school laws; to improve organization and instruction in county and local schools; and to develop the idea of the school as a community center.

Three States have worked toward bringing professional literature to teachers, chiefly by means of a circulating county library, as in Mississippi, Missouri, and Utah. Two States, Missouri and Mississippi, have been interested in circulating county libraries for children, and the Kentucky report spoke especially of securing a trained librarian within each county to serve both elementary and high school.

Several States mentioned in a general way the need for interpreting the school program to the public in order to coordinate the point of view of educators and laymen. But no specific plans were presented to show practices. Closely allied to this problem was that of cooperating with various educational and professional groups and emphasis on patrons' organizations that could best serve the interests of the schools.

A number of the objectives presented, although varied in approach and interpretation from State to State, centered about the administrative problems involved in developing good teachers. Preservice training, growth in service for all teachers whether in classroom, supervisory, or administrative positions, and improved quality in the young persons entering the teaching field received mention.

Receiving only several listings each were standardization of schools; consolidation of schools and the related problem of transportation; extension of supervision to counties in such special fields as music, and to local schools unable to afford supervision, through cooperating groups in nearby towns and cities; location of centers for demonstra-



tion work, especially those with programs based on the needs and interests of the child; development of better means for evaluating elementary schools; encouragement of an active county curriculum commission; and stimulation of an active teacher's organization in each county. Certain of these objectives seem to overlap on the goals that relate to philosophy and to classroom instruction, but are considered here entirely from the administrative and organizational point of view.

### *Instructional Goals*

Goals so classified have to do chiefly with a curriculum improvement program. Frequently mentioned were the factors involved in organization of instruction; provision of materials for remedial reading; recognition of the problem of reading readiness at all school levels; and identification of needs in specific curriculum areas such as social studies, speech, and problems of bilingual children.

A wide variety of curriculum objectives included modifying curriculum procedure from year to year, using the curriculum program as a supervisory procedure, and setting up groups for the study of the curriculum under a local supervisor.

Another group of objectives can be organized for discussion purposes around the child himself. Emphasis was placed upon observing child behavior under various circumstances and securing practice in interpreting it under the guidance of supervisor or principal, and attempting to individualize instruction.

Goals which related specifically to supervision of instruction included the planning of institute programs in the light of teacher needs; improving instruction through encouraging teachers to think, plan, and evaluate; visiting classrooms to determine needs; attendance and participation in teacher's meetings conducted by supervisors, and help in evaluating such meetings; recording results of discussions; preparation and distribution of materials of instruction; and planning and carrying out testing programs. A more specialized type of goal in the field of supervision of instruction was set up in States where the staff member of the State department works with county or regional supervisors. Here objectives were represented in the practice of reading annual reports of supervisors for the purpose of critical discussion with them, and planning and conducting conferences for supervisors in various sections of the State.

Some of the objectives listed are so specific that they might qualify as activities. Nevertheless, the consistency with which these specific statements were made indicates that the tendency among supervisors in State departments of education is to think in terms of specific jobs to be done rather than in generalities.



## Activities of Elementary Supervisors

### Nature and Variety of Activities

The elementary school supervisor in the State department of education in almost any one of the 48 States has a varied existence because of the many demands that are made upon his time. The question of supervisory activities may be approached from several different points of view. But in this discussion activities have been classified primarily on the basis of frequency of occurrence, and secondarily from the standpoint of those which represent innovations. In order to get a bird's-eye view which may constitute a background for describing supervisory activities it may be helpful to review several supervisory programs to show the range of services which any given State department carries on through its elementary supervisor or supervisors.

*Types of activities in Missouri.*—For example, in the course of a recent school year the rural division of the Missouri State Education Department, consisting of 1 director and 5 regional supervisors, reported the following activities: Supervisors held 690 meetings; visited 2,630 schools; contacted all county superintendents on an average of 15 times; reached all rural teachers of the State on an average of 4 times; observed work of 4,569 elementary teachers, 1,325 high-school teachers, and 337 teacher-training students; held school board conferences in each of the counties of the State on two occasions, contacting 45,144 school board members and clerks; and reached 6,903 patrons and 47,746 individual pupils. Such a program indicates the number and variety of activities of this group of supervisors and shows as well the fact that travel draws heavily upon the available time of the supervisory agent.

*Program in Virginia.*—The Virginia program includes a close co-operative working relationship with elementary school principals, and with 163 county elementary supervisors. A typical year's program included a State-wide conference with elementary principals; a State-wide work-study conference with county elementary supervisors; visits to schools; conferences with individual supervisors; attendance at district meetings arranged by local supervisors; monthly reports from each supervisor to the State elementary supervisor; direction of research studies such as a follow-up of drop-outs for a given school year; and a general survey of the progress of the program for the improvement of instruction. The 1937-38 report of progress, which was



the latest available at the time of the visit, showed that 4,766 teachers contributed data to the report. This number represented teachers in 80 percent of the school divisions of the State. Of those reporting, summaries showed that 6 percent were doing creative teaching; 78 percent were developing units of work; 53 percent were adding varied activities to the program; nearly 2 percent were not interested in using the new course of study; nearly 2 percent were afraid to modify the instructional program; and 5 percent were using textbooks only. In the groups which gave negative reactions, there were some new teachers, but the average length of service of teachers reporting was 14 years.

Progress is indicated by comparing percentages of responses for a period of several years. For example, items representing child study show the following relationships for the years indicated:

**Table 2.—Child study activities of teachers in Virginia schools, based on reports from 80 percent of school divisions**

Item	Percent of teachers reporting		
	1935-36	1936-37	1937-38
1	2	3	4
Developing interest charts.....	60	36	41
Making case studies.....	61	39	50
Making grade adjustments.....	60	22	55
Developing individual cumulative records.....	41	45	36
Revising report cards.....	32	23	28
Visiting homes.....	76	54	74
Devoting group meetings to discussion of child study.....	42	35	45
Reading related to child study.....	70	34	63

Reported also are figures showing the art, music, literature, nature study and science, and industrial arts activities together with available physical equipment for some of these fields; evidences of better community relationships; indications of improved techniques of evaluation; and increase in library facilities.

Another section which gives comparative figures for a 2-year period has to do with pupil behavior. Because this is an important aspect of classroom instruction, the figures are presented here. Such a charting of reports from year to year shows not only gains and losses but indicates changes in emphasis and need for redirection of thinking.

Table 3.—Changes in pupil behavior brought about by use of improved methods recommended by Virginia course of study and reported by teachers for 80 percent of school divisions

Pupil behavior	Percent					
	Increased		Decreased		No change	
	1936-37	1937-38	1936-37	1937-38	1936-37	1937-38
1	2	3	4	5	6	7
How have the enthusiasm and interest of the pupil in school work been affected?.....	87	75	1	1	12	24
How has the effort expended by the pupil been affected?.....	77	68	2	2	21	30
How have pupil initiative and independence in study been affected?.....	77	68	2	1	21	31
How have interest in and understanding of contemporary problems been affected?.....	69	58	5	1	26	41
How has cooperative effort been affected?.....	80	66	2	1	17	33
How has pupil consideration for others been influenced?.....	78	62	4	2	18	36
How has pupil responsibility for school activities and property been affected?.....	77	63	3	1	20	36
How have the enjoyment of and participation in physical education activities been affected?.....	67	56	4	1	29	43
How has the attitude toward personal health habits been affected?.....	78	67	3	1	19	32
How have the attitudes and conduct toward safety of self and others been affected?.....	76	61	4	1	20	38
How has the participation in music activities been affected?.....	74	63	6	1	20	36
How have the participation in and enjoyment of art activities been affected?.....	77	62	4	1	19	37
How have the pupil's recognition of and concern for his progress been affected?.....	74	65	4	1	22	34
How has the pupil's mastery of skills been affected?.....	73	58	2	2	25	40
How has the pupil's attendance at school been affected?.....	55	50	3	3	42	47

*Nature of activities in Utah.*—In another instance, in the State of Utah, a primary supervisor who was undertaking the work of her department for the first time visualized her job as being both scientific and creative. On her initial visits during the first year of work she made careful evaluations of conditions and educational needs. She listed the latter as: Adequate course of study; teachers with sound educational philosophy; program for the improvement of reading; choice list of library books for all grades; rural bulletin giving helps on daily programs and standards; visitation with check-ups and conferences; carefully planned educative seat work in place of busy work; a coordinated program throughout the grades; improved methods in the respective subjects; more books for the basic reading program; more materials to work with; help in definite supervisory planning on the part of those charged with that responsibility; more careful selection and placement of teachers; cumulative records; understanding of the activity movement; smaller enrollments in the first grades; higher standards in reading before promotion from first grade; kindergarten training or establishment of junior first grade; classroom environment and organization more conducive to learning; right use of standardized and unstandardized tests; greater use of professional literature on the part of the teacher; and closer cooperation between teachers and homes.



These needs were then classified in terms of supervisory activities such as bulletins; institutes; group meetings; course of study making; testing; meeting of superintendents; meeting of supervisors; visitation; and demonstration. As a result, the programs of the succeeding years have included most of these activities with special emphasis upon the use of surveys of practice throughout the State calling for group contributions in such fields as reading and curriculum building in particular.

Bulletins sponsored by the State supervisors group have been issued through the State Department. These have contained helpful suggestions on many of the detailed needs which the supervisor observed. A course-of-study committee now at work is accomplishing a number of purposes which appeared as needs in the supervisor's original list. A large curriculum committee has been set up with both horizontal and vertical articulation planned for kindergarten through grade 14. In each of four chief areas of experience: Out-of-school activities, social studies, English, and science curriculum committees have been set up at elementary, secondary, and higher levels. The work is unified by means of a chairman for each area, and a general chairman to head the whole program. As a further desirable feature there is overlapping in membership among the curriculum committee, the course-of-study committee, and the State textbook commission.

### Activities Most Frequently Found in the 48 States

Although these descriptive statements have mentioned a variety of activities they do not include the whole range to be found by covering the entire 48 States. The sum total of activities, when analyzed, falls into a few large categories by means of which they will be presented in some detail. Such activities include curriculum programs; conferences of many types; working relationships with State teachers colleges and universities; demonstrations; research; visitation; accreditation; publications; personal services; special services; and miscellaneous contributions.

### Curriculum Study as a Technique for Improving Instruction

Considered from the standpoint of relative importance, curriculum programs were given the greatest frequency of mention by elementary supervisors who were visited by staff members of the U. S. Office of Education in the spring, summer, and early fall of 1939. Since curriculum represents a field of study in itself the discussion and the illustrations presented here are limited to those which have to do with the curriculum as a technique for the improvement of instruction. During the 10-year period, from 1930 to 1940, curriculum has come to mean not so much a program in course-of-study building based on subject matter to be learned and carried through



by a small committee group, as it is a matter of giving teachers guidance in building their own courses of study in relation to community needs.

There are at present two schools of thought, one which believes in starting with courses of study as they now are in the curriculum and setting up a program for continuous revision, a plan that involves evaluating the present program and modifying it by means of a series of steps which are taken at such intervals that teachers can follow without feeling undue pressure. The other school of thought, however, prefers to eliminate the existing curriculum and to start afresh with a program entirely different from a curriculum made up of separate subject-matter fields. The latter practice has been followed to a considerable extent, especially in Southern States which have had some financial support from the General Education Board and from the Southern Education Foundation. In States which have adopted this plan for developing a new type of educational program, plans for curriculum study have been directed chiefly by consultants from the George Peabody College for Teachers. Consultants from this institution have gone to the local groups and many local groups in return have spent summer session periods in the curriculum laboratory at Peabody with a part or all of their expenses paid by a State sponsoring group, such as the State education association.

Approximately 27 States have organized plans of work which they have definitely labeled as curriculum programs. Others have built or revised courses of study in certain subject fields. It is from these States chiefly, that illustrations will be drawn to show how the curriculum program is organized, how inclusive it is, and how it functions as a technique for improving instruction. An attempt will be made to show variations in practice which should be expected because of the diverse nature and needs of each of the 48 States.

*Course of study revision in New York.*—New York State is representative of those which have been engaged in course-of-study revision in the field of social studies. In 1936 a State committee for the social studies was appointed to bring about a closer relationship between practices in the social studies and the *Cardinal Objectives for Elementary Education*, set up in 1928 and revised several times. In 1937 a State-wide survey was made of the status of social studies instruction as a basis for developing a uniform social studies program which would be comprehensive and flexible, which would be developed through the help and resources of cooperating schools, and which would attempt to re-evaluate the subject matter of instruction, as well as methods and procedures of teaching in the social studies field.

