

# MONOGRAPH 7

Supervision of  
Instruction as a Function  
of State Departments  
of Education

By KATHERINE M. COOK  
Chief, Division of Special Problems

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PAUL V. McNUTT, Administrator

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JOHN W. STUDEBAKER, Commissioner

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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 United States Office of Education, in presenting this series of monographs, has attempted to point out those common elements, to analyze the differences, and to present significant factors in State educational structure. In so doing, it accedes to the requests of a large number of correspondents who are students of State school administration and who have experienced the need for the type of material offered in this series.

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

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

The 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.

This monograph aims to give a general overview of State supervision for the improvement of instruction for the United States, the staff organization employed for the purpose within State departments of education, the objectives set up by the staff, and the procedures followed for attaining them. The growth in State supervisory staffs, the parallel developments in supervisory practice, with trends in both, are also discussed, with some comments and conclusions based on the study as a whole.

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 United States Office of Education expresses its deepest appreciation. Without their wholehearted cooperation the publication of the series could not have been realized. The entire project is an example of coordinated action, both on the part of Office of Education staff members who have participated in it and on the part of State officials who gave so generously of their time and effort to supply the needed information and materials.

BESS GOODYKOONTZ,  
*Assistant U. S. Commissioner of Education.*

## Introduction

**T**HIS STUDY is one of a series of coordinated studies by the U. S. Office of Education staff concerned with the organization and functions of State departments of education. It is one of seven devoted to supervision and the improvement of instruction. Its purpose is to give a general overview of the responsibilities of these departments in the field indicated to the public schools of the respective States; the staff organizations developed for discharging them, and the procedures followed for the achievement of the established objectives. It is concerned with supervisory programs as a whole. Other units in the series will describe in greater detail the kinds of supervision—elementary, secondary, special field, or subject—as they operate in the several departments.

In order to give a background of understanding of present plans and practices, a brief sketch of the development of State supervision is presented. Certain conditions influencing the establishment and scope of State supervision, including legal authorizations for the supervision of instruction as they are found in the several States and certain important considerations concerned with personnel assigned to instructional functions are also presented preceding the main section of the study which concerns the organization for and programs in instructional supervision under way in State departments in 1939.

The information, unless otherwise stated or other authority cited, is chiefly that collected in personal interviews by members of the U. S. Office of Education staff who visited the State departments of education, verified and supplemented by publications of the departments: Annual and biennial reports, State educational directories, printed compilations of State school laws, and the like. The visits were made in 1939 and the publications referred to generally preceded that date in preparation. There are, therefore, some States in which changes in organization and programs have been made since the information was collected. This possibility is especially applicable when the organization charts presented in this study are considered. In a few States, changes under way were not fully effected as described here; in others, the absence of the chief State school officers or staff members resulted in incomplete information. In general, however, it is believed that the information is as accurate a picture as one can reasonably expect to secure of the situation for the country as a whole.

It is hoped that this study will be helpful for reference purposes and that officials interested in instructional supervision as provided by State departments of education will find the information presented herein suggestive in furthering improvements in their own programs when changes in organization or practices appear desirable.

# Chapter I

## The Development of State Supervision

### Early Conceptions of Supervision

**W**HILE the State superintendency preceded in establishment the city superintendency and evolved from a different "primary cell," as Hinsdale<sup>1</sup> expresses it, in objectives and functions, the two offices probably always have resembled and still resemble each other more closely than any other two educational administrative offices in our public-school organization. School supervision, as we understand it, is peculiar to America and even here is of relatively recent origin. The American superintendent of schools is said to occupy a position "wholly unlike that of any scholastic officer in any European country and combines within himself the character of a minister of public instruction, an inspector of schools, a licenser of teachers, and a professor of pedagogy."<sup>1</sup>

New as is the school superintendency, its present development through the still evolving functions we now associate with it, both city and State, is still newer. Indeed this development is quite revolutionary judged from the original purposes for which either office was established. The present conception of supervision as one of the functions of the superintendency, involving the improvement of instruction through the growth of teachers professionally rather than through school inspection, or standardization in its usual interpretation, is still in the process of development. Yet in its essence, that is, in helping teachers to improve instruction, it was one or became one of the objectives of the school superintendency early in the history of the office, both city and State, as we shall see.

It is only about 100 years since the first full-time city superintendent was employed in the United States. The functions evolved not from those of teaching but from those performed by the early school committees or boards. In the early part of the nineteenth century as the complexity of city school systems increased and the demands became more specialized and more numerous, the functions of school boards were delegated to smaller units, to special committees, and finally to paid officers, the school superintendents. "The power to supervise the school or schools lodged by law in the town committees or district boards is the primary cell from which the school superintendent has evolved."<sup>1</sup>

<sup>1</sup> Hinsdale. *Studies in education: Science, art, history*. New York, Werner School Book Company, 1906.

In the early colonial history of Massachusetts the general supervision of the schools was assigned first to the town itself, then to the selectmen who were the town administrative officers. These gave way in 1789 to the school committee as an advisory body for conducting town school affairs. A town committee to inspect schools had been provided in many towns prior to 1789. In that year inspection was legalized and in 1847 it was made compulsory. At the same time the local school districts were authorized to select and employ their teachers. Later a school committee elected one of their number to act as supervisor of common schools at a stated sum per diem. This officer received a small amount only, was a business or professional man with many other duties, and usually with no aptitude or training for the work of supervision even as it was then understood. In many cases the arrangement was as unsatisfactory as when the supervision was done by the selectmen. The result was that the selectmen were later permitted to engage for this work someone not a member of the board, thus laying the foundation for the development of the school superintendency as a profession. While Springfield employed a superintendent of schools as early as 1840, and was the first city in the State to do so, it was not until 1851, when Boston engaged a superintendent of schools, that the position of city superintendent became a permanently established one in Massachusetts.<sup>2</sup>

While it may seem that supervision was really inspection, was concerned with business affairs, and carried on through a cursory type of visitation in those early years, the value of developing the instructional program through supervision was not wholly unrecognized. Reller in *The Development of the City Superintendency* quotes from a report made in 1828 of a special committee of Providence, R. I.; apparently an early type of survey committee, to the effect that "unless the schools be visited frequently and examined thoroughly and unless the school committees determine to give to this subject all attention and reflection and labor necessary to carry the system of education to as great a degree of perfection as the case demands everything will be fruitless. Without this every plan of education will fail and with it almost any may be made to succeed."<sup>3</sup>

Again referring to early reports from New York and Massachusetts cities in the 1850's Reller reports on the changing duties of the school committees delegated to the superintendent stating that they were due among other things to "the development of more capable professional employees."<sup>3</sup> He assures his readers that "from the very beginning there were evidences that school superintendencies set the educational above the business functions."

<sup>2</sup> Cook, Katherine M., and Monahan, A. C. Rural school supervision. U. S. Department of the Interior, Bureau of Education, Bulletin 1916, No. 48.

<sup>3</sup> Reller, Theodore L. Development of the city superintendency of schools. Thesis, Yale University, 1904. Published by the author, Philadelphia, 1935.

If one seeks to discover accurately when supervision, as we now understand it, originated or became accepted practice among the State department staffs, he must seek it in a more comprehensive analysis of the duties performed rather than size of staff, titles of the officials concerned, and other criteria which are within the scope of this study and to which it must be confined. In the meantime it is of interest to trace briefly representative developments within these limitations through the growth of the chief State school office in size, number, and type of duties assumed; its changing legal functions; some of the influences responsible; and their combined effect on the evolution of State supervision as a specialized function.

### The State and Supervision

State supervision and the office of the State superintendent or chief State school officer developed earlier and more rapidly and from different functions than that of city supervision and the office of the city superintendent. Whereas the latter office grew out of duties assigned to school boards which were concerned, at least in part, with supervision of instruction, the former grew out of business and clerical duties since these were the most numerous and important of the functions of the early State superintendents. State school systems did not pass through the school board stage that characterized the development of the superintendency in cities. Indeed State boards of education responsible for State school systems with functions and responsibilities corresponding to those of city school boards are even yet found in relatively few States.

Growing business and financial duties concerned with schools, though often somewhat indirectly, were those chiefly instrumental in the creation of a separate office of the chief State school officer. Dr. Pickard<sup>4</sup> gives the setting aside in 1785 by Congress to certain States of one section out of each township and later of other townships for schools and universities, the credit for laying the foundation for State support and State supervision. When lands or funds were transferred to States, or provided by States for educational purposes, supervision of their sale or management was required of some State official.

In some States these officials were school land commissioners; in others the duties were performed by State officials whose major service was in another field—the State treasurer in Colorado, the secretary of State in New Jersey, the Governor in Oregon, are examples. By degrees, however, the entire time of a State official was required and a distinct department of education provided, presided over by a commissioner, or secretary of a State board of education where one

<sup>4</sup> Pickard, J. L., *School supervision*. New York, D. Appleton Company, 1890. (International education series.)

existed, or by a State superintendent who devoted full time to school affairs.

Following this development a number of States felt that a moral obligation was imposed on them by Congressional land grants to organize within their borders a State system of schools, coordinating and unifying the scattered local systems, and proceeded accordingly, or took steps in that direction. Other States, even without such grants, felt the need for some unification and took similar action. Still others followed the example set by these States; particularly is this true of those newly organized States in the West and Northwest.

The early duties of the chief school officer were concerned with the administration of school lands and funds and with the organization and general oversight of the State systems resulting, at least in part, from the establishment of such funds and land grants. These duties increased in number and developed new and unexpected aspects as the population increased—and in the days of our early settlement this increase was widespread and rapid. The chief State school officer, in line with both general and educational development, gradually became not only a necessary official in all States but an increasingly important one. The duties, too, changed in character, becoming more and more concerned with educational progress, the collection of educational statistics, advice on school legislation, unification of school work through visits and addresses, and similar activities.

New York was the first State (1812) to enact a law contemplating a permanent State system and creating the office of State superintendent of common schools. Gideon Hawley was the first State superintendent and held the office for 9 years, when it was abolished and the secretary of State became ex officio superintendent. The office was revived, however, in 1854. In the meantime 15 other States had established a State office of superintendent of schools, though not always by that name. These States, with the date of the establishment of the office, are as follows: Maryland, 1823 (abolished 2 years later); Vermont, 1827; Pennsylvania, 1834; Tennessee and Michigan, 1836; Massachusetts, Kentucky, and Ohio, 1837; Missouri and Connecticut, 1839; Iowa, 1841 (abolished and revived twice before 1864); Rhode Island, 1843; New Jersey, 1845; New Hampshire and Maine, 1846; Wisconsin, 1849.

While the need for a chief State school officer was recognized chiefly in connection with financial, business, and statistical functions, and the growth of such functions is primarily responsible for the development of the office, yet it appears that the supervision of instruction was from the beginning recognized as an important responsibility of the State office. This seems to be implied in the statement of William T. Harris that "Massachusetts established

<sup>1</sup> Cook and Monahan. Op. cit., p. 8.

the first State superintendency worthy of the name." "Here," he continues, "Horace Mann entered on his educational career in June 1837 as secretary of the State board of education. His work is a perennial example of the value of good supervision."<sup>6</sup> Such other pioneer State superintendents as Gideon Hawley in New York, John Davis Pierce in Michigan, Henry Barnard in Connecticut must also have set an example which could not but influence other States both in the selection of persons of high prestige to fill the positions and in the type of duties performed in relation to the improvement of the schools including instruction. Indeed, the establishment of a State school system, however rudimentary its beginnings, implied supervision and the development of a State office to provide it, however slow, was an inevitable eventuation. It may be assumed then that certain supervisory functions of the type now recognized as professional were performed by State superintendents, at least some of them, from the inception of the office.

The next step in the development of the office was concerned with the provision of a professional staff. However, this did not come quickly nor easily. While among the early State superintendents many were educators of ability and wide experience, they had few or no professional assistants. Massachusetts seems to be an outstanding exception. In a report of the United States Commissioner of Education for 1880 we find the following: "Massachusetts, since 1850, has had agents to assist the State superintendent in visiting the schools. A State director of art, serving in 1880, has had supervision of drawing in the public schools since 1871." However, there is little available evidence to the effect that, beyond exceptional instances such as Massachusetts offers, professional assistants were added to the chief State school officers' staff much before 1890,<sup>7</sup> nor that professional supervision was among the duties universally or even commonly assumed before that date.

In 1880 J. H. Smart prepared for a committee of the National Superintendents' Association a report on *The Best System of Schools for a State*<sup>8</sup> in which the duties of the 38 chief school officers functioning at that time were analyzed.

In general, these duties as he found them in 1880, were concerned with reporting to the legislature; visiting counties or regions annually; construing school law and hearing appeals; apportioning funds and collecting statistics. In only a few States do the functions as given seem professional in nature. In four States—Arkansas, Minnesota, Nevada, and Oregon—the duties included holding an annual institute; in Ohio and Wisconsin, supervision of institute work; in Iowa, Nebraska,

<sup>6</sup> Pickard. Op. cit. In Preface.

<sup>7</sup> Cubberley, Ellwood P. *State school administration*. Boston, Houghton Mifflin Company, 1927.

<sup>8</sup> *Best system of schools for a State*. Report of a committee of the National Superintendents' Association. Prepared by J. H. Smart, chairman. Indianapolis, 1880.

and New Jersey, visiting and addressing county normal institutes; in New York, supervision over teachers' institutes. In Delaware, Massachusetts, New York, Rhode Island, Virginia, Oregon, and Kentucky, the duties included "visiting," "supervision," or "general supervision" of public schools. In one State—Kansas—the chief school officer was authorized to appoint an assistant superintendent, and in one State—Maine—to "prescribe studies" for the common schools. In Arkansas, Kansas, and Wisconsin he recommended textbooks; in Nebraska, Rhode Island, and South Carolina he prescribed textbooks. In eight States he issued State certificates. In general, the examination and supervision of teachers were among the functions of local superintendents. Delaware was the one exception.

### Development of State Department Staffs

Massachusetts seems to have pioneered the way to supervision, both in the type of work performed by the chief State school officer, Horace Mann, and in the development of a professional staff to make it effective and State-wide.

The United States Commissioner's report for the year 1881 presents a discussion of State supervision which indicates that the need for supervisors with functions resembling closely those now considered supervisory was beginning to be felt on a national scale. "Theoretically," states the Commissioner, "a supervisory agency is included in the school systems of the several States; practically, the service is wanting in the rural districts with few exceptions . . ." The most significant record<sup>9</sup> of that year is said to be the report of the Massachusetts State Board of Education, "which body has been earnestly endeavoring to devise a plan for efficient supervision of the schools of the State." In its report for 1880-81 the province of the board in respect to supervision is stated. "The board does not ask for direct management or administration, but officials to carry on further and more fully the work, now in part undertaken, of diffusing knowledge concerning the best modes of management and of collecting information respecting the actual condition of schools . . . Two such officials, termed agents of the board, have been employed for several years. The plan adopted by them indicates the character of oversight which ought to be extended to all schools of the country." The outline of the plan, which follows, includes investigation of: (a) Course of study (branches); (b) means of teaching, as apparatus, libraries, and reference books; (c) results, including reading, alphabet with elementary sounds, spelling, language, geography, numbers, etc.; (d) teachers and teaching, methods of teaching, physical training, moral instruction . . . "Visits to these (schools) were made not only for the purpose

<sup>9</sup> Annual Report, U. S. Commissioner of Education, 1881.

of inspection but also for the purpose of teaching in the schools and addressing the teachers and people."

In 1884 Massachusetts reported to the U. S. Commissioner of Education<sup>10</sup> "three officers styled agents of the State Board of Education whose duties are to visit the different sections of the State, inspect schools, hold institutes, and stimulate school officers and teachers to do effective work." In 1889-90 the same State, through its State Board of Education, reported 6 supervising agents.<sup>11</sup> Their duties were "to awaken public sentiment in all matters of education, to suggest to teachers and school authorities improved methods for the organization and government of public schools as well as for the actual work of teaching." These agents, the report continues, were "men of high intelligence and special fitness for their work. Most of them have been long in the service of the board and have increased their qualifications by valuable experience." The report leaves little doubt that Massachusetts, even at that early date, had found the way to State supervision; that it was of a professional type directed toward the improvement of instruction and performed by a staff definitely assigned to achieve the purposes indicated.

During the decade between 1880 and 1890 a beginning was made in many State departments, as it had been in Massachusetts, toward the possibility of State-wide supervision. By 1890 these departments had begun to build up a staff of assistants, professional and clerical. Ten States reported deputy or assistant superintendents, one of which, Pennsylvania, reported two such officers.<sup>12</sup>

At least 4 States, 3 besides Massachusetts, employed in their State departments officials whose duties appear to be of a professional nature: In New York an inspector of teacher training; in Connecticut a supervisory agent "assigned to the work of examination"; in Wisconsin an inspector of high schools—the first State to establish the position as a function of the State department of education. Massachusetts, as indicated, reported 6 supervisory agents. In that year State department of education staffs for the United States as a whole numbered 85, or an average of somewhat less than 2 per State (44 States had State education departments; 2—Delaware and Maryland—had not). Of the 85, 60 were clerical assistants, porters, and messengers. The other 25 were deputy or assistant superintendents, chief clerks, supervisory agents, high-school inspectors, and teacher-training inspectors. The supervisory agents and inspectors were in 4 of the 11 States in which there were 3 or more staff members in addition to the chief State school officer. New York, Massachusetts, Pennsylvania, Illinois, Texas, California, each with 4 or more staff

<sup>10</sup> Annual report, U. S. Commissioner of Education, 1884-85.

<sup>11</sup> Fifty-fourth annual report of the Board of Education, Massachusetts, 1889-90.

<sup>12</sup> Schrammel, Henry E. The organization of State departments of education. Columbus, Ohio, The Ohio State University Press, 1926.

members (New York, 13) in addition to the chief State school officer, had staffs large enough to justify the expectation of professional supervision.

Of the 25 professional staff members reported in 1890, 11 were deputy or assistant State superintendents; 3, chief clerks; 2, attendance officers; 7, supervisory agents; 1, a high-school inspector (Wisconsin); and 1, a teacher-training inspector (New York). Six of the 7 supervisory agents were in 1 State, Massachusetts. There were still 16 States with but 1 staff member, in addition to the chief State school officer; 8, with 2. Nine States had none beside the chief State school officer—indeed, the 1-man State department did not disappear until after 1910.<sup>12</sup>

Little change took place in the size of State department staffs during the next 5 years. The number of States having 2 staff members increased from 16 in 1890 to 17 in 1895; the number of States with but 1 staff member decreased from 9 to 6. In New York, 1 staff member was added during this period, making a total of 14, the State department having then, as now, the largest staff among States. The median number of staff members for all States remained the same, namely, 2 members per State. Total staff members, including the chief school officer, in 44 States in 1890 was 129; in 1895 (46 States), 155, an increase of 26. By 1900, 1 additional State reported, all reporting an addition of 22 to the total State staff membership. Six of the 22 were added to the staff in New York, now grown to 20 persons. By 1905 the total number had increased by 42—Wisconsin, Michigan, and Connecticut apparently making the largest gains and accounting for 22 of the 42 total additional membership.<sup>12</sup>

*Pennsylvania as an example of development.*—The development of the professional functions of the superintendent's office and of a staff to make supervision possible in Pennsylvania is probably reasonably representative of development of the superintendencies in a number of States (Massachusetts appears to be an exception).

In Pennsylvania the early superintendents of schools were also secretaries of the Commonwealth. Although separation of the two offices was advocated for many years it was not until 1857 that it was finally consummated. From 1838 to 1852,<sup>13</sup> the superintendents were lawyers. The law did not require them to "visit schools, instruct teachers, or lead the educational forces of the State." They were chiefly office superintendents, combining the duties of Secretary of the Commonwealth with those of the superintendent of schools and could not devote any extended time to supervision of schools. Schools were in the hands of district school boards with very little help from the State officials at Harrisburg.<sup>13</sup>

In 1852, however, an experienced educator, H. L. Diffenbaugh, was appointed chief clerk of the school department and in 1855 he was

<sup>12</sup> See footnote on p. 7.