The results of the survey brought about the development of four suggested plans of procedure under the guidance of the assistant commissioner for elementary education, the acting director of the



division of elementary education, and the rural school supervisor who about that time became chief of the bureau for curriculum development for elementary schools in the New York State Education Department. These plans were as follows: (1) Development of a social studies program which would include the materials of history, geography, and civics, to be taught in one period during the day rather than in isolated or consecutive periods. (2) Development of a social studies course within a suggested frame of reference prepared by the committee. In this plan the same material was to be used as in plan 1 but content was reorganized in terms of fundamental concepts of human relationships. (3) A program which called for local revision of separate courses of study in the social studies into a unified program by means of local experimentation. (4) A proposal to develop an entirely new program of social studies growing out of the daily experiences of teachers and children.

Each of these 4 plans was set up in the form of a mimeographed bulletin available to any school system in the State which desired it, and were first issued in 1937. Of the nearly 200 schools or school systems that had asked to be listed as cooperating schools, 76 reported on the progress of the social studies development program during the year 1937-38. In September 1938 revised editions of each bulletin appeared together with a report of progress prepared for the committee which contained a composite outline of suggestions made by schools for the initiation of a social studies program; illustrative materials in the form of records and reports kept by individual teachers; pupil comments; teacher's diary record; teacher's daily activity record; and a new type of pupil report card. In 1939 there appeared, *A Second Report of Progress of the Cooperative Social Studies Program in the Elementary Schools*, prepared for the committee by the director of the elementary education division and the chief of the bureau of curriculum development. Of the 338 cooperating centers at this time, 102 reported their choice of plans for revising the social studies course of study; listed accomplishments; difficulties encountered; next steps planned; help desired from the State committee; and suggested help needed by all schools of the State. Among the interesting reports received from cooperating groups was the following, representing plan (1):

This year for the first time we have combined geography, history, social living, patriotism, and citizenship into social studies. We have used Curriculum Bulletin No. 2 in the first three grades. Our elementary school staff met every other week for an hour, 3:30-4:30 p. m. We started by discussing the aims of social studies teaching, finally agreeing on several with their ranking importance as we saw them. Good sound social (in its larger sense) behaviour was ranked first. Knowledge of subject matter came about fourth. We studied Manual No. 1 and No. 2 first, then Manual No. 4. Reports were given by different teachers on different sections of the manuals, then discussion followed. The next step was to try to get some definite experi-



ence in the use of aims as guides for performance. Each teacher agreed to write down the aims for all teaching units in the social studies field that she developed. Then as the units were taught, she wrote down the outcomes, especially as they related to the aims. Anecdotes were kept of any indication that the aims were being realized. At the following faculty meetings the different teachers in turn read the titles of the units, the aims hoped for, the procedures used, including activities and trips, and the outcomes as they could evaluate them. In some cases the results seemed to be quite in line with the modern conception of a social studies program; in other cases the program was only slightly different from the traditional subject matter method.<sup>15</sup>

Various units of work were also submitted, a number to be mimeographed and made available to any schools in the State desirous of revising their social studies program. Another publication of the department in 1939, *Social Studies in the Elementary Schools*, summarized best thought and practices in the field of elementary school social studies and included the frame of reference previously mentioned. In summarizing the progress of the State-wide program for revision in the social studies field evident results were noted as follows:

1. The relationship between teachers, pupils, and parents was improved.
2. The program resulted in growth of teacher as well as the growth of pupil.
3. An improvement was noted in the interest and attitudes of pupils toward social groups and social activities.
4. Pupils read more widely and were in better command of subject matter.<sup>16</sup>

Mention is made of the fact that least progress was made in the measurement phase of the social studies program. This was the case in spite of the fact that one of the continuing points of emphasis, beginning in the original plan and following throughout the various revisions, stressed the value of new types of records made by teachers, kept by pupils, or kept by teachers and pupils together. In a few schools such measures were so developed as to represent innovating practices. Supplementing the program as outlined there appeared helpful bibliographies in social studies developed and distributed by the elementary division of the State department of education.

Mention should be made of revisions of elementary courses of study in mathematics and in science revised at about the time of the initiation of the new social studies program. In a sense, these programs had certain common elements, although the use of many cooperating groups distinguished the social studies. The procedures described show one way of taking existing materials and setting up a continuous program for revision, which at the same time serves as the most important means for improving the instructional program.

**Oklahoma's revised courses of study.**—Another instance of a curriculum revision program was found in the State of Oklahoma. There a curric-

<sup>15</sup> A second report of progress of the cooperative social studies program in elementary schools, 1938-39. Albany, The University of the State of New York, 1939, p. 25.

<sup>16</sup> *Ibid.*



ulum division has been responsible for formulating a curriculum revision program organized around certain subject fields or areas. The responsibility of this curriculum division has consisted in planning the general program; appointing committees to prepare and revise courses of study; meeting and counseling with the curriculum committees made up of teachers, supervisors, and administrators; editing and revising manuscripts for publication; formulating plans for continuous revision and evaluation of courses of study; and counseling with members of the staff of the State department in elementary and rural supervision concerning their relation to the program for the improvement of instruction through curriculum revision.

In 1935 there was formulated a cooperative State-wide program for curriculum revision of which the program in language arts for the elementary grades is the one to be described here. When a tentative course of study had been produced it was tried out in 20 counties of northeastern Oklahoma, which comprised the experimental district. In each county there was a try-out committee composed of the county superintendent and teachers. Their responsibility was to use the course of study in schools of different sizes; to criticize and evaluate the course of study in the light of written reports which took the form of logs or diaries kept by individual teachers; and to transmit these results back to the production committee for the purpose of revision. Closely related to the program was Northeastern State Teachers College which served as a curriculum center, for the work of the language arts committee. Centers for each of the separate subject fields, reading, language, spelling, and handwriting were established in several towns and cities in the experimental district. The completed courses were tied together into a language arts program by means of a coordinating committee. The revised edition of the course of study in language arts appeared in printed form for use in 1938.

*The Kansas program.*—Turning now from the concept of the curriculum as a problem in course-of-study revision or building, two illustrations are offered of programs designed to modify primarily the teacher's conception of the nature of the educative process. In contrast to the point of view represented by the New York State Education Department is that of the Kansas State Department of Education. In 1936 a curriculum program was undertaken as a cooperative effort of the State department of education and the Kansas State Teachers Association. A curriculum director released from one of the State teachers colleges was assigned to the State department of education for the purpose of heading up the program. The purpose of such a program as its originators planned was:<sup>17</sup>

<sup>17</sup> Thirty-first Biennial Report of the State Superintendent of Public Instruction of Kansas, 1937-38, p. 8.



1. That it shall grow from the grass roots.
2. That it shall be evolutionary in character.
3. That it shall proceed at whatever pace those who are interested participants can take and are willing to take.

The State was organized for work in 20 centers; representing the Congressional Districts, sometimes under the leadership of county superintendents, sometimes under city superintendents, and sometimes with teachers in charge.

The State superintendent's biennial report for 1938 proposed that "Such a State program must provide guidance in local situations \* \* \*. Individual teachers in many school systems and in many cases in entire school systems have devised ways and means for promoting local programs for the improvement of instruction in terms of community needs and the child's interests. Awareness of the needs and possibilities in a school for service to a community is growing and skill in utilizing community resources for learning is developing." <sup>17</sup> This in essence shows the nature of the program sponsored throughout the State in the 20 centers which in turn encouraged the formation of local study groups. These were sponsored by county superintendents or by local school superintendents. Sometimes, as in Hutchinson, Kans., towns and cities adopted the State curriculum program in its entirety as their supervisory program.

In one way or another 75 percent of teachers in the State participated in the program. As reported, 1,800 meetings of teachers were held during 1937-38, and 1,000 meetings of parents' study groups. Reports of exploratory work from each center were filed by center leaders who met with the consultant for the curriculum program in the State department of education and with the State superintendent of public instruction as they planned for the succeeding year of work. Each summer selected groups representative of the various centers throughout the State were sent to the George Peabody College for Teachers or to one of the Kansas State teachers colleges for group work on the production of curriculum guidance material. Although the State Teachers Association was largely responsible for funds, individual members of committees made personal contributions to their own expenses, especially during the school year.

One of the State teachers colleges built up materials for study of the community, another materials for study of child needs and child growth. The following six bulletins were prepared by summer committees working at the George Peabody College for Teachers under the direction of the consultants for the curriculum program representing that institution, or by a committee at one of the State teachers colleges. In each case the printed bulletins were made available to teacher study groups during the school year following the

<sup>17</sup> Thirty-first Biennial Report of the State Superintendent of Public Instruction of Kansas, 1937-38, p. 8.



summer in which they were produced. The titles indicate to a degree the nature of the exploratory experience and the kind of thinking done by all the teachers as individuals and as groups as they participated in the Kansas program, which is designed to cover the period designated by grades 1 to 14:

- (1) The study bulletin for the program for the improvement of instruction, 1936.
- (2) Parents' study bulletin, 1936.
- (3) A guide for exploratory work in the Kansas program for the improvement of instruction, 1937.
- (4) A suggested long-term legislative plan in the Kansas program for the improvement of instruction, 1938.
- (5) A scope and sequence bulletin of the Kansas program for the improvement of instruction, 1938.
- (6) Suggested guidance material for teachers in developing a core program for grades 1 to 14, 1939.

This program is organized around eight major areas of living to include: Protecting human and material resources; making a living; producing and distributing goods and services; making a home; governing the group; providing and expressing recreational, aesthetic, and religious impulses; providing education; and developing and controlling communication and transportation. The possibilities involved in the material thus far produced make evident that it represents a long-time program, although it has not had the help of a curriculum director in the State department of education since early in 1939. The impetus given the program by the many local study groups should continue to stimulate and guide the thinking and effort of teachers.

*The Michigan plan.*—Differing in approach, but having for its purpose the improvement of instruction considered as a long-time enterprise, is the program to be found in Michigan. The State department has developed a concept of supervision which is represented by its organization of a division of instruction in which no title indicates a person interested exclusively in the elementary school field. Although at the present time the State department is turning its major effort toward the program for secondary education, nevertheless elementary education during the past several years has had, and will continue to have, guidance and direction from the division of instruction. In 1935 a curriculum steering committee was appointed which took some of its inspiration from the previously published *Goals for Education in Michigan*. The first job of this group was that of preparing an *Instructional Guide for Michigan Elementary Schools*. This and other bulletin materials have been developed in printed or mimeographed form for wide distribution throughout the State. Indicative of the kind of curriculum thinking done are such publications as:



*Publications, Michigan State Department of Education*

- Developing techniques for inventorying and utilizing pupil interest.
- Teaching the school in the school: A guide for the development of instructional units dealing with the school as a social institution.
- Developing and recording units of curriculum planning.
- Instructional practices in elementary schools: A cooperative plan for improving instruction in one- and two-teacher schools in Michigan.
- Viewpoints in elementary education.
- Michigan today.
- What does research say? A statement of the implications of educational research for teaching in the elementary schools.

The bulletin on instructional practices brings together reports of units carried on in many sections of the State and in many different types of schools. *What Does Research Say?* answers as specifically as possible on the basis of objective evidence many of the detailed questions which teachers frequently ask a supervisor.

As a part of its program the department of public instruction sponsors an annual conference on curriculum and guidance which people representative of various parts of the State and all levels of public-school instruction attend and to which they make contributions. Also sponsored as a part of the curriculum program are a large number of conferences, study groups, and clinics. Typical of the latter are those clinics held by teachers colleges for new teachers; discussion groups for teachers in service; and individual consultation periods for educators seeking technical advice especially on problems of administration. Tied into the plans already described are service programs on a regional basis sponsored by the State department of public instruction, but organized through Michigan Education Association regional groups, or through the four State teacher education institutions.

In Michigan emphasis is placed upon the opinions and participation of lay persons in the study of curriculum problems in local communities. Many planned activities now under way include not only professional school people but other citizens as well. Some of these groups are studying community relations and curriculum; administration of the instructional program; exploratory committee on health education; education in rural areas; and organization of pupil personnel. Throughout, this program emphasizes cooperative relations between the State curriculum steering committee and committees on special projects, regional committees, and local committees. Materials produced in mimeographed form are of such a practical nature that they can be used immediately by the classroom teacher. The division of instruction conceives of its function as that of giving direction and guidance to the creation of local courses of study which will be fitted to the needs of the individual community and of assisting definitely in the planning and appraisal of the programs which develop.



*Plans used by various States.*—The illustrations which have been given might be multiplied many times over. Those States which have emphasized course of study construction or revision in their reports in connection with this study include: Arizona, Arkansas, Colorado, Delaware, Idaho, Illinois, Iowa, Maryland (by counties with State guidance), Missouri, Montana, Nebraska, New Hampshire, New Mexico, New York, Oklahoma, Rhode Island, West Virginia, and Wisconsin. As indicated before, a number of States, especially in the South, have had under way for 5 or more years curriculum programs which represent definite attempts to improve instruction on a State-wide basis. The published materials consist usually of guides to curriculum building and records of current practice or recent innovations. Programs to be mentioned include those of Alabama, California, Florida, Georgia, Kansas, Louisiana, Michigan, Mississippi, Tennessee, Texas, Utah, and Virginia. Although differentiation is sometimes made between the elementary and the high school levels the most recent plans stress programs for kindergarten or grade 1 through grades 12 or 14.

Supplementary to the provision of courses of study and guides to curriculum revision should be mentioned those materials of a supplementary nature produced in local situations which are made available for circulation through mimeographing or printing by the State department of education. Almost every State can present several illustrations of this type of material. Outstanding among these is the State of Pennsylvania with a large number of printed bulletins such as *Expanding the Classroom*; the State of Connecticut with its many mimeographed materials cutting across subject fields and developed by various supervisors and committees of teachers; New Jersey with its material for loan rather than distribution such as *A Story of Salem County*, a volume prepared by a group of children with the assistance of their teacher and a helping teacher; case studies to be found in the bulletin, *Character Emphasis in Education*, from the same State; and the mimeographed reports of programs in various subject fields presented in State supervisors' bulletins from Utah.

The building of curriculum programs viewed as a technique for the improvement of instruction represents a very complex activity reaching out from the State department of education with a great many ramifications. Such programs are apt to extend over a period of time; to be concerned with elementary education as part of a continuous process represented by kindergarten or grade 1 through grades 12 or 14; to depart from a State course of study although holding to certain basic principles as a guiding educational philosophy. Emphasis is given to making the teacher a key person in the production of materials, to expanding the concept of education to include all the opportunities any given community has to offer for the educa-



tion of its children; to bringing in lay people as active participants in the formulation of a program; and to making use of the democratic process as a basis for the organization and the functioning of any program which is designed to improve instruction through curriculum building.

### Conferences as Means of Improving Instruction

Although the conference in many of its forms is used in a curriculum construction program, and although it is inherent in other of the activities to be described, it has some special characteristics of its own, especially when improvement of instruction by means other than definite work on the curriculum is the goal. The conference may be thought of from the standpoint of the size of the area from which attendance is drawn whether it be State, regional, county, or local. It may be considered, too, in relation to the persons and groups who participate, whether teachers, county superintendents, school administrators, principals, supervisors, local boards of education, lay groups, or a combination of some or all of these. Represented here are institutes of various types, new instructional workshops, conferences based on organized visiting, or such situations as are represented by round tables, discussion groups, study groups, and working committees. Viewed in these three respects: The size of the area, the personnel of the conference group, and the form which the conference takes, this technique of supervision has wide possibilities for use. From the standpoint of time occupied in the supervisor's total program it holds second place, and probably first place from the angles of frequency of occurrence and overlapping on other important activities.

Practically every State reported the use of some type of conference. Conferences on a State-wide basis are most frequently concerned with the setting up of a program involving State-wide participation. Such a conference frequently brings together representatives of all groups. However, certain specialized groups such as elementary school principals or elementary school supervisors may set up a working organization under the guidance of the State Department of Education. For example, in California there is an annual State-wide conference of elementary supervisors and directors of instruction together with supervisors of other instructional levels. Since they meet for a week at a time they can center upon several problems. In a recent conference three days were spent on an intensive study of curriculum problems and two days were devoted to planned classroom visitation. This conference was supplemented by quarterly regional conferences of groups of rural and city supervisors, planned under the leadership of the chief and assistant chief of the division of elementary education. In the same State elementary principals met for regional conferences



with district superintendents for the purpose of studying instructional problems.

Virginia has made extensive use of the conference in sharing the direction of instruction with elementary school principals and county elementary supervisors. Principals of larger elementary schools met for the first time in conference in March 1939. They worked in committee groups which reported on a series of problems relating to supervision and administration of the elementary school, community relationships, and school subjects. These reports were mimeographed for distribution. For county elementary supervisors, there is an annual work-study conference held for a week's time. The progress of the past year is reported and discussed, and specific supervisory objectives for the following year are formulated.

In New York State the division of elementary education works extensively through conferences. First of all there is an annual May conference of supervisors and directors of instruction. Supplementary to this are regional conferences of district superintendents, area conferences of village and rural school teachers with elementary principals, and local teachers' conferences, the latter chiefly 1-day conferences with rural teachers. A member of the State Department helps to arrange these 1-day conferences with the district superintendent and approves the programs. From 300 to 600 such conferences are held annually. Resulting from the May 1938 conference there were 5 working committees which organized problems for discussion at area conferences. These committees stressed philosophy of supervision; curriculum adaptations; adaptations for the intellectually gifted; home-school, and community relationships. The work of certain committees is not terminated in a year's time but extends over several years as in the case of the second-named committee. In 1939 newly appointed committee groups were at work on the following problems: Supervisory practices for the development of the individual child; curriculum for the development of the individual child; and evaluation of practices. In every way possible the State department of education cooperates closely with the New York State Association of Elementary School Principals and the New York State Conference of Supervisors and Directors of Instruction. A committee appointed by the latter group works as a planning committee under the guidance of the State department of education and meets on call.

One of the conferences held on a State-wide basis is that in Tennessee for State elementary supervisors under the direction of the supervisor of elementary schools. Such conferences bring together regional and county supervisors for a week's time which is spent in a workshop type of situation. A recent conference held near Norris, Tenn., brought this group of supervisors together in a social situation



where it was possible to enjoy leisure time and work experiences together. Emphasized in the discussions, which also are a part of the program, are the activities to be stressed on a State-wide basis during the following year. Supplementing this annual conference are regional conferences held by the regional elementary supervisors who also are connected with the staffs of State teachers colleges and who meet with teachers and county elementary supervisors at strategic points throughout the State. In these latter conferences the time is devoted chiefly to informal group discussions based upon observation in selected elementary schools.

Mention is made so frequently of State-wide conferences for county superintendents that specific descriptions of these programs are not presented in detail. Such meetings are usually held for 2 or 3 days and frequently place emphasis upon the organization of those attending into working committee groups, as in Nebraska. Idaho has a distinctive plan in the 2-weeks' work institute for county superintendents which is held annually at the State university. The program is formulated by the State superintendent of public instruction, working with the executive committee of county superintendents. In Wyoming where counties are large but few in number a county superintendents' association meets twice a year. They meet in the fall usually at the time of the State educational meeting, and in the spring use their conference for the purpose of setting up a State-wide supervisory program for the year which is published in a printed bulletin. This group cooperates closely with other State professional organizations and with the State department of education.

Three illustrations are offered for types of conferences on a county-wide basis. In Oklahoma a supervisor zoned her county into 16 centers in which conferences were held during the year. Emphasis was placed upon the use of demonstration lessons carried on with the assistance of members of the staff of the State teachers college in that area and the rural school supervisory staff. An average of three demonstrations per zone was made possible in this way.

Of significance are the frequent mentions in 12 or 13 States of conferences held with local school boards or with county school officers. In Minnesota, for example, the rural supervisors attempt to hold in ungraded districts meetings of all common school officers—board members; president, clerk, treasurer—for a 1-day session each year, if the county superintendent wishes it. They discuss problems relating to school buildings and to instruction and often held a 1-hour question box about the school laws. Missouri reports that 113 school board conventions were held in a recent year. In Michigan the division of school board counseling in cooperation with the division of instruction has worked out a supervisory program with county school board commissioners in which board members and



teachers concentrate on problems of administration, organization, and instruction. Such a meeting represents a part of the program replacing the county institutes and occurs in conjunction with a meeting devoted to teachers problems, another meeting devoted to lay education, and a meeting for school board members of the county. The emphasis on these conferences seems to warrant labeling them as a trend toward better understanding between those who actually conduct the schools and those who have financial responsibility for them.

Seven or eight States made specific mention of the rural institute as a device for the improvement of instruction. Emphasis on a newer type of program to replace the old speaker-audience situation was indicated in the use of demonstrations and panel discussions in connection with such meetings in Maine. Few illustrations are given of county teacher organizations or associations, but several States mention the responsibility of the State department and especially of the elementary school supervisor in encouraging this type of professional activity.

During August and September of each year Missouri has sponsored so-called planning meetings on a county-wide basis. In the report made for 1937-38 such meetings were held in 112 counties with approximately 9,000 rural teachers, elementary and high-school teachers, and city superintendents in attendance. The program for the year was discussed by the county superintendent, the rural supervisor of the area, music and health representatives from the State department, and representatives of the Missouri Education Association.

One of the members of the Division of Instruction in North Carolina reported that in her opinion the most effective supervisory activity carried on was in the form of 12 county-wide teachers conferences held during September of the school year with 36 teachers actively participating in the program which had been planned in advance, and with 1,035 teachers in total attendance. These meetings resulted in each case in the counties selecting phases of the program for the purpose of evaluating new reference materials, and formulating beginnings of criteria for judging the effectiveness of their programs.

Other types of activities listed by elementary supervisors as conferences included meetings with local groups of teachers and superintendents, with members of other divisions in State departments of education, and individual conferences with teachers or administrators who visit the State department offices.

The work of teachers in the form of committee groups deserves some mention. In California, for example, over a period of years a committee working in the field of elementary science successfully ac-



completed through joint effort with various groups a change in attitude of teachers college instructors in science, and assisted in preparing approximately 50 bulletins in the field of science which have been published in printed magazine form as the *Science for Elementary Schools*. In Idaho, teacher study groups have been organized as committees in numerous situations in order to carry on professional reading. Such small groups may meet every 2 weeks or oftener and frequently include parents. Since the group is informal, problems for discussion arise naturally.

In Illinois one of the regional supervisors in the State department of education is a man who has a special interest in rural schools. He has worked actively with the assistance of the coordinator of the division of instruction in organizing a rural education committee. This committee is made up of county superintendents; representatives from the State teachers colleges; several county school board members; a member or two of the Grange; members of the State teachers association, and other representatives of lay organizations. This group hopes to secure some organized types of services for schools in rural areas.

The term "conference" covers a wide variety of possibilities of which the illustrations given are merely representative, but whatever title is used for the activity, importance attaches primarily to the purpose which is accomplished. The characteristics of the conferences which have been cited here are represented by the following statements: (1) Conferences are conducted insofar as possible for the democratic exchange of ideas; (2) though they may concern one specialized professional group only, with increasing frequency the same conference may include not only all types of professional persons but lay people also; (3) conferences assume a variety of forms to meet the needs of specific situations; and (4) usually such conferences are called not merely for a set time, but definite plans are made in advance, and follow-up work in the form of committee activity and committee reports frequently results. The versatility of procedure which a conference allows for makes it one of the most important devices for improving instruction so far as the elementary supervisor is concerned.

### **Working Relationships of State Departments With State Teachers Colleges and Universities**

Although no doubt other States cooperate closely with State teachers colleges and the State university, only 16 States included specific mention of such activity among their most important supervisory procedures. In Missouri the elementary course of study was published as a cooperative enterprise by the State department of education, the University of Missouri, 5 State teachers colleges, and the public schools of the State. In the installation of the course of



study representatives of the State teachers colleges assisted materially. The 5 rural supervisors in the State serve areas which correspond roughly to those served by the teachers colleges. During 1938-39 in several situations the rural supervisor and the teachers college staff member devoted their time to the following plan. During a given week they visited the schools of the county with the county superintendent. Beginning on Friday afternoon, or on Saturday, they met with the teachers of the county to discuss problems raised by the visits. Teachers in the group were allowed to register for credit through the State teachers college concerned if they so desired. The special feature of this program consisted in the fact that throughout each month of the school year that followed, one week each was spent by the State supervisor and the teachers college staff member with the same 4 county superintendents.

In Florida the State department cooperates with the university to employ a curriculum director at the P. K. Yonge Laboratory School. This person carries on a number of activities: He produces materials that are given State-wide distribution; he develops and conducts the curriculum program; and he organizes State curriculum workshops to be held during the summer. In Connecticut five instructional workshops have been held each summer at State teachers colleges in cooperation with the field supervisory force of the State.