<sup>13</sup> See footnote on p. 9.

made deputy superintendent of common schools under the provision of the law of 1854, apparently the earliest important step toward professionalizing the department. In 1857 the office was made an independent one and the deputy superintendent became superintendent. The staff at that time consisted of a superintendent, deputy superintendent, two clerks, and one messenger. In 1866 Wickersham was appointed to the position of State superintendent of schools—a position which he held for 14 years and 5 months—thus definitely establishing the professional status of the office in Pennsylvania.

Undoubtedly during Wickersham's incumbency the professional aspects of the services of the office were further developed. Supervision as it was then understood soon became an important function. In his report to a senate committee in 1869 Wickersham describes the character of the duties of the school department as follows: The department "holds important relations with all teachers in the State, 17,000 in number; with 12,000 school directors, giving them advice and instruction; with county, city, and borough superintendents, watching their work, calling conventions for their election; visiting normal schools and approving their courses of study, issuing instructions, and giving information and advice concerning schools to every citizen." In 1873 an additional deputy was selected who visited many schools and gave instruction in a number of teachers' institutes. During the year which elapsed between authorization of the position and the appointment of the deputy, several prominent educators were appointed temporarily "to attend teachers' institutes."<sup>13</sup>

Wickersham served until 1881 as superintendent of schools in Pennsylvania. His staff consisted of 2 deputies, 3 clerks, and a messenger. No additional staff members are reported in 1890.<sup>14</sup> In 1895 and 1900, however, 1 additional staff member is reported; in 1905, 2 additional; in 1910, 2 more, making a total of 11, exclusive of the superintendent. In 1915, the staff was enlarged to a total of 22, including 2 deputy superintendents and the following who appear to have supervisory duties: 4 high-school inspectors, 1 expert in agricultural education, 1 expert in industrial education, and 1 expert in drawing. There were also 3 examiners and 3 school visitors.

### Development of State Supervisory Staffs

One cannot, of course, judge the development of professional supervisory staffs on the basis of size of the whole department although

<sup>13</sup> Wickersham, James P. *History of education in Pennsylvania*. Lancaster, Pa., 1886. (Published for the author.)

<sup>14</sup> Schrammel. *Op. cit.*

it is an important consideration—it at least indicates the possibility of one or more staff members with time available to devote to instructional functions. Nor can one judge the type of function performed conclusively by the titles of staff members performing them. Allowance must be made for the interpretation placed on the word supervision, especially during the pioneer stages of its development, and the lack of available information on the actual functions performed, not to say the manner in which they were performed. Legal provisions concerning powers and duties assigned to the chief State school office form an added criterion, again like the others mentioned, not in itself conclusive. However, these factors together may at least be considered as straws in the wind pointing the direction in which a movement was under way.

Events without as well as within the immediate educational world were conducive also to further development of State departments of education. The decade from 1905 to 1915 was a progressive one both from the point of view of building up the staffs of State departments and that of increasing recognition of the importance of instructional functions assigned to them. The increase in school enrollment, especially in high-school enrollment, was among the most significant of many signs of educational progress affecting supervision from State departments. Interest in the welfare of rural communities, including the improvement of social and educational conditions, particularly of rural schools which was given unprecedented emphasis through the Roosevelt Country Life Committee, also had an influence on State supervision. This is shown by the number of supervisors of rural schools appointed before 1915. Private funds, especially the General Education Board, contributed liberally to the growth of supervision. The latter adopted a plan of financing supervisors or agents to be placed in State departments of education working in specific fields but under the direction of the chief State school officers.

Laws affecting education passed during the period show a decided trend toward increasing the authority and prestige of State departments of education. Let us look into certain provisions embodied in these laws, comparing them with those previously referred to as of 1880. The legal duties commonly assigned to the chief State school officers in the several States in 1915 indicate progress in two important directions; first, toward recognition of the need for State-wide educational leadership from the departments of education, and, second, in the character of the functions assigned, replacing or supplementing those of a business and clerical type with those professional in nature, many being definitely concerned with the kind and quality of instruction offered in the public schools. Among legal functions of these officers common among States at this time are those concerned with textbook selection; with inspection and rating of high schools; with

prescribing courses of study for elementary and secondary schools; with assisting school boards and superintendents in the introduction of vocational training; with appointment of county superintendents (1 State); with the issue of circulars to school officers relating to the conduct of their schools. In at least 37 States the chief State school officer was at this time a legally constituted member of important boards, such as, State board of education, State board of examiners, State boards of control of higher institutions, and the like.<sup>15</sup> Obviously these duties, especially those concerned directly with instructional functions, imply the necessity of professionally prepared persons as members of the chief State school officer's staff.

In a number of States, funds from State sources for relieving local taxation or for stimulating good practices were provided by 1915 and responsibility for distribution and accompanying inspection to insure that prescribed standards were reached was located in the chief State school officer. State appropriations increased the feeling of need for better organization of schools and of more effective supervision from State departments of education. Distribution of funds, especially of stimulating funds, usually implies inspection of schools and leads to the employment and assignment of State department personnel to the inspection and supervision of recipients which necessarily results.

Causes of the kind indicated, together with growth of high-school enrollment, led to the appointment of high-school inspectors during this period in an increasing number of States. By 1910 there were such officials in at least 5 States<sup>15</sup> and by 1915, in at least 23. From at least 20 States, supervisors of rural schools whose appointment resulted in part from the cause previously indicated, were reported to the U. S. Office of Education in 1915 and agents or supervisors of Negro schools from at least 4 States. Indeed, supervision from State departments of education was well under way by 1915. This is indicated by the number of staff members, judged by title, as reported to the Office of Education in that year. The following table enumerates these officials by State and title.<sup>16</sup>

<sup>15</sup> Schrammel. *Op. cit.*, table XXV, p. 66.

<sup>16</sup> United States Department of the Interior, Bureau of Education. *Organization of State departments of education*. By A. C. Monahan. Washington, U. S. Government Printing Office, 1915. (Bulletin, 1915, No. 5.)

<i>State</i>	<i>Title</i>	<i>Number</i>
Alabama	Rural school agents	2
	High-school inspectors (paid by higher institutions)	2
Arkansas	Secondary education (Professor of, not paid by State department)	1
	Supervisor of rural schools	1
	Associate supervisor of rural schools	1
California	Commissioner of secondary schools	1
	Commissioner of elementary schools	1
	Commissioner of industrial and vocational education	1
Connecticut	Supervisory agents (may not be paid by State)	30
	Supervisors of agriculture	2
Florida	Rural school inspectors	2
Georgia	Rural school agent	1
	Special supervisor for Negroes	1
	State supervisor of rural schools	3
Illinois	Inspectors of country and village schools	2
	High-school inspector	1
Indiana	High-school inspector	1
	Vocational supervisors	2
Iowa	Inspector of normal training high schools	1
	Inspector of rural and consolidated schools	2
	Inspector, State-graded high schools	2
Kentucky	Inspectors of schools	2
	Supervisor of secondary schools	1
	Supervisor of rural elementary schools	2
Louisiana	High-school inspector	1
	Rural school inspector	3
Maine	Agent for schools in unorganized townships	1
	Inspector of high schools	1
	Supervisor of practical arts	1
	Supervisor of household arts	1
Maryland	Supervisor of secondary agriculture (State Agricultural College)	1
Massachusetts	Agents of board of education	8
Minnesota	High-school inspector	1
	Graded school inspector	1
	Supervisor of teacher-training departments	1
	Rural school commissioner	1
	Commissioner of school buildings	1
	Supervisor of school libraries	1
Mississippi	Rural school supervisor	1
	Supervisor of school improvement	1
Missouri	Teacher-training inspector	1
	High-school inspector	2
	Rural school inspector	1
Montana	Rural school inspector	1
Nebraska	Normal training inspector	1
	Rural school inspector	1
Nevada	Deputy	5
New Hampshire	Deputy State superintendent in charge of practical arts	1
	Deputy State superintendent in charge of high-school inspection	1

<i>State</i>	<i>Title</i>	<i>Number</i>
New Jersey	Assistant commissioners (probably supervisors)	3
New York	Assistant commissioners (3 chiefs of divisions, may be supervisors)	3
North Carolina	State agents for rural schools	2
	Inspector of high schools	1
	Supervisor of teacher training	1
North Dakota	Rural school inspectors	1
	High-school inspector	1
Ohio	Supervisor of normal schools	1
	Supervisor of rural schools	1
	Agricultural supervisor	4
	High-school inspector	2
	Part-time high-school inspector	5
Oklahoma	High-school inspector	1
Oregon	Assistant superintendents	2
Pennsylvania	High-school inspector	4
	Expert, agricultural education	1
	Expert, industrial education	1
	Expert, drawing	1
	Examiners and school visitors, Bureau of Professional Education	3
South Carolina	State high-school inspector	1
	State supervisor of elementary rural schools	1
Tennessee	High-school inspector	1
	Supervisor, industrial work	1
	Supervisor, elementary schools	1
	Supervisor, elementary schools for Negroes	1
Utah	High-school inspector	1
Virginia	Inspector for white schools	3
	Inspector for colored schools	1
Washington	High-school inspector	1
	Field organizer, agriculture and industrial work	1
West Virginia	Supervisor of high schools	1
	Supervisor of rural schools	1
	Supervisor of agricultural education	1
	Supervisor rural schools for Negroes	1
Wisconsin	Assistant for industrial education	1
	High-school inspector	2
	Rural-school inspector	2
	School inspector	5
	Inspector of domestic science	1
	Inspector of schools for deaf	1

### Growth in State Supervision in Recent Years

Unfortunately we lack complete annual records such as that referred to for 1915 enumerating supervisory officials attached to State departments of education. Obstacles in the way of tracing accurately the rise of State supervision in recent years are almost as insurmountable as those encountered in the earlier years of its development. Records of the number of professional employees of the State department of

education reported to the Office of Education are often incomplete; titles, as previously indicated, are inconclusive from the standpoint of judging functions; staff studies according to functions over the years are not generally available. The situation is complicated also by the sudden addition in 1918 and the following years of State supervisors of the Federally aided vocational program in numbers hitherto unprecedented. In that year (1918) 139 State directors and supervisors of the vocational subjects were added to State staffs. This number far exceeded the normal growth in numbers of State supervisors for any one year. In fact it nearly tripled the number added during the preceding 5 years and exactly doubled the total State supervisory staff employed for the whole program in that year. This influx of State supervisors was distinct from and had little relationship to the general program in State supervision, considerable development in which, as we have seen, had been under way for some years.