Pennsylvania reports cooperating with State teachers colleges in programs for the improvement of practices in elementary education. This includes a program of cooperation for the in-service education of teachers as well as visits to the colleges in response to calls for specific help with the problems of the elementary curriculum. Consultation and conference with individual staff members, with faculty committees, and with entire faculties for the purpose of coordinating the local in-service program with the State program of elementary education have been the means used. Members of the staff of the early childhood and elementary division addressed and led discussions in area conferences sponsored by the teachers colleges. They also visited laboratory schools where they held conferences with directors, with teachers, and with specialists in elementary education on the college faculties. One staff member gave a 4-week laboratory course in curriculum materials at one of the State teachers colleges.

In North Carolina an experimental program in elementary education was set up at Spring Hope for devising teaching methods and a curriculum which would provide for meeting the needs of individual children, especially retarded children. During the summer the two persons who had worked intensively on the program visited all of the State teachers colleges, both white and Negro, giving from 1 to 4 days for group and individual conferences on school problems at each



institution. This program was carried on under the auspices of the division of instructional service of the State department of education.

Supervisors in the Wisconsin State Department cooperate actively with the nine State teachers colleges for the pre-service and in-service training of teachers.

Reports from Alabama and New Hampshire indicated that the elementary supervisor had been active in working with State teachers colleges to revise their curricula for the training of elementary school teachers. Another type of cooperation was evidenced in Vermont where there are 3 elementary demonstration or practice schools of 1 or 2 rooms in each of the 4 teacher-training institutions. The 2 helping teachers interested in the elementary field, who constitute the staff of the State department of education, visited these 12 demonstration schools to help in program building and in classroom practice. The director of teacher training in each institution was administratively in charge of the demonstration schools, and worked with the deputy State commissioner of education who is in charge of teacher training for the State and who coordinated the entire program.

The significance of these cooperative programs is out of proportion to the number reported. Educators especially interested in the problems of the elementary school are in agreement that little genuine improvement of instruction can take place until prospective teachers receive a type of training which fits the needs of today's elementary school children. Such training can be secured most advantageously by the cooperative effort of faculty, students, public-school administrators, and the elementary supervisor in the State department of education.

### **Demonstration Lessons as a Technique for Improving Instruction**

Nine States emphasized in their reports the importance of demonstration teaching as a basis for initiating new teachers into the teaching situation as well as for improving teachers in service. A follow-up conference is frequently used to interpret the demonstrations observed. Several examples will illustrate the way in which the demonstration functions as a technique in supervision. In California demonstration schools are held at summer sessions of the University of California and at other colleges in order to give teachers an opportunity to observe and evaluate their own methods. At the University of California alone 300 teachers attended one such session. The tie-up with the State department of education is made by members of the staff who participate as instructors.

In both Pennsylvania and Virginia the staff members of the State department in the field of elementary education feel that they make an important contribution when they spend time in locating those centers which can be used for observation and demonstration. The



use of this plan involves visitation and conference with local persons in order to make recommendations. No formal organization of such service has been set up but the information is available as needed.

The Wisconsin State Department sponsors in 23 counties "key" schools which are open to teachers for observation of good instructional practices.

In New Jersey the assistant commissioner for elementary education has set up a list of schools which represents different kinds of opportunities for observation throughout the State. Included are those schools which demonstrate the best in new buildings and equipment; those which stress the activity program; those which feature special functions such as clubs and student organizations, curriculum development, libraries, physical, health, and safety education, and remedial reading; and those which represent particular types of school organization such as the cooperative group plan. Information of this type made available to teachers on a State-wide basis for observation purposes or to county superintendents for the purpose of planning visiting days adds materially to the value of such experiences.

In Iowa tri-county demonstration centers have developed over a period of years. Included as participants are elementary, high-school, and rural teachers. Three counties combine to form a center for a 1-day program. Since demonstrations are held on consecutive school days in several different centers, it is possible to reduce expenses by making use of the same staff. A typical program includes plans for grades and high school, and for teachers and administrators in a wide range of subjects and problems. In July the final program is set up in tentative form by local school people for the approval of the county superintendent concerned. Although the program is under the immediate direction of the county superintendent, the State department gives final approval on how the funds are to be spent. Usually the demonstrations are in line with the State-organized program for the improvement of instruction that is set up annually. In August, members of the State department staff hold meetings with executive committees in each of the centers. The final program is duplicated and distributed in advance by the county superintendent, and the local superintendent of the town which serves as demonstration center and the county superintendent in which the town is located make all necessary local arrangements.

The program includes an inspirational address followed by demonstrations at three elementary-school levels and in several high-school fields. Round-table discussions follow each demonstration and are led by the demonstrator assisted by a local chairman. Each teacher who has been present at this 1-day meeting is asked to evaluate the advantages of such a plan. Schoolmaster's clubs, county teachers' associations, and the extension service of Iowa State Teachers College



have cooperated in these programs. The supervisors from the State department have summarized the advantages of this plan as follows:

- (1) It brings about cooperation between local school systems, county superintendents, and the State department staff.
- (2) It enables county superintendents to pool finances.
- (3) The use of somewhat similar programs in each of the demonstration centers based upon the State program allows for follow-up field work that is more or less planned.
- (4) It allows for emphasis on techniques of instruction in many fields.
- (5) It is a democratic plan in that teachers, superintendents, and county superintendents help in the planning. Although participation is voluntary, 21 of 23 counties in northwest Iowa participated fully and the other 2 partially.

Although this plan is not State-wide it nevertheless represents a sufficient section of the State to be noteworthy.

### Research in Elementary Education Programs

Staff members of State departments of education who are interested in the elementary-school field frequently stimulate or direct research on problems which have a special interest for teachers, principals, supervisors, and administrators who are concerned with the child of elementary-school age. Cooperation of the research division of the State department of education is secured for mapping out the plans; suggesting the technique, and evaluating results, but the actual carrying out of the work depends upon the elementary supervisory staff. Some 10 States made specific mention of research projects which had been completed. In Utah a questionnaire was directed to teachers to secure information on the aspects of the child's environment which were of educational value. A summary of the replies appeared first in the *Utah Educational Review* and included reports from 25 of the 40 school districts of the State. Later, the results appeared as a comprehensive bulletin, *Educative Elements in the Environment of the School Child of Utah*.

In Florida an age-grade progress study of elementary pupils was carried on cooperatively by directors of two divisions in the department. Such significant findings as the following were made available to teachers and supervisory officials in the State:

- (1) 30 percent of whites and 50 percent of Negroes required 2 or more years to complete the first grade.
- (2) One-fifth of first-grade pupils were under age.
- (3) Children in larger schools make better progress than those in 1- or 2-room schools.
- (4) Percentage of over-age pupils is more than twice as great as percentage of slow-progress pupils.
- (5) 17 $\frac{3}{10}$  percent of pupils entered first grade over age.

A regional supervisor in Illinois reported the results of a survey of rural school conditions in one county carried on by the teachers as-



sociation of that county with the cooperation of the State Department. A carefully constructed questionnaire was sent to the teachers of the county. The points emphasized had to do with building and equipment, library facilities, financial status, qualifications of teachers, and distance from villages or towns. The results of this study were analyzed, conclusions were drawn, and a summary was presented in the *Educational Press Bulletin*, the monthly publication of the State department of education.

Further illustrations of the use of surveys are to be found in Florida, where members of the staff interested in elementary education have assisted in county surveys; in Massachusetts, where a 5-year program for the development of rural schools was based upon a State-wide survey; and in Michigan, where self-surveys—efforts at evaluation used by local officials—are reported to the State offices where they are examined and replied to with suggestions and recommendations.

California reported that during the year 1938-39 five problems were being investigated by college students and teachers in cooperation with the division of elementary education. The division had little time for details involved in such research but made use of other agencies whenever possible.

In West Virginia a cooperative study has been set up which has to do with the graded school organization and the instructional program of the school. The division of elementary schools has collected the daily and weekly classroom schedules of all graded schools of two rooms and more throughout the State. Committees of teachers and principals in resident classes in the two graduate schools of elementary education at West Virginia University and Marshall College were to be set up during the summer term for the purpose of determining the current practices in organization of elementary graded schools. The purpose of this study was stated as (1) to determine current practices in school and classroom organization in the different types of elementary schools; and (2) to develop the most practical type of organization best suited to give expression to the elementary program of study recently developed in the State. As a result, special emphasis will be placed upon organizing elementary schools to give expression to the following types of programs:

1. The special-type program.
2. The nonfailure program.
3. Primary unit program.
4. Intermediate program.
5. Integrated subject-matter program.
6. The kindergarten-primary program.
7. Activity program.
8. Child-centred program.



A State and 6 regional committees for the study of problems peculiar to one-teacher elementary schools are also at work in West Virginia to develop the program for the improvement of organization, instruction, and physical environment in 3,400 one-teacher schools. The personnel of each regional committee consists of a county superintendent of schools, an assistant superintendent in charge of elementary schools, a teachers college faculty member (usually the dean), a county music director, county art director, and 7 one-room teachers. Approximately 600 demonstration schools have been designated by all county superintendents throughout the State for the purpose of trying out the tentative program developed by the State and regional committees during the 1939-40 school term. As an approach to the study a survey was made of the opinion of one-room teachers as to the problems needing immediate attention in improving the instructional program in one-room schools. The following outline was set up to guide regional committees and demonstration schools in considering the basic needs of this type of school organization:

- (1) Organization of a school for instruction.
- (2) Minimum equipment necessary for effective teaching in one-teacher schools.
- (3) Experimental programs.
- (4) Sample units of work to assist teachers in improvement of instructional program, particularly in social studies and elementary science.
- (5) Improved library service.
- (6) Use of directors of special subjects.

In this same State teachers and supervisors have cooperated in other research studies, such as those which have to do with promotions in the elementary school, age-grade distribution of pupils, first grade conditions, and drop-outs and failures in grades 5, 6, and 7.

There is no clear line of distinction within the field of research as to what constitutes experimental work and what is purely investigative. Minnesota reported that during 1937-38 there were 80 schools in various parts of the State engaged in experimental programs under the direction of 4 rural school supervisors. They worked with a representative group of 80 teachers, some with and some without experience, some with high-school training only, and others with 2 years of college training. Some of these teachers had a knowledge of what is meant by a "unit of work," and others had never heard of such a plan. The supervisors made at least 4 visits to each of the schools and carried on follow-up correspondence. Before the program was initiated, however, a supervisor met with the county superintendent and the teachers to discuss the philosophy of activity teaching. The supervisors working together developed *A Suggested Program for Schools Organized on an Activity Basis*, for use in the experimental group. In revised form this was given to all rural teachers. A carefully prepared bibliog-



raphy was also given the teachers in the experimental group. At the end of the first year a questionnaire was sent to these teachers asking for their reactions to the unit plan of teaching. The results as summarized were as follows:

1. Growth was evident in every school.
2. Teachers were in favor of continuing the program for a second year.
3. Individual differences were taken care of to a greater extent than ever before.
4. Parents developed an interest in the school program.
5. Children engaged in the activity program did better in the State examinations than did those boys and girls who had worked on a traditional basis.
6. Work habits and skills improved.
7. Appreciations sharpened and deepened.
8. Wider use of the library was indicated.
9. More textbooks were used with greater intelligence.
10. Schools bought tables and chairs as equipment.
11. Superintendents and teachers bought more professional books.

Maryland reported a series of items on which experimental work was done. These included measures and problems concerned with reading readiness; specialized work in remedial reading in later elementary grades; ways of making art function in everyday activities; a series of carefully prepared science lessons given by means of phonograph records; ways of making more effective use of radio; utilizing various types of projectors for visual education; planning different types of class excursions and means for arranging them; and new ideas on reports to parents in the form of measures which might also be used for purposes of classification and promotion.

Although a testing program may represent an important activity of the elementary school supervisor it did not receive frequent or detailed mention in the reports secured for this study. Six or 7 States reported the use of seventh- and eighth-grade examinations as requirements for admittance to the high school and assumed as one of their responsibilities the preparation and grading of these tests. Six States reported the State-wide use of standardized tests for diagnostic purposes and either made them available through purchase or free distribution. Two States, West Virginia and North Carolina, reported studies in progress which had to do with pupil record and report forms.

### **School Visiting by Supervisors**

More than half the States reported visitation of schools as an activity frequently carried on. Usually no supplementary explanation was given to show the nature of the supervisor's activity during the time that the visit was in progress. Many reports spoke of supervisors visiting county schools with the county superintendent. In States where accreditation of elementary schools is emphasized visits are frequently made for this purpose.