The effect of this situation on the normal growth of State staffs in the field of general supervision is difficult to estimate. The fact that Federal funds were at once made available to subsidize the salaries of these vocational supervisors may easily have influenced the States to sacrifice the growth of the general supervisory program in order to match funds made available by the Federal Government. Indeed, such seems to be the effect of Federally subsidized State supervision at the present time, if one can judge by the fact that a number of States now support larger staffs for the supervision of the three to five vocational subjects than for the whole elementary and secondary program in the general education fields.

There is also the possibility of the opposite effect—that the recognition of the need for supervision as an element in the development of the vocational program may have stimulated States to further efforts to secure supervision in other fields.

Despite the limitations indicated, some general trends concerned with the development of supervision, judged by increases in the number of supervisors of the nonvocational program, can be traced by means of lists of State education staffs reported in the U. S. Office of Education's annual *Educational Directory*. These directories list annually, beginning with 1913, the names and titles of professional staffs of State departments of education (complete data were not reported in directories for 1926, 1927, and 1928).

The accompanying table presents a tabulation of the nonvocational staffs of State departments of education whose titles indicate that they perform functions concerned with the improvement of instruction. The numbers given in the table are as reported to the U. S. Office of Education by the respective chief State school officials.

Distribution of State supervisors by fields supervised and year (nonvocational)

Fields supervised	Num-ber of States	Number of supervisors, by year:																																					
		1913-14	1914-15	1915-16	1916-17	1917-18	1918-19	1919-20	1920-21	1921-22	1922-23	1923-24	1924-25	1925-26	1926-27	1927-28	1928-29	1929-30	1930-31	1931-32	1932-33	1933-34	1934-35	1935-36	1936-37	1937-38	1938-39												
1	3	3	4	6	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	
Primary grades schools	3																																						
Intermediate grades and junior high schools	4																																						
Elementary	29	3	7	9	9	9	10	11	12	14	15	15	14	33	33	35	39	36	39	36	36	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	
Rural	45	21	42	45	47	53	58	54	54	49	52	57	54	70	77	83	80	74	85	82	74	65	62	59	56	54	57	54	57	54	57	54	57	54	57	54	57		
Negro	40	35	37	41	47	48	45	53	55	65	68	72	8	67	74	76	75	75	75	75	75	47	50	50	48	46	45	45	45	45	45	45	45	45	45	45	45	45	
General	16	4	4	3	6	7	8	8	10	14	17	13	17	17	22	21	25	23	26	26	26	26	26	26	26	26	26	26	26	26	26	26	26	26	26	26	26	26	
Special education	20	14	16	17	17	16	16	17	16	14	16	17	16	15	15	15	15	15	15	15	15	15	15	15	15	15	15	15	15	15	15	15	15	15	15	15	15	15	
Schools for special groups	15	1	1	2	2	2	2	2	2	2	2	2	3	3	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	
City schools	4																																						
Normal teaching in high schools	2																																						
Curriculum	5																																						
Special subjects:	14	3	5	5	5	5	5	5	6	4	3	3	3	3	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5		
Art	5																																						
Music	12																																						
Nature study, conservation, etc	3																																						
Safety	2																																						
Visual	2																																						
Character education	4	1	1	1	1	1	1	1	2	1	1	1	1	5	5	4	4	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5		
Penmanship	2																																						
Practical and household arts	1																																						
Speech	1																																						
Social studies	3																																						
Radio	2																																						
Mathematics	2																																						
Commercial or business	2																																						
Foreign languages	2																																						
English	2																																						
Sciences	2																																						
General subjects	1																																						
Physical and health education	27																																						
Libraries	13																																						
Adult	17																																						
Parent education	5																																						
Total		83	120	133	148	153	139	169	197	242	252	271	271	323	356	378	368	362	343	346	346	331	346	346	331	376	391												

1. i. e., the number of States which, at one time or another during the years covered by the table, have offered the types of supervisory services indicated.  
 \* 1913, 1914, etc. The directories of the Office of Education did not carry names of supervisors prior to 1913 nor during the period 1925-27.  
 † Includes inspection, supervision, and instruction.  
 ‡ Includes promotion of Young Citizens Leagues.  
 § Prior to Federal program.  
 ¶ One State includes with parent education, child development, and another, nursery schools.  
 †† Includes, occasionally, athletics and recreation.



While some inaccuracies are inevitable in this, as in other similarly compiled tables, it is believed that the data are adequate to indicate general trends in staff numbers and is indicative of changes in special field and subject supervision throughout the years embraced by it. The data show a steady and consistent increase in the total number of State supervisors reported (nonvocational) throughout the years from 1913 to 1932 when apparently a high point was reached. Between 1913 and 1919—a period probably uninfluenced by the establishment of State supervision of vocational subjects (which did not occur until 1918)<sup>16</sup>—the number of supervisors had more than doubled, the numbers being, respectively, 83 and 169. (The number of vocational supervisors in 1918 was, as indicated, 139.) During the following 5-year period 1919 to 1924 (after which year complete reporting of State staffs ceased for 3 years) the increase was approximately 60 percent; for the period 1925 to 1929, approximately 19 percent. Slight increases only are apparent in succeeding years up to 1932, after which year the number decreased slightly as indicated in the table.<sup>17</sup> During this period the number of State vocational directors and supervisors increased from 139 in 1918 to 370 in 1939.<sup>18</sup>

During the period embraced in data given in the table, supervision of special fields or subjects apparently rose in popularity over a period of years and then fell off, judged by numbers. Supervision of rural schools offers an example. In 1913, 35 State rural supervisors were reported to the Office of Education. Rural supervision apparently developed rapidly up to 1924 when 80 such supervisors were reported from 40 States. Following this year there was some falling off in the number reported annually due in part to real changes in the supervisory staff and in part to the somewhat general movement to change the title of rural supervisors to elementary supervisors and to include in their work supervision of both rural and urban schools. The number of secondary supervisors, which in 1913 was 21, increased up to 1930, when 85 were reported, followed by some apparent falling off in numbers.<sup>19</sup> One State has consistently throughout the years indicated, employed a primary supervisor and each of 4 States has from time to time since 1921 included in the State staff a supervisor of intermediate and junior high school grades. In at least two States, supervisors of normal training courses in high schools are employed in connection with the supervision of such courses in secondary schools.

<sup>16</sup> Second annual report, Federal Board for Vocational Education.

<sup>17</sup> State supervisors placed in local administrative units, a number of whom were employed in at least 3 States, are not included in the table.

<sup>18</sup> Compiled from *Directory—Executive Officers and State Directors for Vocational Education*, U. S. Office of Education Circular, Misc. 363, March 1939 revision.

<sup>19</sup> For additional information, see Monograph No. 9 in the series of State studies, entitled, "Supervision of Secondary Education as a Function of State Departments of Education."

Particularly interesting is the development of State supervision in such fields as special education, health and physical education, adult education, and Negro education. Supervision of exceptional children, or special education, has developed consistently since 1914 from a relatively small beginning, represented by 1 supervisor in that year; the number grew to 5 in 1920, and to 36 by 1934. Health and physical education as a State supervisory function began in 1918 and has developed rapidly since 1922, while adult education which began earlier still numbers fewer supervisors. The supervision of Negro education has had a place in a number of State departments throughout the period of years covered in the table. Curriculum specialists were reported first in 1930, 1 from each of 2 States. By 1937 the number had increased to 10. From time to time, character education, nature study, safety education, social studies, visual education, and radio have had the services of a staff member in State supervisory programs. Special supervisors of art and music have been employed continuously over the period but in relatively few States. On the whole, it appears that supervision of special subjects as a State function has been rather spasmodic and no one type has been widely adopted and consistently maintained during the period covered by the table, with occasional exceptions—physical education being the chief one.

### Initiation of Special-Subject Supervision

Another phase of special subject supervision of interest is concerned with the causes which led to its establishment and growth. Supervisory school programs by levels are supplemented in all States<sup>20</sup> by special-subject supervisors in three to five vocational subjects, chiefly on the secondary level, and in a majority of States by supervisors in one or more special subjects who generally work in both elementary and secondary schools. The special types of supervision owe establishment frequently to some special incentive or situation other than the normal "run of the mill" appropriation provision. The only instance of universal provision for supervision of special fields is that of the vocational subjects. Addition of vocational supervision on a universal scale was the direct result of Congressional action providing funds for the partial support of education in certain vocational subjects. It is established in all States.

While placement of supervisors of rural schools in a number of States was due to a general recognition of the backward school conditions generally prevailing in rural communities and was part of a general movement for better social and economic conditions in the rural areas of the country, the movement was stimulated also by funds furnished by the General Education Board. Indeed, this

<sup>20</sup> Vocational education not always in State department of education.

Board has had considerable influence in promoting supervision and in building up staffs in State departments of education. While its funds were distributed chiefly among southern States, the example set stimulated progress in other States as well.

Beginning as early as 1906, paralleling the movement toward State high-school inspection, funds were allotted by the General Education Board to universities for the purpose; later, when this function became recognized as one properly of State departments of education rather than of universities, salaries were provided for supervisors (known generally as agents) located in State departments of education and appointed by the respective chief State school officials.

Information concerning States in which this Board financed such agents, with approximate dates of the establishment of the work, follows:<sup>21</sup>

*Professors of secondary education:* Ala., Ark., Fla., Ga., La., N. C., S. C., Tenn., Va., 1906-8; Ky., Miss., W. Va., 1909-11. *State agents for secondary education:* Ala., Ark., Fla., Ga., Ky., Miss., N. C., S. C., Tenn., Va., W. Va., 1920. *State agents for rural schools (white):* Ala., Ark., Ga., Ky., La., Miss., N. C., Okla., S. C., Tenn., Va., W. Va., 1914-16; Fla., 1926. *State agents and assistants, rural schools for Negroes:* Ala., Ark., Ga., Ky., N. C., Tenn., Va., 1911-13; Fla., La., Md., Miss., S. C., Tex., 1916-20; Mo. and Okla., 1928-29. *Information and statistics:* Ala., Ark., Ga., Ky., La., Miss., N. Mex., N. C., Okla., S. C., Tenn., Tex., Va., W. Va., 1925-32. *School buildings:* Ark., Fla., Ga., Ky., La., Miss., Okla., S. C., Tenn., Tex., Va., 1924-33. Since 1928 in one or more southern States services to State libraries, teacher training, and county administration and supervision have been added.