The report for Alabama was characterized by mention of several types of visiting. For example, the State elementary supervisor visited outstanding classrooms or schools both within and without the State accompanied by supervisors or teachers. A second type of visit was that in which the State elementary supervisor visited schools where there were no supervisors and then met the teachers for follow-up conference. A third type of visit was that made to the supervisor in the local situation. The report stated, "On such visits, I visit schools with the supervisor; discuss and help determine progress, problems, and needs; help evaluate classroom situations; advise in relation to planning and organization of county programs; advise in relation to supervising techniques and procedures; advise in relation to classroom organization, procedures, and program; meet with groups of teachers and principals for discussion of problems; confer with superintendent in regard to county program; and attend county-wide meetings in which I make talks or participate in discussions."

In Tennessee county supervisors are encouraged to take groups of teachers to selected schools both within and without the State to observe superior teaching. Two training schools at State teachers colleges "keep school" on certain Saturdays at which time teachers in neighboring counties are invited to come and observe.

The plan of New Jersey is such that the assistant commissioner for elementary education visits each helping teacher for one full day at least during the year. In that State frequent requests are received by the State supervisor for visits to city elementary schools.

The regional supervisor in Illinois who was especially concerned with elementary education, during the year 1938-39 made possible some visits for a group of county superintendents to rural schools of nearby Missouri, Iowa, and Wisconsin. Such visits in his opinion had very real value for the particular visiting group with which he was concerned.

School visiting when planned in advance as part of a total supervisory program, and combined with the conference for the purpose of clarifying ideas, can become one of the most important elements in a program for the improvement of instruction.

### **Accrediting as a Supervisory Technique**

Accrediting at the elementary school level has a purpose essentially different from such a plan at the secondary level. One of the results of the accreditation of a high school in many of the States is that a graduate from such an accredited school may enter a college or university without examination. Only a few States require attendance at an accredited rural or elementary school as a condition for entering high school. Usually the pupil's report card record is sufficient. In Arkansas, Georgia, and Virginia, however, the accreditation of the



standard high school depends upon accreditation of the elementary school.

Although various terms such as standardization, recognition, and upgrading are used to describe the plan, all have essentially the same purpose, which is that of improving the school. About half the States carry on such a program at the elementary school level. Generally speaking, such a program is designed first of all for use in rural schools, although in some States it applies to all elementary schools. Usually private schools are rated on request only. In certain States accreditation is necessary in order to secure allotment of State funds. In others although definite forms and procedures have been set up for the standardization or accrediting process, and although this procedure is used as the chief means for improving instruction, the program is a voluntary one. Replies showed that the State elementary supervisor is primarily responsible for setting up the system of accreditation in use, although the State superintendent and the State board of education are sometimes listed. The State board is usually the agency that takes final action in granting approval for accreditation.

When such programs first came into use the importance of physical conditions was stressed. In the last 10 years the program of instruction has been given increasing importance and a number of the standardization forms emphasize school and community relations. Two recent forms may serve as examples of progressive practice. The first, from West Virginia, lists as major items: (1) Building and grounds, (2) equipment, (3) the teacher, (4) organization and administration, (5) supervision; (6) school community. The second, from Tennessee, is more detailed in its listing with: (1) School grounds, (2) water supply, (3) equipment and outbuildings, (4) schoolhouse, (5) classrooms, (6) equipment and instructional supplies, (7) library service, (8) the teacher, (9) enrollment, (10) attendance, (11) attitude of pupils, (12) teaching load, (13) records and reports, (14) community meeting, (15) salary, (16) supervision, (17) instructional program, (18) teaching procedure.

Although a program of accreditation implies that the State supervisor, who is usually the accrediting agent, will visit and evaluate the school, several of those reporting were frank enough to say that classrooms were not actually visited but that the statement of the local administrator filled in on the proper form was accepted as evidence of a check-up. With as many as several thousand rural schools in a goodly number of States, it is a physical impossibility for one person, or for several staff members, to visit even a fourth or a third of the schools that make application for such visits in the course of a year. Regional supervisors, however, frequently consider that recognition programs offer an opportunity to educate the county superintendent



in the field of improvement of instruction as in Illinois where the program is a voluntary one. The procedure is somewhat as follows: A regional supervisor with the county superintendent visits a number of schools and each makes his rating separately. Then they compare ratings and when they have completed the process a sufficient number of times so that there is comparative agreement, the county superintendent is given the responsibility of making such ratings himself.

It is frequently the case that when a school has once been accredited or standardized it may secure such rating from year to year by filling in a form for that purpose. It can be seen readily that such a plan is necessary especially in those States, chiefly in the Middle West, where there may be 6, 7, or 8 thousand rural schools. Usually not more than half of the schools in States with the fewest rural schools, and often a smaller proportion, were reported as visited each year by the accrediting agent.

Other plans for classification of rural schools may be described as follows: In Missouri, checking is done by the State rural school supervisor at a meeting to which county superintendents, teachers, and others have been invited. The items for rating are divided into 10 units with a perfect score of 100 points. Each school must rank 90 percent or more on each of these 10 units in order to be approved or reapproved for a 1-year period. A new certificate is issued every 4 years subject to 3 reapprovals. During 1937, 1,265 rural schools in 95 counties were approved. Factors on which the rural elementary school supervisory staff has been working in Missouri from the standpoint of classification include better reading instruction and remodeling of rural schoolhouses.

In Mississippi standardization and accrediting of elementary schools is carried on by an elementary commission for the State composed of 10 members representing the colleges, county superintendents, supervisors, superintendents, and elementary principals. Members of the commission serve for a period of 3 years. The elementary supervisor of the State department staff is executive secretary of the commission. Linking up the work of the State Commission is that of a county commission appointed by the county superintendent consisting of 3 elementary and 2 high school teachers. The procedure is one whereby the State commission sets up standards and the county commission does the rating.

A statement from Tennessee emphasizes the value of classification from the standpoint of the State department staff. The program for the approval or classification of rural elementary schools was not adopted by the State board of education until August 1937. It has been widely used as a guide for improving rural elementary schools in the State. Only those schools which meet the requirements for approval are entitled to issue State eighth grade certificates to pupils



completing the elementary school course. However, the classification of approved elementary schools is optional since no inspection is made for classification until a written request has been received from local school authorities.

Some States have evidenced no interest in a formal program of standardization or accreditation, since undoubtedly such programs have in certain cases tended to mechanize or routinize the teacher's work. This, however, is not a necessary result. The opinion of elementary supervisors in States which do not standardize elementary schools is that the individual school system should improve its environment and program by approaching educational problems in terms of the needs and possibilities of each individual community. In North Carolina, for example, staff members in the division of instructional service assisted schools in evaluating their programs. One person in the course of the school year, in addition to other types of responsibilities, visited 179 schools and made complete inventories of 92 with the cooperation of principals and teachers. Such inventories included evaluation of equipment, organization, and curriculum. On the other hand most persons who favor standardization programs feel that only a detailed list which specifies item by item those points which parents and citizens can clearly see as desirable and for which they must foot the bills, can accomplish improvements in small rural schools within any reasonable amount of time.

### Publications at the Elementary Level

Publications naturally divide themselves into two types: Those in periodical form published at regular intervals and those which represent a contribution to some field in which improvement of instruction is desired. A number of State elementary supervisors sponsor publications at monthly or other intervals. In California there are the *Quarterly Journal of Elementary Education*, referred to several times before, and the *Science Guide*, published monthly throughout the school year. In Tennessee there is issued a mimeographed bulletin, *Supervisory Activities*, which appears approximately once a month and describes best practices, new and unusual procedures, devices, and materials. The State of South Dakota issues an elementary bulletin every 6 weeks which contains suggestions to teachers on various subjects relating to instruction. An *Elementary Supervisors News Bulletin* in mimeographed form is sent out at intervals from the office of the elementary supervisor in Utah. A number of supervisors reported contributions to their own State department of education publication, or to the magazine of the State education association.

Publications designed for the improvement of instruction from the elementary divisions of State departments of education number into the hundreds. For that reason, materials which can be classified as



courses of study in a wide variety of fields will not be mentioned here unless there is some unique feature that distinguishes them.

Several States, Alabama, Georgia, Michigan, Utah, and Pennsylvania have issued publications which emphasize social and economic conditions today under such titles as *Social and Economic Conditions in Alabama and Their Implications for Education*, *The Natural Resources of Georgia*, *Michigan Today*, *Utah Resources and Activities*, and *Pennsylvania—An Inventory of the Human and Economic Resources of the Commonwealth*.

Two of these States, Georgia and Alabama, plus Mississippi and Kansas, have published materials aimed to develop the cooperation of educators and parent groups.

West Virginia, California, New Jersey, Maine, Pennsylvania, and Tennessee submitted materials to indicate that stress was being placed on conservation in relation to the elementary school program. The New Jersey material has taken the form of an annual *Conservation Week* series.

California, Iowa, and Missouri have published course-of-study or guidance material in the field of speech education. Idaho, Utah, and Washington have bulletins that deal with the problem of reading readiness.

Both California and New York have made contributions to child development through their publications. California has produced the *Teachers' Guide to Child Development: Manual for Kindergarten and Primary Teachers* and *Teachers Guide to Child Development in the Intermediate Grades*. A similar guide for the adolescent child will complete the series. New York has a series of 3 curriculum guides; one is for the 2- to 5-year-old, the next for the 5-year-old, and the last for the 6-, 7-, and 8-year-old.

Other individual materials which do not seem to be duplicated from State to State include the following:

- Repairs and Equipment—Suggestions for Small Elementary Schools.—*Illinois*.
- Some Ways of Distinguishing a Good Kindergarten.—*New York*.
- Expanding the Classroom (excursion opportunities).—*Pennsylvania*.
- Materials of Instruction, Manual and Classified Buying Guide.—*New Mexico*.
- Pleasure Reading for Boys and Girls.—*California*.
- Motion Picture Appreciation in the Elementary School.—*California*.
- The Vocabularies and Contents of Elementary School Readers.—*California*.
- Industrial Activities for the Elementary School.—*Wyoming*.
- A Study of Evaluation Applied to Some Connecticut Rural Schools.—*Connecticut*.
- Reports and Studies on Home and Community Activities of Children in Rural Connecticut Schools.—*Connecticut*.
- The County Superintendent as a Professional Leader.—*Iowa*.
- Source Materials on Citizenship.—*Georgia*.
- List of Maine Industries.—*Maine*.
- A Cross Section of Supervision in Garrett County.—*Maryland*.



Guidance and Counseling for Elementary Grades.—*Missouri.*  
What Does Research Say?—*Michigan.*

In all such publications the elementary supervisor has a part, in cooperation with a curriculum or research division, with helping to select and then to guide a committee group in the work of producing a bulletin; or in editing for publication material which has been developed locally or by experts in a particular field. The trend is more and more toward making bulletins for teachers of the guidance type rather than publications prescriptive in nature.

In Pennsylvania the head of the curriculum division has reviewed publications prepared by the elementary supervisor, using the following criteria which insures that publications will represent a certain quality standard: (1) Does the publication express the educational philosophy of the department as expressed by the State superintendent? (2) Is the publication in keeping with modern principles of curriculum making? (3) Does the publication meet the accepted standards for mechanical make-up?

### **Personal Services Rendered by Supervisors**

Nearly every elementary supervisor in a State department of education has reported activities which are listed as personal contributions. These include teaching in summer sessions, usually at the State university or a State teachers college which serves the teachers of the State primarily. Sometimes the summer session activities take the form of participation in a workshop with teachers, supervisors, and administrators from various sections of the State in which the supervisor is a member of the group rather than a director or leader of activities.

The majority of supervisors list the giving of addresses before State, regional, and local professional groups and also before lay organizations such as parent-teacher associations and service clubs.

Although not nearly all supervisors mention correspondence as an item of importance, nevertheless by implication it constitutes a routine function. Because of the large numbers of activities supervisors carry on and because of the extent of territory which must be covered by infrequent visits to local situations, problems must be followed up through correspondence. In no case was the nature of correspondence indicated in any detail.

In spite of the fact that an elementary supervisor has little time to make personal contacts, they are of inestimable value in making supervisory programs function smoothly.

### **Special Services Stimulated or Organized**

The activities thus far described have been organized around those types which occur with greatest frequency. Although elementary



supervisors listed them in order of relative importance, a number of replies stated that it was impossible to make such a distinction. There are certain activities that may be considered innovating practices since they are not mentioned with frequency, and are of comparatively recent origin in State departments of education.