The widespread instruction in health and physical education<sup>22</sup> and placement of supervisors of these subjects in State departments of education, has, no doubt, been influenced by early laws in many of the States requiring instruction in the effects of alcohol and narcotics. Later, laws requiring health instruction, physical examination of school children, and the like, replaced or enforced these early laws. However, the present interest in health instruction, followed by growth in numbers of State supervisors of health and physical education, has been stimulated largely by the movement toward curricular adaptations to meet practical needs. At the present time there are 21 States with full-time State supervisors in health and physical education—more than in any other one special subject.

The growing movement toward the establishment of special schools and classes for exceptional children of all types followed in several States by placement of a supervisor of special education in departments of education is due to a number of causes of which two are prob-

<sup>21</sup> According to information submitted by Jackson Davis, President, General Education Board, as of March 4, 1940.

<sup>22</sup> See Monograph No. 14 in the series of State studies, entitled, "Supervision of Health and Physical Education as a Function of State Departments of Education."

ably fundamental—(1) the establishment and enforcement of compulsory education laws which resulted in bringing larger groups of handicapped children into the public schools and (2) the professional movement for recognition of individual differences among children in the classroom.<sup>23</sup>

In general, the rapidly developing movement toward enriching school curricula and linking school work more closely with practical needs and conditions outside the school has resulted both in the introduction of additional subjects into school programs and in the addition of special subject or special field supervisors to State department staffs. In a few States, organized groups, State associations interested in music or art, for example, have stimulated the introduction of the subjects indicated as well as that of State supervision.

The present status of special subject and special field supervision is shown in the accompanying table. Full-time school library supervisors are found in 7 States and part-time or combined services (with another field, as textbooks or public libraries) in 7 other States. Nine States assign at least 1 full-time staff member to the field of adult education, 8 to music instruction, and 3 to the supervision of instruction in art. Full-time staff members in research, tests and measurements, and curriculum, variously called directors, supervisors, or coordinators, are employed in some States, while in others services of the kinds indicated are among the responsibilities of the regular supervisors, elementary or secondary, or both. One State, Nebraska, maintains a part-time supervisor of character education, and one State, Missouri, reports a supervisor of speech.

In New York, services in the use of radio and visual aids in the classroom are offered in a newly established section. In the State departments of both New York and Ohio film censorship services are established. In Ohio this service is equipped with a large number of films and film strips which are supplied to schools on request. It is apparently liberally patronized by schools having the necessary equipment. In New York the film censorship service has little connection with school supervision. However, the newly established service in visual education and in the classroom use of radio is beginning to function in instruction in both fields indicated.

A few States have established cooperative relationships with the Office of Indian Affairs in connection with services to schools for Indians. In Minnesota the supervisor of Indian schools is a member of the State department staff.

<sup>23</sup> For complete information, see Monograph No. 10 in the series of State studies, entitled "State Supervisory Programs for the Education of Exceptional Children."

Special Field and Special Subject Supervisors or Directors, by States<sup>1</sup>

State	Special field or special subject										
	Special education	Health and physical education	School libraries	Negro education	Music	Art	Adult education	Tests and measurements	Research	Curriculum	Rural education
1	2	3	4	5	6	7	8	9	10	11	12
Alabama		X	X	X						X	
Arizona			X					X	X	X	
Arkansas				X							
California	X	X					X				
Colorado	X										
Connecticut	X	X					X				X
Delaware	X	X			X	X	X		X		X
Florida		X	<sup>1</sup> X	X						X	
Georgia			<sup>1</sup> X	X			<sup>1</sup> X				
Iowa											X
Illinois		X	<sup>4</sup> X								
Kansas											X
Kentucky	<sup>1</sup> X			X					<sup>1</sup> X		
Louisiana		X	X	X	X						
Maine		X									X
Maryland	<sup>1</sup> X	X	<sup>1</sup> X	X					<sup>1</sup> X		
Massachusetts	X	X			X		X				
Michigan	X	<sup>3</sup> X									X
Minnesota	<sup>1</sup> X	X	X								X
Mississippi				X							X
Missouri		X	<sup>1</sup> X	X	X						X
Montana											X
Nebraska		<sup>1</sup> X									<sup>1</sup> X
New Hampshire		X									
New Jersey	<sup>1</sup> X	X					<sup>1</sup> X				X
New Mexico											
New York	X	X	<sup>1</sup> X		X	X	X	X	X	X	X
North Carolina		X	<sup>1</sup> X	X			X				
North Dakota									<sup>1</sup> X		
Ohio	X	X			X						
Oklahoma				X						X	X
Pennsylvania	X	X			X	X	<sup>1</sup> X	X		X	
Rhode Island							<sup>1</sup> X				
South Carolina				X			X				X
Tennessee		<sup>4</sup> X	X	X						<sup>1</sup> X	X
Texas				X						<sup>1</sup> X	
Utah		X									
Vermont		X									
Virginia	X	X	<sup>1</sup> X	X	X		X				
Washington			<sup>1</sup> X								
West Virginia				X							
Wisconsin	X		X								
Wyoming	X										

<sup>1</sup> In addition to those noted in table the following are found: New Hampshire has inspectors of child welfare and of child labor; Nebraska has a supervisor of character education; New York has a director of museums; also sections of radio and visual aids and a section on censorship of films. Three States—New York, Pennsylvania, and Tennessee—maintain museums (no supervisors) used to some extent by schools. Missouri has a supervisor of speech. Minnesota has a supervisor of Indian schools.

<sup>2</sup> Part-time or combined.

<sup>3</sup> Interscholastic athletics.

<sup>4</sup> Cooperative.

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## Chapter II

### Conditions Influencing Organization and Practices

#### Legal Authorization for State Supervision

**I**N ALL of the States in which State departments of education assume responsibility for the supervision of instruction within their respective school systems the school laws of the State include authorization of some type for its initiation and development. As would be expected, the provisions differ widely, governing to a considerable extent the authority and freedom of State boards of education and chief school officers in the manner of selection, salary, number, and type of staff employed, and, consequently, the services rendered to the schools. The differences depend on many causes; wealth and population play a part; tradition, the attitude and understanding of legislative bodies, and the quality of educational leadership, past and present, are among them.

Not alone do legal provisions vary, but their interpretation differs among States. The same or similarly worded laws may operate in one State to restrict the freedom of State school officials as to the kind and size of staff employed; in another to permit the development of an adequate one. It is in this connection that traditional or prevailing practice, generally following the intent of the original law, often plays a part. In general, definite legal provisions governing the authority and responsibility of State education officials in staffing their offices rather than indefiniteness are sought by school officials in the development of the services to be rendered in improving instruction in State school systems. That flexibility and definiteness are not incompatible is apparent in some of the laws quoted in this section.

Budgetary provisions governing all State government departments and legislative appropriations made from period to period (usually biennially) for the maintenance of State departments of education are important limiting factors in both functions and staff of education departments, sometimes irrespective of legal provisions. The attitude of a legislature responsible for appropriating funds is probably particularly important in those States in which authority for staffing the State department with supervisors is general or implied rather than specific. It is apparent that while appropriations for established positions and expenses connected therewith may or may not be forthcoming from any particular legislature, it is apt to be more difficult to secure appropriations for new services than for maintaining those established or those specifically provided for by law. In some States

budget officials may approve or disapprove requests of State officials before they can be submitted to the legislatures or even after legislative action. State governors often have extensive veto authority over departmental budgets.

Supervision, too, is a broad term used in State school laws with different meanings. It may refer to administrative or fiscal functions as well as to those concerned with instruction. Inspection and supervision are sometimes used interchangeably, and the essential activities of supervisors often include both. The purpose in this bulletin is to confine the services discussed to those concerned with instruction, and interpretation of terms is made with that end in view.

Despite these and other limitations some idea of prevailing policies legally authorizing supervision of instruction as a special function of State departments of education is believed important as a guide for a better understanding of activities based on these authorizations. For this reason a tentative grouping of States based on type of legal authorization for supervision by State departments of education follows. Definite classification of States on this basis is not attempted, nor believed necessary. Even a tentative grouping will show overlapping and indefinite lines of demarcation. However, for brevity and convenience in conveying a general idea of the situation, States in which authorizing provisions are similar—not exactly alike, it should be understood—are grouped for further discussion.

In the field of vocational supervision the practice is unified throughout the 48 States. The State legislatures, in accepting the terms on which Federal aid is granted, agree to the employment of State supervisors of each of the vocational subjects for which Federal funds are provided. Since a special acceptance act was enacted in all States when vocational education was established, the general laws discussed in this section may not apply to State supervision of the vocational subjects.

Broadly considered, the types of legal authorization for instructional supervision from State departments of education may be classified as of three general types [arranged inversely, according to number of States in which given type prevails]: (1) General or implied authority usually given in the section or sections of the law defining the duties and responsibilities of the chief State school officials—State board of education or chief State school officer, as the case may be; (2) specific authority through establishment by legislative action of specific supervisory positions or divisions (usually involving more than one position). The power of appointment and of assignment of duties is usually delegated to the chief State school officer; (3) delegation by the legislature of authority to select and employ necessary assistants for the conduct of the State department of education to the State

board of education or the chief State school officer. In a number of States combinations of two of these types are effected.

While the simplest and most practicable authorization seems to be that of giving discretionary powers for the appointment of State department staffs to the chief State school officer or State board, as the case may be, it does not necessarily follow that this method is essential to the building up of an efficient staff. However, in many of the States in which education staffs in number at least seem most nearly adequate to the needs—California, Delaware, Massachusetts, New York, and Pennsylvania are examples—this method is followed.

### **General or Implied Authority**

In a number of States the legal authorization for instructional supervision is "implied" in the enumeration of the duties or responsibilities of the chief State school officials. Generally, the enumeration of duties follows the law providing for the establishment and maintenance of the chief State school office. This type of authorization is usually embodied in some such phrase as, it shall be the duty of the State Board of Education or the chief State school officer to exercise "general supervision" or "general control and supervision" over all the schools of the State. Frequently such laws provide further that the chief State school officer is to visit the schools and advise with school officials concerning their improvement; promote the educational interests of the State; hold institutes for teachers; promote the best methods of teaching by such means as he deems appropriate; inspect all high schools and elementary schools in person or through an assistant; and the like. Obviously such duties require the services of professional assistants. The resources on which the chief State school officer can draw for realizing the responsibilities involved in laws of the type indicated usually depend on the provisions made for a supervisory staff by the successive legislatures with which he works. In some of the States in which the laws are of this kind, adequate provision for a staff is made by legislative action. In others, the supervisory staff is small. Examples of both types of functioning of such laws follow:

Colorado is an example of a State in which authority for supervision given to chief State school officials is general or "implied" rather than definitely or specifically provided in the law. It offers an example also of the influence which a State legislature may exercise over the amount of service rendered to the schools by State departments of education.

The constitution provides that "the general supervision of the public schools of the State shall be vested in a board of education whose powers and duties shall be prescribed by law." Few such duties are

prescribed by law—none touching instruction. However, among the legal duties assigned to the State superintendent is the “general supervision of all the county superintendents and of the public schools of the State.” It is provided also that it shall be the duty of the State superintendent to visit annually such counties as most need his personal attention and all counties of the State “if practicable”<sup>1</sup> for the purpose of inspecting schools.

Under this general placement of the responsibilities for supervision, in practice the legislature may or may not provide the necessary staff to make professional supervision in the usual meaning of the word possible or visitation of all counties within the State practicable. From time to time a supervisory assistant has been provided for by legislative enactment in Colorado to be appointed by the State superintendent of public instruction. For example, a State rural school supervisor served in the State department from 1921 to 1925 when the appropriation for the position, and consequently the position, was discontinued. Again in 1939 the legislature appropriated money for the salary of a State supervisor of elementary schools and an incumbent, while not serving at the time the data for the study were collected, has recently been appointed.

The same legislative session (1939) transferred from the State board of welfare to the State department of education a service in adult education, including a supervisor of the education of physically handicapped children. It appears, then, that depending on the disposition of the legislature changing from time to time, the Colorado State department of education may or may not serve the instructional interests of the schools through a full-time supervisor attached to the department.

At the other extreme of interpretation of the “implied” authorization under discussion, one might cite the present arrangement for State supervision in Connecticut. The law states that “the State board of education shall have general supervision and control over the educational interests of the State.”<sup>2</sup> An additional clause authorizes the board “to promote the best modes of teaching in the public schools by such means as it deems appropriate.”<sup>3</sup>

There is a special provision in the law for the supervision of exceptional children, as follows: “The State board of education shall supervise the educational interests of all children over 4 and under 16 who are classified as educationally exceptional children.” The supervision of these children is carried on, as is all other school supervision, under

<sup>1</sup> Colorado School Laws, 1936.

<sup>2</sup> Connecticut School Laws, 1931, sec. 4.

<sup>3</sup> Obviously the law in Connecticut which includes “control” is broader than that quoted for Colorado so far as authority over educational interests other than State supervision is concerned. However, according to a statement from the State department it is the general supervision provision which authorizes employment of State supervisors.

the department's division of instruction. The State board of education operating under these general laws has, however, exercised and is exercising wide powers in the matter of State supervision in that it has established a State system of supervision reaching into every community in the State.<sup>4</sup>

Further examples of legal authorizations for State supervision which are stated in very general terms or implied in the duties of State boards or State school officers with the names of the States in which they are found follow:

**Nebraska.**—"The State superintendent of public instruction shall organize teachers institutes, attend such institutes, and in other ways seek the efficiency of teachers and advance the cause of education in the State . . . shall visit schools and advise with teachers on the manner in which they are conducted, shall designate the courses of study . . ." <sup>5</sup>

**Oregon.**—"It shall be the duty of the superintendent of public instruction to exercise general superintendence of county and district school officers and of the public schools of the State. . . . He shall visit annually every county in the State, develop institute work, and visit the principal schools for inspection and supervision." The superintendent shall have power to provide for the observation and inspection of the work and methods prescribed under the provisions of educational laws relating to instruction in physical exercise or training.<sup>6</sup>

**South Dakota.**—"The State superintendent of public instruction shall have general supervision of all public schools and county superintendents of schools and superintendents of schools in independent districts . . . to inspect all high schools and elementary schools in person or through an assistant and in his discretion to accredit high schools to higher institutions of learning." <sup>7</sup>

Other States whose laws offer relatively unimportant variations from those mentioned are Idaho, Illinois, New Mexico, North Carolina, South Carolina, Texas, and Washington.

### Establishment of Specific Positions or Functions by Legislative Action

In contrast to the somewhat general provisions concerning supervision by the chief State school officials cited, adequate though some of them are in actual operation, are those found in another group of States in which one or more supervisory positions or divisions are

<sup>4</sup> See description p. 55.

<sup>5</sup> Nebraska School Laws as amended by session of 1937.

<sup>6</sup> Oregon School Laws, 1937, secs. 35 to 104.

<sup>7</sup> South Dakota School Laws—ch. 15, 1902; sec. 1, ch. 138, 1931.

created in the respective State departments of education by legislative action. Generally the chief State school officer is authorized to appoint persons to the positions so established. The legislature may fix the salary and appropriate funds for its payment as well as travel expenses for the incumbent or it may authorize the chief State school officer to do so from a lump appropriation made to the department. North Dakota, Mississippi, Missouri, Montana, and Oklahoma are among the States in which authorization is of this type.

In North Dakota two positions were so established—the director of secondary education and that of director of rural education. An appropriation providing salary and travel expenses for each incumbent accompanied the establishment of the position. These provisions supplement the general provision, “the State superintendent shall have the general supervision of the public schools of the State.” The State superintendent is authorized to appoint both directors: that of secondary education only with the approval of the board of administration. The latter is to be affiliated “with the faculties of the schools of education for the purpose of coordinating the practical and theoretical situations in the high schools and the instruction in the schools of education.” He shall “supervise all conditions affecting the efficiency of high schools.”<sup>9</sup>

The authorization in Mississippi is more sweeping. It provides that the State superintendent shall have the power and it shall be his duty to supervise in a general way the public free schools of the State and prescribe such rules and regulations for the efficient organization and conducting of same, as he may deem necessary; and to employ an assistant, a chief clerk, a supervisor of high schools, a supervisor of music, two supervisors of rural elementary schools, and “such other help as may be authorized (presumably by the legislature) who shall be paid out of funds appropriated for the purpose. These employees shall be under his control and direction and may be removed by him for cause.”<sup>10</sup>

In Tennessee the legislature established in the chief State school office “divisions of elementary and secondary schools with a supervisor in charge of each”; it delegates to the State commissioner of schools power to direct supervision in the State through these divisions and authorizes the commissioner to employ not more than two supervisors of elementary schools.<sup>11</sup>

In Montana two supervisory positions, one in high-school supervision and one in elementary-school supervision, were established by legislative action some years ago and have been continued since their

<sup>9</sup> North Dakota School Code, 1935, sec. 3.

<sup>10</sup> General School Laws of State of North Dakota, 1935. Arts. 2 and 3, p. 25.

<sup>11</sup> Mississippi School Laws, 1930, as amended to 1933, pp. 12-13.

<sup>12</sup> Tennessee School Laws, 1936, ch. 4, art. VII.

establishment. Appropriations were made, renewable biennially, covering the salary and traveling expenses of both supervisors.

The laws in Missouri delegate general powers to the State superintendent to visit and inspect schools; provide for the classification of high schools by the superintendent or deputy, and, in addition, create a position under the direction of the State superintendent of inspector of Negro schools. The duties of the inspector are to be assigned by the State superintendent of schools and his salary is to be the same as that of other State inspectors of schools.<sup>12</sup>

Following the same general policy; i. e., that of establishing specific services in the State department of education by legislative action, while differing somewhat in the kind of provision made for such services, are a few other States of which Kansas and Kentucky are examples.

The Kansas Legislature in 1919 provided that the State superintendent of public instruction might "appoint assistants not exceeding four in number, who shall serve as supervisors of the public schools of the State, including rural, graded, and high schools."<sup>13</sup>

In Kentucky the Legislature,<sup>14</sup> while establishing specific divisions in the department of education, apparently anticipated a possible need for others. The law passed in 1934 provided that after 1936, in addition to the assistant State superintendent of public instruction, "the following divisions shall be included in the State department of education with such others as may be established." The divisions specified are: Finance and inspection, attendance, supervision, teacher training and certification, public relations, research and statistics, vocational education, special education, and Negro education. The superintendent may group the established divisions under such bureaus as he deems wise. The superintendent of public instruction is to be responsible for the administration of the State department of public instruction and have general supervision of all assistants, agents, and employees of the department and shall appoint and set the salary of all employees.

### **Discretionary Power of Appointment by Chief State School Officials**

In several States, including those in which State boards of education have considerable authority over elementary and secondary schools, either the State board of education or the chief State school officer is given rather wide discretionary powers in providing for employees, including supervisory and other professional staff members. Some of these States, with a summary of their laws, follow:

<sup>12</sup> Missouri School Laws, 1938.

<sup>13</sup> Kansas School Laws, revised, 1937.

<sup>14</sup> Kentucky School Law, 1934.

**Alabama.**—The State board of education on recommendation of the State superintendent, “shall organize the department of education into such divisions and services as may be necessary to carry on its work efficiently and may employ expert assistants to investigate the educational needs of the State and the means of improving them.”<sup>14</sup>

**Arizona.**—The State superintendent is authorized to supervise public schools of the State. The State board of education shall appoint on recommendation of the State superintendent of public instruction executive officers, deputies, clerks, and employees of the board.<sup>15</sup>

**Delaware.**—In Delaware, the State board of education prescribes rules and regulations governing the State school system. The law provides that the State board of education shall exercise through the commissioner of education and his professional assistants, general supervision and control over the free public schools of the State. It provides that the commissioner of education shall be provided with such assistants, clerical and professional, as may be authorized by the board on recommendation of the commissioner within the limits of the appropriation for the department of education.<sup>17</sup>

**Florida.**—The constitution specifies that the superintendent of public instruction “shall have supervision over all matters pertaining to public instruction.” The statutes<sup>18</sup> provide that the “State superintendent shall have power to organize, staff, and administer the State department so as to render the maximum service to public education in the State.” Also, the State department of education (established by law under direction of the State superintendent) “shall be organized into such divisions, branches, or sections as may be found necessary or desirable by the State superintendent to perform all proper functions and render maximum services relating to the operation and improvement of the State system of public education, provided that the organization shall be such as to promote coordination of functions and services relating to administrative and financial problems on the one hand and instructional problems on the other . . . . The State superintendent shall appoint . . . designate titles, prescribe duties, determine compensation, and effect removal of employees of the department subject to the limitations of the appropriations available for the maintenance of the State department.”<sup>19</sup>

**Louisiana.**—The State board of education is authorized “to provide the necessary employees, the salary and expenses of whom shall be paid out of appropriations made by the legislature and such other sources as may be available”; “the following divisions of the State

<sup>14</sup> Alabama School Laws, 1935.