Thus far the discussion has been concerned with the general activities performed by the elementary school supervisor for the all-round improvement of instruction. A majority of such supervisors must provide a wide range of special services if they are to be available to elementary school teachers. For example, only eight States, Pennsylvania, New York, Delaware, Virginia, Louisiana, Ohio, Missouri, and Massachusetts had a supervisor of music on the State department staff. The first three of these States also have art supervisors. In a number of other States supervision of these subjects is delegated to the State elementary supervisor; to county supervisors, special or general; or to county superintendents.<sup>18</sup>

Supervisors responsible for special services were represented on the staff of the State department of education in the following fields and in the following numbers:

In 21 States there were 1 or more persons listed as full-time or part-time supervisors of 1 or more fields of health work and physical education.<sup>19</sup>

Seventeen States had directors of research (sometimes combined with other responsibilities).<sup>20</sup>

In 16 States there was a supervisor of special education or supervisor in one of the various phases of this field.<sup>21</sup>

There were 11 States which had a supervisor of library service who was definitely responsible for that type of help to schools.<sup>22</sup>

Eleven States had supervisors of textbooks.<sup>23</sup>

Ten States had full-time or part-time directors of curriculum.<sup>24</sup>

Twelve States had one or more full-time or part-time persons in the field of parent education.<sup>25</sup>

Sixteen States had directors of Negro education with 3 of them assigned to 1 other person responsibilities for rural elementary education.<sup>26</sup>

<sup>18</sup> U. S. Office of Education, Federal Security Agency. The supervision of art and music education as a function of State departments of education. By Mary Dabney Day. Washington, U. S. Government Printing Office. (Bulletin 1940, No. 6, Monograph No. 15.)

<sup>19</sup> U. S. Office of Education, Federal Security Agency. The supervision of health education as a function of State departments of education. By James Frederick Rogers. Washington, U. S. Government Printing Office. (Bulletin 1940, No. 6, Monograph No. 14.)

<sup>20</sup> U. S. Office of Education, Federal Security Agency. Educational Directory. Washington, U. S. Government Printing Office, 1939. 49 p. (Bulletin 1939, No. 1, Part I.)

<sup>21</sup> U. S. Office of Education, Federal Security Agency. The supervision of the education of exceptional children as a function of State departments of education. By Elise H. Martens. Washington, U. S. Government Printing Office. (Bulletin 1940, No. 6, Monograph No. 10.)

<sup>22</sup> U. S. Office of Education, Federal Security Agency. The organization and functions of State agencies for library service. By Ralph M. Dunbar *et al.* Washington, U. S. Government Printing Office. (Bulletin 1940, No. 6, Monograph No. 16.)

<sup>23</sup> Questionnaire reports from State supervisors of elementary education, 1939.

<sup>24</sup> U. S. Office of Education, Federal Security Agency. The supervision of parent education as a function of State departments of education. By Ellen C. Lombard. Washington, U. S. Government Printing Office. (Bulletin 1940, No. 6, Monograph No. 12.)

<sup>25</sup> U. S. Office of Education, Federal Security Agency. The supervision of the education of Negroes as a function of State departments of education. By Ambrose Calliver. Washington, U. S. Government Printing Office. (Bulletin 1940, No. 6, Monograph No. 11.)



Pennsylvania and New York listed persons in charge of museum services.<sup>21</sup>  
Texas, Ohio, and New York reported directors of visual education.<sup>22</sup>

New York and Pennsylvania, respectively, listed a supervisor of audiometers and an adviser of audiometric testing.<sup>23</sup>

California had a bureau for correction of speech defects, and Missouri a supervisor of speech to include corrective aspects.<sup>24</sup>

Nebraska had a supervisor of character education.

Louisiana reported a director of safety.

Ohio had a part-time supervisor of narcotics.

New York had established a bureau of radio and visual education.

As in the case of music and art, certain functions are delegated to the State elementary supervisor or to county supervisors or superintendents.

In States where these services were not listed as available, even by delegation of authority, the elementary supervisor no doubt served as the source of information and inspiration if questions arose within the State on such problems as are covered by the various fields enumerated.

### Beginnings in Radio Encouraged by Supervisors

Certain of these specialized services are beginning to make headway, but their development is left to the elementary supervisor or other members of the staff of the State department of education who work on the problem in addition to some other major field. For example, the Florida State Department sponsors radio programs for music appreciation which naturally include elementary children. In Washington the State department encourages radio and is stimulating an interest in recordings for classroom purposes. During a recent year the Virginia State Department of Public Instruction carried out a radio broadcast plan which sponsored 12 to 15 broadcasts of a popular nature by the professional staff under the direction of the assistant supervisor of school libraries.

In Texas the director of curriculum sponsors radio programs voluntarily. In each of the 24 supervisory districts a deputy State school superintendent has a committee of school and lay people who provide the programs for broadcasts under supervision of the State committee. The specific objectives are stated to include the following: acquaint the public with the purposes of the school program, demonstrate school activities, promote interest in public schools in general. These objectives are realized in such activities as cooperative broadcasts by school children and teachers, weekly talks by department members over a State network, and question-and-answer broadcasts by the Department of Education.

The California State Department has radio plans underway, and the State superintendent has already installed a radio room in the

<sup>21</sup> Questionnaire reports from State supervisors of elementary education, 1939.



State offices. By this means he expects that it will be possible for him to speak to every school child in the State.

In Arizona the director of tests and measurements includes in his duties the chairmanship of a radio committee. Radio programs have been presented for 2 years on a weekly or biweekly basis in the form of two series, one series emphasizing both the educator's and the layman's point of view on school problems, and the other, with pupils participating, using representatives of the school to demonstrate educational activities and achievements in programs planned by the director of curriculum who is responsible for the supervision of elementary education.

In New York State a bureau of radio and visual aids has been established with a chief and 2 supervisors. They have set up as their specific objectives experimentation with visual and radio materials and equipment; appraisals of equipment and films; research; securing teaching materials; and assisting schools with problems and educational materials. Conferences of teachers are to be held from time to time. The bureau will supervise, set up a file of information, and keep records of all activities carried on in the State. Several other States made mention of radio but did not submit any description of activities.

### Visual Education Field as a Recent Development

In the field of visual education some 11 of 12 States evidenced interest, although only Texas, Ohio, and New York have actually provided a director or have set up a bureau of visual education. In Vermont the State department has contributed \$1,500 to the buying of films and slides which are housed at the University of Vermont, and which circulate among the schools of the State. In West Virginia certain visual aids are available to elementary schools through the cooperation of other State departments. The department of conservation has 2 power trucks that back up to the windows of 1-room schools and show movies of nature, wildlife, fire prevention, and traffic safety. State troopers also exhibit public safety films. The activities of these 2 State departments in West Virginia represent a part of their effort to assist in developing curriculum units for elementary schools.

In 1937 Texas began work with a State director of visual education. He had at his disposal \$10 per teacher and not to exceed \$35 per school to provide visual aids in State aided schools. Fifteen points were allowed the individual school on its rating for standardization if such equipment was secured. At the present time 20 points are allowed toward standardization on the above basis. As a part of the service of this department all films and other visual aids in the university library have been classified according to the State course of study



which is set up around 5 core areas. The objectives of the visual education division have been stated as follows: To establish visual materials libraries; where possible, to encourage schools to secure equipment for visual education; and to include county units for visual education work. The activities engaged in have included meeting with teachers on a county-wide basis, conferring with county superintendents, and demonstrating equipment and materials.

In Ohio where there is also a director of visual education the legislature and the director of education have been persuaded to arrange for the use of funds paid to the board of censors for purchasing and distributing films to schools. This service covers all levels from elementary to adult education. The office of the director is a buying and distributing center. From 500 to 800 films per day are sent out to schools upon request.

The bureau which includes visual education in New York State has been described in the preceding section on radio. In New Jersey the State department has been responsible through several of its supervisors for organizing a series of regional and county institutes in visual education. An especially interesting development encouraged by the State department through the assistant commissioner of elementary education was the production of a motion picture by Allamuchy School, Warren County, in an attempt to place in permanent form descriptive material concerning some of the historic sites of this area as it was developed by school children in a study of their own community. The production was finally filmed by the Department of Rural Education of Teachers College, Columbia University. In addition to the States already mentioned, Massachusetts and Georgia indicated interest in the visual education field.

### Provisions for Safety Education

Although there are 31 States which have courses of study or other published materials in the field of safety and 15 States require the teaching of safety, few States mentioned safety programs in their reports. Perhaps the very fact that a course of study exists has resulted in the assumption that the program is adequate. In Louisiana the State department of education gives guidance to a junior safety council, composed of representatives from each classroom, through bulletins published on the organization and activities of such councils. In Nebraska the State department has worked with the Nebraska Press Association in a campaign to reduce losses caused by accidents throughout Nebraska. Although Rhode Island does not have a specific program for elementary education the chief of the division of promotion and supervision felt the need for a safety education course of study. He invited a teacher from each of the State's 65 school units to attend a week of intensive training by the American



Automobile Association and the local auto club, at the Rhode Island College of Education. A course of study was prepared and these 65 teachers head up safety work in their local schools.

### **Library Service and the General Supervisor**

Elementary supervisors take a genuine interest in problems relating to books and libraries. In certain Midwestern States the reading-circle plan of evaluating and making books available to schools at cost continues to be one means of attack upon the problem of providing reading materials for elementary grades. In a description of its educational program Idaho emphasized the importance of the school library. Texas encourages adequate libraries for children and professional reading materials for teachers. In Utah the school library is frequently a cooperative project of the public schools and the local public library. To receive State aid from the equalization fund elementary schools are required to make an expenditure of 25 cents per pupil for reading materials. In Illinois, with the approval of the State department of education, the county superintendent of schools frequently sets up a circulating library in his office. These books are paid for through an assessment of 10 cents per pupil levied on eighth-grade graduates. In Delaware the assistant State superintendent in charge of elementary schools works to improve the library with the cooperation of a librarian at the University of Delaware, the Public Library in Wilmington, and the State Library Commission. Every school, white and Negro, has its own library with all its books properly cataloged.

New Hampshire has established a rural traveling library service for which the elementary school agent of the State department has the responsibility. In 1932, when the State Library Commission decided to discontinue service to rural schools that were too remote for personal contact, the State department of education instituted rural traveling library service for these schools as an instructional aid. Each fall the elementary supervisor makes up a purchase list. The library, which now consists of 4,500 volumes, is housed at Plymouth Teachers College where the assistant librarian gives half time to the responsibility of sending books in response to requests. No set library collection is sent to any one, but the teacher asks for specific titles or describes the kinds of material needed, and may keep the books 2 or 3 months. About 200 boxes of books go out each year, sent prepaid from the teachers college and returned prepaid. From 75 to 90 teachers avail themselves of this service, which provides more material for children in the classroom: (1) Material to supplement regular curriculum work (not textbooks); (2) material for recreational reading.

In Washington, the State department is responsible for carrying out requirements in regard to library standards and selection of library books. These affect all schools of the State. The aid of technically



trained librarians is enlisted on a volunteer basis. County superintendents aid in carrying out publication, distribution, and enforcement of regulations. These services which relate to books and libraries are exclusive of those provided by States which have a division of school libraries.<sup>20</sup>

### Speech Education as a Special Function

Missouri is unique in its interest in speech education. Although established by law in 1931, the program did not begin to function until 1937. The supervisor set up a series of centers or clinics in which elementary school children were examined for defects in speech. Of these boys and girls, 8.47 percent were found to need remedial aid. In 1938-39, 31 directional clinics were held throughout the State. As a result of the efforts of the supervisor 3 of 5 teachers colleges and the University of Missouri inaugurated courses in speech for the 1939 summer session. The supervisor spent a week each at several of these institutions, teaching and holding conferences. The supervisor has prepared a bulletin on speech training in the home for distribution by the Missouri Congress of Parents and Teachers. Also he has held conferences with parents of preschool children. His aim has been to develop not only an awareness of the problems of speech correction but also to encourage good speech, to interest people in the field of speech, and to persuade administrators to set up a speech program in their schools. His working relationships with the division of rural education are informal.

In Rhode Island in speech-education as well as in safety education, a course was given to representatives of the 65 school units who, as a result, were expected to establish speech work in their local schools.

California has a bureau of correction of speech defects and has issued a publication in this field.

### Club Work as a Supervisory Technique

Several States reported guidance for club work of boys and girls in elementary schools. In West Virginia the West Virginia Clubs emphasize State history. In Nebraska the Knighthood of Youth helps to further a program of character education and citizenship. South Dakota has received publicity for its Young Citizens' League which is represented in every county of the State and has a large organization in terms of one-room rural schools. Each year the State group adopts a program of a service nature applicable to the local communities. Over a period of years these projects have included health, bird and wildlife, county museums, music, school newspapers, correspondence with pupils elsewhere, and citizenship running through all experiences as a connecting link.

<sup>20</sup> U. S. Office of Education, Federal Security Agency. The organization and functions of State agencies for library service. By Ralph M. Dunbar, et al. Washington, U. S. Government Printing Office, 1941. (Bulletin 1940, No. 6, Monograph No. 16.)



No doubt there are many other special services in the 48 States. This report, however, is based upon description of practices made available to the visiting groups. Certain of these services may be regarded at their present stage of development as innovating practices. There are indications that within the next 10 years certain of these may supersede in importance a few accepted services which are not in harmony with the modern interpretation of the purposes of elementary education.

### **Miscellaneous Activities Which Represent Trends**

A number of activities received single mention only or such infrequent mention that they cannot be given a separate heading. Since no individual on the State department staff is charged with responsibility for administering these activities, they are assembled here. Because they seem to have significance they are grouped under this very indefinite heading purely for purposes of convenience. Seven States mentioned the use of clinics. Texas has not specified a particular type, and North Carolina has emphasized in its bulletin material the clinic for the preschool child. In the State of Washington the department of education with a committee made up of representatives from State colleges organized a series of traveling clinics (1) to provide for the examination of children with speech, reading, and hearing disabilities; (2) to supply teachers with information that might be used for treatment of these disorders in the regular classrooms; (3) to stimulate the development of remedial classes; and (4) to provide remedial teachers on a permanent basis to deal with these and other educational disabilities. Fourteen such clinics were held throughout the State during 1938-39.

Utah and North Carolina reported, as a definite service of the supervisory set-up, promotion of the organization of professional groups such as the Association for Childhood Education, Department of Supervisors and Directors of Instruction, and Department of Elementary School Principals. In line with this same policy the division of instructional service in North Carolina has encouraged individual teachers to travel and thereby increase the scope of their interests.

New York State points out that by including in a division of elementary education, the bureau of child development and parent education it has been enabled to assume leadership among the States in furthering interests in the preschool, nursery, and early elementary years. At the time of the report there were four public nursery schools in that State. The publications, *Curriculum Guides for Teachers of 2- to 5-Year Old Children*, *Curriculum Guides for Teachers of 5-Year-Old Children*, and *Curriculum Guides for Teachers of 6-, 7-, and 8-Year-Old Children*, indicate the nature of this program.

Both the States of Alabama and Pennsylvania have concerned themselves with the quality of supervision in local situations. One of



the activities listed by the supervisor of elementary education in the former State is that of locating prospective elementary school supervisors and counseling with superintendents in regard to using them to fill positions available. In Pennsylvania a set of suggestive requirements for elementary supervisors has been developed and the recommendation made that in counties having assistant superintendents the superintendent or the assistant be required to meet these standards and in turn be responsible for supervision of his district at the elementary school level. It is proposed to continue this activity more positively and perhaps to make direct contact with the State council of education to help them to see the need in each county office of one person prepared in elementary education.

In Texas the program for elementary education receives support from an advisory committee on elementary education. This committee is composed of 3 members each from the following organizations: Association for Childhood Education, The Department of Classroom Teachers, The Elementary Principals and Supervisors Association, and the County School Supervisors. This committee of 12 members meets once a year for 2 days with the guidance of the State supervisor of elementary education. As a result of their work, during the year 1938-39 a single salary schedule was under way and no school was to be accredited unless the teachers were teaching their major or minor college subjects. There were to be no raises in high school salaries until the elementary salaries should meet the present level of the high school. From that point on all salary raises would be on the basis of training and experience. At the request of this same committee a further committee was named by the State elementary supervisor and appointed by the State superintendent to work out a schedule of teacher training for elementary teachers. A copy of this report went to every county and city superintendent, every elementary principal, and every college—4,000 in all. The county superintendents then called their teachers together and suggested that they consider taking some of the courses listed. This is a volunteer procedure but nevertheless effective.

The beginners' day program in North Carolina is considered by the staff of the division of instructional service as one of the most significant of their activities. It is a State-wide project which has been set up for two purposes. The first is that of securing information concerning the child before actual school entrance, and the second, that of orienting parents. It is believed that such information contributes to the normal progress of a child during its first year in school. In cooperation with the parent-teacher association the division of instructional service plans a 1-day program during the spring term in centrally located schools which are in session. Parents bring the child to school for enrollment, for physical examination, and for introduction into first grade work.



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## Chapter III

### Cooperating Relationships

**S**INCE EDUCATION is becoming more and more a cooperative undertaking in which both professional and lay groups coordinate their efforts, it is desirable from the standpoint of this study to examine the evidences of working relationships between the State elementary supervisor and other staff members and divisions of the State department of education, other departments of State government, other State agencies, and lay and professional groups.

Information is meager on this phase of the State study. Frequently cooperation is indicated as existing, but no descriptions of practice accompanied the statement; or cooperation is implied by the nature of the activity, such as responsibility of the State health department for school sanitation. But in this case the service could be performed without definite working relationships with the elementary supervisor.

#### Cooperation Within State Departments

An analysis of cooperative working relationships within State departments showed two chief types of situations. In State departments where the elementary supervisor was a member of a division of instruction, cooperation was a natural result. In Connecticut, for example, a supervisory council made up of persons in the department of instruction has been set up to consider the instructional program. This group sponsors a weekly meeting of chiefs of the administrative, instructional, and research services with the commissioner of education.

In State departments where the elementary supervisor is responsible to an assistant superintendent or to the State superintendent the coordination of the work depends chiefly upon the interest of the administrator in securing cooperative effort, or upon the supervisor's own initiative. Naturally, the size of the State is a conditioning factor.

In several States such as Alabama and Mississippi the statement is made that a curriculum program designed to improve instruction serves to coordinate activities regardless of the scheme of organization within the department.

Not more than four mentions at the most were given to cooperation with the following divisions or staff members: State director of information and publications who in Georgia plans for promoting and demonstrating motion pictures and radio broadcasts; director of tests and measurements who studied results of achievement tests; the



statistical division; the legal department which in New Jersey operates an educational court of appeal before cases are taken to the regular courts; supervisor of physical education; research division which cooperated on studies of elementary school problems in New York, Vermont, and West Virginia; secondary education which shared responsibility on curriculum and normal training courses; division of school buildings; division of school libraries; teacher placement and certification; division of finance; division of Negro education as in South Carolina where white and Negro supervisors cooperate on county institutes; supervisor of character education; supervisor of health; division of vocational rehabilitation; and the vocational division.

### **Cooperation With Other Departments of State Government**

More evidence was presented to show cooperation of the State elementary supervisor with State departments or boards of health than with any other agency. Half of the States reported cooperation ranging in type from mere indication of some coordination to the situation in Massachusetts where a representative of the health department was a member of a committee studying health problems in the schools; and in Michigan where the instructional committee and the health committee of the division of instruction included representatives from the medical association, health department, and dental association. Individual mentions were made of health departments which furnished materials and information for a curriculum program, supplied consultants for a curriculum laboratory, secured services for a rural school survey, and cooperated with a director of health instruction. In Indiana the supervisor of health and physical education is in the health department with his responsibilities to the State department of education set up in the form of a written working agreement. Certain other illustrations cited showed a degree of relationship, but not necessarily active cooperation.

Cooperation with other departments of State government has been largely from the standpoint of securing materials for curriculum use. This has been true in connection with State highway departments or divisions of public safety, and departments of conservation.

### **Cooperation With Other State Agencies**

Among States agencies with which State departments of education cooperate are those with very diverse interests that make a contribution to curriculum programs. These include such agencies as State game and parks commission, railway commission, conservation commission, State historical society, State traveling library, State educational council, State safety council, State library commission, and



State school boards association. The New Hampshire educational council prepared a safety education report for the State curriculum program.

The State board of public welfare in Illinois shares with a regional supervisor in the State department of education responsibility for problems of the physically handicapped. State schools for the blind, deaf, and feeble-minded under a State board of control, a State board of public welfare, or a State commission are in some States visited as are other public schools. In New Jersey a policy including special advice, mutual reporting, and consideration of blind cases is an illustration of cooperation between the State Department of Education and the State commission for the blind.

Miscellaneous relationships that cannot be classified are itemized as follows: Several midwestern States mentioned cooperation with State fair boards on the annual school exhibit. The Virginia State Planning Board studies birth rate and attendance as they affect elementary education.

Nearly half the States mentioned the helpful relationship that exists with teachers colleges and universities. As described in another chapter many of these institutions have cooperated in relation to curriculum programs. Various types of such cooperation were represented in the following States: Alabama, Connecticut, Delaware, Florida, Georgia, Idaho, Illinois, Kansas, Michigan, Minnesota, Missouri, New Hampshire, New Mexico, Oklahoma, Pennsylvania, Tennessee, Vermont, Virginia, West Virginia, and Wisconsin. Although the plans vary widely, included are the loan of staff members, the establishment of curriculum laboratories and libraries, the setting up of workshops, the dissemination of materials, and work on State committees.

Perhaps the outstanding State agency is that which has to do with textbook selection and sometimes with printing. About 22 States supply free texts, 14 provide for local selection, several States supply books free if the necessary appropriation is made, several States provide for State purchase and loan of books to pupils, and several make no statement on the subject as far as State school law is concerned.

To make these provisions for textbooks 17 States have set up a State textbook commission or committee. In some instances, as in Nevada, the State board of education is the nucleus of the State textbook commission whose membership is completed by the appointment of several other individuals. In 8 instances the State board as such makes the adoptions; in 18 States the district, and in 5 the county, constitute the unit for adoption. To some degree State elementary supervisors have an influence in the selection of texts, although in certain States the adoption may be made on the basis of other than purely educational considerations.



In Montana the State textbook commission is made up of people engaged in different types of school work. In Idaho the elementary supervisor is reported as having a voice in the selections made by the State textbook commission. New Mexico reported close cooperation between the State board of education and the director of the State program for the improvement of instruction on this problem of texts. In North Carolina a textbook commission appointed by the governor and the State superintendent is made up of teachers, supervisors, principals, and superintendents. The elementary group really forms a subcommittee to make its own recommendations. In Oregon a textbook commission made up of school people is appointed by the State board of education. When the commission is to adopt books in a certain elementary school subject, a committee which has been appointed to formulate a course of study in the same field meets with the commission and the State elementary supervisor so that the texts selected may harmonize with the committee report. In Utah the State textbook commission overlaps in membership with the State curriculum committee. The elementary supervisor's relationship may not always be clearly defined, but it is safe to say that when the textbook commission has school people as members, there is opportunity for educational considerations to be emphasized in the selection of books, through an informal type of cooperation.

### Cooperation With Lay Groups

Probably many more lay groups cooperate than were reported by those who contributed to this study. For the most part relationship is indicated but illustrations were lacking. Organizations can be fairly well classified as to type. There are service organizations such as the Rotary and Lions Internationals, the American National Red Cross, and the National Tuberculosis Association; women's clubs such as the National League of Women Voters, the American Association of University Women, and the National Federation of Music Clubs; foundations such as the General Education Board, the Southern Education Foundation, and the Kellogg Foundation; agricultural groups that include the National Grange and the American Farm Bureau Foundation; and other organizations such as the American Legion, the Boy Scouts of America, and the National Congress of Parents and Teachers.

Lay advisory groups, which are organized for the purpose of considering the total educational problems of the State and not elementary education alone, exist as the Lay Advisory Council of Michigan, representing business, agriculture, industry, the professions, civic affairs, the press, labor, and the home; the Council of Auxiliary Agencies in Missouri, which includes representatives of all State or-



ganizations that have an educational program; and the Iowa Council for Better Education, which includes representation from 14 different groups. There seems to be a trend toward emphasis upon cooperation of this type as one of the most important aspects of the program in State departments of education.

### Illustrations of Cooperation on a State Basis

California reported close working relationships within the State department of education, and with certain State departments of government. An enumeration of these evidences will show how complex and interrelated with other programs are the activities of the elementary supervisor.

The chief of the division of elementary education works with the division of certification and teacher training as a member of the commission on credentials which passes on all applications to which the official regulations are inapplicable, and also serves as a member of the State department committee on teacher education.

The divisions of secondary education and elementary education work together to articulate the program of public education. The chiefs of these two divisions are cochairmen of a State-wide committee on *Scope and Sequence of Major Learnings in the Curriculum*, which is designed to promote desirable continuity and to prevent overlapping and duplication of learning experiences. Since about half of the seventh and eight grade children in the State are in traditional 8-year elementary schools and about half in junior high schools, both divisions have an interest in the *Teachers Guide to Development in Early Adolescence*, which is available in tentative form.

Relationships with the division of special education have been more or less informal. The elementary supervisor has attempted to bring problems in the field of special education to the attention of principals, supervisors, and superintendents. Also an attempt has been made to acquaint rural people with the facilities of the State for meeting the needs of handicapped children.