<sup>15</sup> Arizona School Laws, 1931.

<sup>17</sup> Delaware School Law, 1919.

<sup>18</sup> Florida School Laws, 1939.

<sup>19</sup> Florida School Code, 1939, pp. 46, 51-53.

department are recognized: (a) Division of educational supervision; (b) division of teacher training and certification; and (c) division of vocational education."

"The State board of education shall select employees in the divisions herein established. It shall be the duty of the legislature to make provision for the necessary expenses of the office within the limitations of the appropriation for that purpose."<sup>20</sup>

**Minnesota.**—The law gives authority to the State board of education to appoint the commissioner of education, heads of departments and assistants, and to designate their official titles and fix compensation within certain specified limitations. The legislature established specifically, however, a director of physical education and health, high and graded school inspectors and such assistants as may be necessary.<sup>21</sup>

**New York.**—In New York the board of regents is given wide responsibilities and much authority over the State school system. The education laws as amended to July 1, 1936, include the following: There shall continue to be in the State government an education department charged with the general management and supervision of all public schools and of the educational work of the State. The head of the department shall be the Regents of the University of the State of New York. The commissioner shall be the chief administrative officer of the department. By action of the regents, upon recommendation of the commissioner of education, the department may be divided into divisions and bureaus. By like action new divisions and bureaus may be created or abolished. The commissioner of education, subject to the approval of the regents, shall have power in conformity with their rules, to appoint all needed officers and employees and fix their titles, duties, and salaries.<sup>22</sup>

**Pennsylvania.**—The superintendent of public instruction (in common with the heads of the several administrative departments of the State government) "shall appoint and fix the compensation of such directors, superintendents, bureau or division chiefs, assistant directors, assistant chiefs, . . . and other assistants and employees as may be required for the proper conduct of the work of their respective departments, boards, or commissions. . . . The number and compensation of all employees appointed under this section shall be subject to approval by the governor."<sup>23</sup>

**Utah.**—The constitution provides that "upon recommendation of the State superintendent the State board of education may appoint such directors, supervisors, and assistants as are necessary to the

<sup>20</sup> Fifteenth Compilation of School Laws. Louisiana State Department of Education, Bulletin 333, November 1936. p. 170.

<sup>21</sup> Laws of Minnesota Relating to the Public-School System, 1939.

<sup>22</sup> Education Law, New York State, as Amended July 1, 1936. pp. 9-10.

<sup>23</sup> Pennsylvania School Laws, 1937, sec. 3006.

administration and supervision of the public-school system."<sup>24</sup> The statutes provide that the general control and supervision of the public-school system is vested in the State board of education.<sup>25</sup>

*West Virginia.*—"The State superintendent of schools shall have general supervision of the free schools of the State and shall be the chief executive officer of the State board of education. He shall be charged with the supervision of all county and city superintendents of free schools and county and district boards of education in the State except as provided elsewhere; . . . for carrying into effect the provisions of this chapter the State superintendent of schools shall maintain a department of public schools and shall have authority to appoint assistants and such other employees as may be necessary including a State supervisor of colored schools."<sup>26</sup>

*Wisconsin.*—Supervision in Wisconsin is authorized through a combination of two of the types of provisions discussed above. The State superintendent of public instruction is vested with general power to appoint assistants and the legislature sets up certain specific types of supervision for secondary schools and for exceptional children. General power of appointment is assigned to the State superintendent in common with other department heads of the State government who are authorized "to appoint such deputy clerks and other employees as shall be necessary for the execution of their functions, to designate their titles, describe the duties, and fix the compensation of such subordinates subject to the State's civil service law unless in case of positions that have been exempted from Wisconsin's law."<sup>27</sup>

However, as indicated elsewhere in this study, a position of high-school inspector was created by the legislature in 1889 when the State superintendent was authorized to appoint a high-school inspector "to assist him in visiting, inspecting, and supervising the free high schools of the State at a salary of \$1,800 per year and actual expenses involved."<sup>28</sup>

Subsequent legislative action in Wisconsin provided for the supervision of different types of exceptional children. "The State superintendent shall appoint in his department persons of suitable training and experience who shall have general supervision of classes for the instruction of deaf, blind, speech defective, and other physically disabled children, and all exceptional children of school age, who shall give special attention to examining, testing, and classifying pupils applying for admission to such special classes and perform other duties as the State superintendent may direct."<sup>29</sup>

<sup>24</sup> Utah State Constitution, sec. 8.

<sup>25</sup> Utah Laws, 1925, sec. 4505, p. 148.

<sup>26</sup> West Virginia School Laws, June 1930, art. 3, secs. 3 to 10.

<sup>27</sup> Wisconsin School Laws, 1933.

<sup>28</sup> Public Education in Wisconsin, Frazer.

<sup>29</sup> Laws of Wisconsin relating to Public Education, 1938, sec. 41.01, p. 548.

Among the other States in which discretionary powers are delegated to the chief State school officials, with a brief statement of the provisions in current copies of the respective school laws, are:

*Arkansas*, in which the State board of education is authorized to have general supervision over all public schools of the State and to select such employees as the board or the commissioner of education needs, and fix their salaries.

*California*, in which the State board of education is given general power to appoint such assistants as are necessary.

*Massachusetts*, in which the law defining the duties of the commissioner and the State board of education includes the following statement: "The commissioner shall have supervision of all educational work supported in whole or in part by the commonwealth." He is given authority to organize certain definite divisions and such other divisions as he deems necessary. Each shall be in charge of a director.

*New Hampshire*, in which the State board of education, upon nomination of the commissioner, shall appoint and fix the terms of employment of his deputy commissioners and their officers and employees.

*Vermont*, in which the State board of education is authorized to employ such inspectors and other officers as it may deem proper. The board shall employ such deputy commissioners and such number of trained helping teachers as it may deem necessary. They shall perform such duties as the commissioner, subject to the approval of the board, shall prescribe.

### Summary

The foregoing discussion indicates that while there is a variety of types of authorizations and provisions among States governing supervision and the employment of supervisors, three reasonably distinct types, though with minor variations, seem to prevail:

(1) Authority for employment of a professional staff and improvement of instruction through supervision is implied in the general powers and duties of the chief State school officer or the State board of education, generally the former. This officer is charged with "the supervision of all public schools in the State" through such a statement or one similarly worded. When a professional staff is employed, as is possible under such a provision as indicated, it is generally true that the number, type, and salary of staff provided for the State department of education are subject to appropriate legislative action.

(2) Specific positions or services or divisions are established by legislative action; the legislature may or may not fix the salaries and enumerate specific functions in addition to the appropriation to cover the expenses involved.

(3) Authorization through wide powers given by law to the chief State school officer or the State board of education, usually the latter,

to organize necessary services in the State department of education, appoint professional and clerical staff, and fix salaries, titles, and duties.

It appears that a supervisory staff can be built up in a State department of education under any of the different types of authority described. It seems reasonable, however, to assume that the State boards of education and chief school officers who must depend on continuing legislative action for the establishment as well as the maintenance of each staff position are handicapped in providing the necessary services to the schools under their jurisdiction.

*Types of legal authorization for State instructional supervision*

<i>General or implied</i>	<i>Legislative establishment of specific divisions, positions, or functions</i>	<i>Discretionary power of appointment</i>
Colorado.	Indiana.	Alabama.
Connecticut.	Kansas.	Arizona.
Idaho.	Kentucky.	Arkansas.
Illinois.	Maine. <sup>1</sup>	California.
Nebraska. <sup>2</sup>	Maryland.	Delaware.
New Mexico. <sup>3</sup>	Mississippi.	Florida.
North Carolina.	Missouri.	Georgia.
Oregon.	Montana.	Iowa. <sup>4</sup>
South Carolina.	Nevada.	Louisiana.
South Dakota.	North Dakota.	Massachusetts.
Texas. <sup>5</sup>	Ohio.	Michigan. <sup>1</sup>
Washington. <sup>6</sup>	Oklahoma.	Minnesota.
	Tennessee.	New Hampshire.
	Virginia. <sup>1</sup>	New Jersey. <sup>1</sup>
		New York.
		Pennsylvania.
		Rhode Island.
		Utah.
		Vermont.
		West Virginia.
		Wisconsin. <sup>1</sup>
		Wyoming. <sup>2</sup>

<sup>1</sup> Authorization may be of two types, e. g., New Jersey law provides definitely for five assistant commissioners, at least two of whom are assigned to instructional functions, while providing also that the commissioner may appoint such helping teachers as he deems necessary.

<sup>2</sup> Authorization to appoint an assistant superintendent definitely provided. May or may not have supervisory functions; in Wyoming, a commissioner of education.

<sup>3</sup> In Texas authority for appointment by State superintendent of public instruction of 24 supervisors located in as many supervisory districts specifically provided in an appropriation act (Texas School Laws, 1938, sec. 14, p. 208).

<sup>4</sup> Number limited.

The above laws concern authorization for general supervision. Laws authorizing State supervision of Federally subsidized vocational programs are, as would be expected, similar if not the same in all States. In general, it has been found desirable for State legislatures to follow about the same practices throughout the country in order to meet certain regulations made necessary by the Federal law

providing for subsidizing vocational education in the States and originally setting up the Federal Board for Vocational Education following the passage of the Smith-Hughes law in 1917.