With the division of adult education, relationships have been chiefly with the bureau of parent education. In 1939 plans were already under way to emphasize in conference work with elementary principals throughout the State, methods of establishing parent study groups under the leadership of elementary school principals. The bureau of parent education and the division of elementary education were to be jointly responsible for a series of 6 meetings on the problem. The chief of the bureau was scheduled to prepare 4 articles to appear in the *California Journal of Elementary Education* to further promote the program. Both divisions were to offer field service to principals in inaugurating parent study programs.



The working programs of the divisions of textbooks and publications and elementary education have overlapped frequently. In California, where textbooks have to be evaluated for State publication, selection of textbooks is almost continuously in process. The two divisions previously mentioned, in conjunction with the curriculum commission, set up criteria; evaluate books submitted by publishers; revise materials selected for State publication; formulate policies for distribution; and carry on other similar activities connected with such a program. The division of textbooks and publications is responsible for editing and printing the extensive offerings of published materials that have resulted from the work of the elementary division. Since 1932-33 the chief of the division of textbooks and publications has served as a member of the editorial board of the quarterly magazine, *California Journal of Elementary Education*. In this capacity he has helped also to collect material, particularly research studies, for publication in the magazine. The textbook and publications division performs a similar service for the monthly printed bulletin, *Science Guide for Elementary Schools*.

With the division of schoolhouse planning, the division of elementary education sets up policies for housing elementary schools and examines plans for new buildings. The two divisions work closely together on all conferences to bring continuously to the attention of school people throughout the State the trends in school building construction and equipment. The two divisions now propose to pool their efforts in securing legislation which will make available State funds for school buildings in poor rural districts.

The division of statistics provides the elementary division with basic statistical data. The chief of the division serves as a member of the editorial board of the *California Journal of Elementary Education* and reviews all materials before they are published.

The division of health and physical education works with the elementary division on bulletins and programs.

The division of the State library cooperates continuously in the production of materials on libraries in the elementary school, in supplying books and materials to carry on studies, and in giving service on programs under way. A committee composed of 10 members of the California Library Association, 10 members of the School Librarians Association of California, and 10 educators interested in elementary education have prepared, with the assistance of the two divisions concerned, 2 bulletins, *The Library in the Elementary School* and *Pleasure Reading for Boys and Girls*.

One of the State departments of government with which a cooperative relationship exists is the department of social welfare. Conferences relative to case work on problems arising in either division or on problems of mental hygiene are the usual points of contact.



The department of health, the Federal Soil Conservation Agency, and the United States Forest Service supply curriculum materials.

So far as lay groups are concerned, the State Congress of Parents and Teachers is very active, and works with the State department of education on various projects affecting elementary education. Various public relations groups are contacted from time to time for specific purposes.

These illustrations indicate how intricate the workings of a State department of education may well be when staff members coordinate their efforts effectively as demonstrated in California.



## Chapter IV

### Significant Features of Supervision at the Elementary Level

#### General Problems Recognized by Supervisors

**E**LEMENTARY supervisors were given an opportunity to comment on problems which definitely affect the work which they were attempting to do. The replies have been classified under four main headings: Lack of funds, problems of personnel, problems concerned with the administration of schools, and factors which influence instruction.

The general lack of funds for the development of an effective supervisory program was mentioned in 13 States. More specific items had to do with lack of materials and equipment and of expert assistance, poor schoolhouses, short school terms, and overcrowding in the schools themselves. From the standpoint of the office of the State elementary supervisor there were 18 mentions of lack of staff, 7 of lack of printing funds, and several mentions each of lack of travel funds and lack of secretarial help.

In a number of States the problem of personnel was frankly stated. Some criticisms were made of current types of teacher training, of the lack of well-trained rural teachers, and of excessive teacher turnover as in one State, where of 5,540 rural teachers, 46.5 percent were teaching their first year of school. Also, the fact that in a number of States the county superintendent must run for election frequently on a party ticket, serves but a short term, and is comparatively poorly paid creates a problem for the elementary supervisor from the standpoint of continuity of a supervisory program.

A few comments concerned the administration of schools and included such items as: Employment of a high-school-trained administrator for an elementary school position; the existence of too many small schools; the need for standards for the kindergarten; and inadequate coordination of special fields.

As a group, supervisors of elementary education in State departments face their problems frankly, recognizing the fact that the underlying causes are not within their control. An analysis of the basic causes in many instances leads back to the need for equalization of educational opportunity for communities within the State, and from State to State; to the necessity of rethinking teacher education curricula on a national as well as a State-wide basis; and to the type of administrative organization in State departments of education and in



other State educational units that will make possible continuity in supervisory effort.

### Problems in the Organization of Supervision

The history of elementary school supervision in State departments of education covers essentially the period 1900-40. It has developed gradually and has been influenced by the changes which the entire concept of supervision has undergone during that period. From interpretation of supervision as inspection to supervision as promotion of professional growth is a long step forward. It is impossible to say that the latter has replaced the former, although the majority of State supervisors would accept it as the basic principle on which current programs are organized. The concept of supervision as promotion of professional growth has resulted in the multiplication of duties and responsibilities of the State elementary supervisor. Real progress has been made in developing cooperative working relationships of elementary supervisors with all levels and types of education, especially in States where the elementary supervisor is a member of a division of instruction. In States where county or regional supervisors or helping teachers are available, general objectives may be set up on a State-wide basis, but supervision is decentralized to the extent that each local unit determines the most helpful means to reach the goal in each particular community.

States which were pioneers in the field of elementary school supervision, such as Wisconsin and Connecticut, have strong supervisory organizations today. But so do others which initiated this service at a later time. The complex factors which condition the quality of supervision are many and varied and they operate in different ways, dependent upon the professional viewpoints of the State superintendent and the State elementary supervisor and the nature of their working relationship. Furthermore, the type of authorization for State elementary supervision seems to have little significance in relation to the quality of the supervisory program.

The need for supervision in the form of educational leadership is currently accepted in many quarters. The adoption of such a point of view implies that a State elementary or other supervisor will so organize a program that there will be flexibility in working relationships and in types of programs. Situations will be created to bring out the contributions of local leaders to the solution of their own and State problems. Materials will be made available and schools will be kept informed concerning current developments significant to the elementary field. Services of all school officials will be utilized to the fullest possible extent, regardless of titles and authority to supervise, in the development of an adequate State program for supervision at the elementary school level.



## Purposes of Supervisory Objectives and Activities

The chief objective of the State elementary supervisor's program is the improvement of actual practices in the hundreds of classrooms within the State. Because of the fact that there is frequently only a single supervisor to several thousand teachers the relationship is of the long-range type. The means used to reach out into classrooms, therefore, must be varied in appeal, purposeful, practical, continuous rather than sporadic, and so organized as to call for participation on the part of the individual teacher.

In terms of the general classifications made in this chapter, most of the activities of State elementary school supervisors can be listed in a few major categories. But within these categories, such as the conference, for example, various modifications are made to meet the needs of local situations. Many of the activities reported have been repeated from year to year, but this fact does not mean that there is necessarily a long-time program in the true sense of the word. Programs that are actually planned in advance for a period of several years are not numerous, except in the field of curriculum. Those activities which represent innovating practices, such as use of the radio, development of educational clinics, inclusion of laymen in school program planning, speech education, and others indicate significant trends to be watched in the future.

The interrelation of activities is evidenced in programs which combine all types of supervisory procedures. This happens most frequently when curriculum is made the center of interest, with conferences, cooperative relations with teachers colleges, demonstrations, research, visitation, publications, and personal contributions interwoven as parts of a complex process. Gradually in some States, rapidly in others, supervisors are emerging from their compartments of subject matter or function to cooperate with other supervisors or divisions in developing a program of research, community study, publications for teacher guidance, or similar activities.

The relationship between activities and objectives is not always evident in the reports received. Such connection was clearly shown by certain States which emphasized as an objective, effective working relationships with school boards. These same States reported a type of school board conference in which the essential purpose is to understand the job which the school is attempting to do. Similar connection is evident in the objective which aims at child study, and activities which center about possible modifications in school organization and instructional programs, based upon surveys of practice as it affects children. In such surveys the teachers are active participants. Objectives are less tangible than activities and more difficult to arrive at than are other elements in a State elementary supervisor's program.



Yet the ability to generalize is necessary both to the individual and to the group in order to define essential purposes that are to be realized through diverse activities.

Perhaps the most significant element in the activities that have been described has to do with the emphasis upon the democratic process as a means of getting work done. Over and over again cooperation was the most important factor stressed in the whole State program. Supervisors consider the values derived from working together as important as classroom procedures, since eventually the cooperative approach becomes a part of the teacher's technique in working with children as well as with adults.

Activities of supervisors, then, are essentially alike in the 48 States, although the pattern varies somewhat according to the geography of the State; the nature and organization of the State department; the number of persons on the elementary supervisory staff; the length of time supervision has been in existence in the State department; the funds available; and the philosophy of education held by school people and other citizens of the State. The number and variety of activities is only a partial index to the helpfulness of a State supervisor's program. In evaluating the total program of a State supervisor of elementary education the frequency of use, the special features of the service, and the genuine educative value are of equal significance with range and frequency of activities.

### Place of Cooperative Working Relationships

Cooperative working relationships of the State elementary supervisor may cover a wide range of individuals and groups. To the extent that these can be made functional rather than perfunctory, such contacts are valuable to the educational program. Although the supervisor's own initiative and individual effort may bring about a degree of coordination, it is essential that the administrator, whether he be head of the division of instruction or State superintendent, open up the avenues and create the situations that make cooperation not only possible, but desirable and imperative. From such cooperative efforts developed first within the State department of public instruction, it is easier to build up working relationships with other departments of State government, State agencies, and lay groups.

Information presented on the report forms indicated some cooperative relationships within State departments of education, but not nearly so many as might be expected from a survey of practices in the 48 States. Where divisions of instruction had been organized evidence showed more cooperative working relationships than in other situations. With departments of State government other than health, cooperation existed chiefly in the form of joint production



of curriculum materials. Excellent illustrations were given of various types of cooperation on the part of State teachers colleges and universities. Types of working relationships with lay groups were not described except for the total educational program, of which elementary education is one part. This phase of the State study was less productive of specific illustrations, except for the report from California, than any other activities that were explored.

### To Sum Up

Any attempt to focus attention upon certain features of supervision at the elementary school level necessarily overlooks some types of contributions not because they are of little value, but rather because only those items can be stressed that have particular significance for educational programs in all of the 48 States. The two significant trends in present programs are the various plans being used to bring about localization or decentralization of supervision and the cooperative working relationships that are in the process of development within State departments of education.

The localization of supervision as it is termed here may be expressed in a variety of ways. It may also be thought of as decentralization of State supervision, or as more adequate supervision brought about by an increase in staff. Under such a plan, the State elementary supervisor has responsibility for professional leadership, but not for the detailed working out of plans in each section of the State, in the county unit, or in the local community. For the State as a whole, he has a knowledge of the types of programs being developed by regional, county, or local supervisors, by a county or city superintendent, or by a principal. Such programs are in line with the known objectives of the State program which may be set up for a year's time or for a period of years. The supervisor can give guidance by helping to formulate these objectives, by recognizing the need for their modification from time to time, and by checking objectives against results on both a yearly and a long-time basis.

When the responsibility for developing an adequate program in supervision rests with a local group there is no feeling that any activity owes its existence to dictation from above. Rather the means used to further any given objective represents an individual contribution to be shared with other professional workers through conferences or publications.

The best opportunity for making real gains in elementary education seems to lie in the second noteworthy feature, the cooperative working relationships. Until the so-called circle of poor instruction, poorly trained teachers, and inadequate training programs is broken, no acceptable program of education can be expected. Until teaching



becomes a real profession, the classroom will still be used as a stepping stone to other interests because of the comparatively poor remuneration for a lifetime of teaching, and the lack of genuine feeling that teaching is the most important work that the individual can do. All groups, professional and lay, that are concerned with having good instruction in the schools, must cooperate to analyze, modify, experiment with, and evaluate any educational program proposed.

A State elementary supervisor can make use of many individuals and groups in relation to an instructional program. When he works closely with (1) members of State education department staffs, (2) professional organizations in elementary education, (3) State teachers colleges, and (4) lay groups having an educational program, he is developing a foundation for a new concept of elementary school supervision. In fact, when the program is so coordinated that the elementary supervisor makes a contribution to a total educational program for the State, grade level lines disappear so that purposes and objectives are continuous from pre-school through adult life.

Insofar as these two features, localization of supervision and cooperative working relationships, have developed or are in the process of development, they seem to represent the most significant trends in State supervisory programs at the elementary school level.



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