Each State has provided by statute for the acceptance of the Federal Act for Vocational Education. While the statutory provisions differ somewhat among States they follow in general a common pattern. The Federal Office, succeeding the enactment of the Federal Act in 1917, made the following suggestions which have guided all States in their respective acceptance acts. Legislation should cover the following:<sup>30</sup>

1. Acceptance of all the provisions of the Federal act, the appointment of a custodian of the Federal funds, and the appointment or designation of a State board of vocational education.
2. Appropriations for use of the State board designated for vocational education of an annual sum sufficient for the expenses of the board, including—
  - (a) State vocational director.
  - (b) Specialists to supervise agricultural, trade and industrial, and home economics education, and teacher training.
  - (c) Office and clerical assistance, transportation, publication, and all other necessary expenses.
3. Appropriations to be administered and disbursed by the State board designated for vocational education of an annual sum sufficient to match Federal funds available each year for—
  - (a) Teacher-training funds.
  - (b) Funds for salaries of supervisors, teachers, or directors of agricultural subjects and for the salaries of teachers of trade and industrial and home economics subjects.
4. Authorizing the State board designated for vocational education to set up standard qualifications for and to examine and legally certificate all types of teachers who may be employed in day, part-time, and evening schools for agriculture, trade and industry, and home economics which may receive funds from the Smith-Hughes Act.
5. Laws designed to establish and foster part-time and continuation education.

### Certain Personnel Considerations

The scope of the coordinated studies concerned with State departments of education was not planned to include gathering information concerning such personnel considerations as staff selection, salary, and similar factors influencing the working conditions and efficiency of State supervisory staffs. In 1938 a comprehensive study of the administrative and professional personnel of State departments of education was made by the Advisory Committee on Education, the findings of which are reported as Staff Study No. 3.<sup>31</sup> Since it seemed

<sup>30</sup> Second Annual Report of the Federal Board for Vocational Education, 1918. pp. 158-59.

<sup>31</sup> State Personnel Administration with Special Reference to Departments of Education. By Katherine A. Frederick; introduction by Walter D. Cocking. Staff Study No. 3 prepared for the Advisory Committee on Education. Washington, U. S. Government Printing Office, 1939.

reasonable to conclude that the findings of that study remained true in regard to conditions in 1939, when the study here reported was made, another personnel study seemed unnecessary and none was made. The information in this chapter is almost wholly that contributed by the Advisory Committee Report with certain additional facts observed and reported by the Office of Education staff on its visits to State departments in 1939. It is limited to that concerned with State supervisory staffs.

### Adequacy in Numbers

One of the most significant of the findings of the report indicated concerns the adequacy in numbers of the State staffs studied for the important assignments entrusted to them. The total staff membership for all States is considered under two groups, (1) administrative and professional and (2) clerical. As a whole it numbers approximately 3,300, of whom 1,300 are classified as administrative and professional. The report finds the numbers in both groups quite inadequate and concludes that while amounting to  $\frac{3}{10}$  or 1 percent of all persons engaged in public education "it constitutes a group much more important than its numbers might indicate." Upon the shoulders of this group rests largely the responsibility for maintaining State-wide standards in education, for rendering a wide range of services to local school systems and for exercising leadership in State programs for public education.

Inadequate in number as are State department staffs, considered in toto, the situation in respect to supervision seems even more serious according to the findings. Only a few of the departments appear sufficiently well staffed "with qualified personnel to exercise effective leadership." The staff members concerned with supervision and inspection of the general education program at the elementary and secondary levels of all types, including elementary, secondary, special subjects and fields, were estimated at 200 for 44 States. The number indicates that this section of the staff constituted 7 or 8 percent of the total staff and 20 percent of the professional and administrative staff. "Insufficient numbers result in a multiplicity of assignments that prevent concentration upon major problems. So far as supervision is concerned, this seems to be more generally true with the staff engaged in general than in vocational supervision. In many States the latter outnumbers the combined staff in the general fields.

This situation, as described in the report, had not changed materially in 1939. Examples of the many duties assigned supervisors of the general education program in addition to their major functions are common among States. In many of them, especially those in which staffs are small, it is necessary for supervisors to assume responsibility for checking schools for the observance of standards set up for the

distribution of funds, or for exacting tuition charges, or for promoting consolidation of small schools and other administrative practices carried on by local superintendents. It is apparent that such duties can be discharged by supervisors only at the expense of the major functions for which they are appointed.

### **Titles and Their Relation to Functions**

There is little uniformity respecting titles of positions involving similar functions among States or even within departments. For example, the high-school inspector may perform duties in connection with high schools similar to those the elementary supervisor performs in connection with elementary schools or the Negro school agent with Negro schools, and all three may be working in the same State department. According to the study referred to, "a fair amount of uniformity in titles and responsibilities exists in the supervisory services, \* \* \* but for the most part, titles have no common meaning in terms of the duties performed. \* \* \* Diffusion of functions that belong together, confused lines of responsibility \* \* \*, and the delegation of responsibility without commensurate authority are also common departmental weaknesses." The greatest uniformity in titles and functions among departments, as well as within them, is found among supervisors in the vocational subjects.

Among the titles of staff members in State departments of education whose major function is the supervision of instruction reported to the Office of Education are: Assistant superintendent of public instruction, assistant commissioner, director of instruction, coordinator of instruction, director of curriculum, supervisor, inspector, agent, consultant, advisor, and director.

In the vocational education fields, titles and functions usually correspond among State department staffs and fairly definitely defined practices are followed by all of them. Director<sup>22</sup> is the title given to the person in charge of State vocational programs. Supervisors, assistant supervisors, and teacher trainers are the titles used for those responsible for the supervision of instruction. In a few instances the title coordinator is used for persons whose functions are supervisory in whole or in part.

### **Selection of Personnel**

Among the important considerations concerned with staff efficiency especially applicable to the professional staff are those concerned with manner of selection, salary, and tenure provisions set up by the State for all departments, or by law or otherwise for the department of education. While the three are commonly considered inseparable as influences in staff efficiency, it is generally conceded that the methods

<sup>22</sup> Some have two functions and a few other titles also.

governing selection of professional employees establishes the prestige of an educational agency and sets up an atmosphere and a tradition which are, to a degree at least, independent of other considerations. Unfortunately, influences other than merit enter into staff selection in many States. Merit systems applicable to the professional staff exist in only 14 States. Freedom of the chief State school officer from such considerations in staff selections, as political patronage, residence according to geographical location, etc., is not universal among States. When political patronage governs selection, a high turn-over, even a complete one, often follows elections. Laws giving certain types of preference to special groups have been enacted in a number of States. These and other lacks in standards are not conducive to staff efficiency. Fortunately, a few States—for the most part those with appointed chief school officers—set an example in both selection and tenure practices.

### Salaries

Salaries of administrative and professional staffs differ among States as would be expected. The findings of the Advisory Committee<sup>23</sup> for the 48 States report that 23 percent of the staff were paid less than \$2,500 per year; 40 percent, \$2,500; 2 percent, \$3,000; 25 percent, \$3,500 to \$4,500; and 12 percent, \$4,500 or more. Two-thirds of the total staff of professional and administrative employees in 42 States received less than \$3,500. Staff members paid through grants provided by private foundations and those in the Federally aided program in vocational education received higher salaries than other staff members whose duties and responsibilities were comparable. In 6 States (Colorado, Kansas, North Dakota, New Mexico, Oklahoma, and Wisconsin), the salary of the chief State school officer was equalled or exceeded by that of the director of vocational education or one or more of the supervisors of vocational education. In 3 States (Oklahoma, Kentucky, and Mississippi), the salary of the chief State school officer was equalled or exceeded by that of the supervisor or director of Negro education.

In general, States paying the highest salaries to the staff members are those in which the chief State school officer is appointed. The salary of that official is generally the ceiling for staff salaries;<sup>24</sup> consequently the higher the salary of the chief State school officer, the higher the salaries of the professional staff members.

Promotion to higher positions within the State departments of education are unusual. Only about one-seventh of 800 individuals studied by the President's Committee in 42 States had attained their positions by promotion from less responsible positions in the department.

<sup>23</sup> State Personnel Administration with special reference to departments of education. Op. cit.

<sup>24</sup> Exceptions to this general practice are indicated above.

### **Educational Qualifications**

As would be expected, educational qualifications of the professional staff are considered of special importance in all States. Of 824 administrative and professional employees in the 42 State departments studied in 1938,<sup>35</sup> 69 percent had completed from 1 to 4 years of postgraduate work in education. The typical employee in an administrative or professional position was a college graduate with 1 year of postgraduate work; 36 percent of the staff were included in that category. Fifteen percent had 2 years of graduate work and 18 percent 3 or 4 years. The highest degree commonly held was the master's degree held by 43 percent of the administrative and professional staff. Eighty-eight percent of the staff members reported degrees from institutions characterized as "nationally accredited institutions." Those most frequently attended were institutions having graduate schools of education of high reputation.

The types of experience reported included teaching, supervision, administration, and research. Many of the staff members reported experience or combinations of different types of experience in varied educational fields, and a number had been engaged in work other than education. Fewer than one-fourth had served in a State department of education before entering upon the duties of the position held in 1938.

### **Tenure**

In general the findings of Staff Study No. 3<sup>35</sup> show that tenure in State departments of education is short and uncertain. The vocational education personnel is more stable as to tenure and more apt to have had previous experience in another State department than other employees. These facts are borne out by observations of the Office of Education staff made a year later. In fact, in one or two States a complete new staff of supervisors (nonvocational) had been appointed within a month of the time they were visited; and in several others, 2 or 4 years' service, generally corresponding to that of the chief State school officer, seemed the accepted practice.

For the country as a whole, 26 percent of 877 staff members studied had been employed from a few months to a year, while 48 percent had served 3 years or less. In 35 States the President's Committee staff found a complete or substantial turn-over of the administrative and professional staff following the election of a new chief State school officer.

In those States in which there are civil-service laws governing appointments, or an appointive chief State school officer, or both, a larger proportion of the nonvocational personnel had more than 3

<sup>35</sup> State Personnel Administration. Op. cit.

years' experience than in those States where there is no merit system and the chief State school officer is elected.

### Retirement

Twelve States have general retirement systems for State employees. Twenty-seven States have teachers' retirement systems to which employees of State departments of education are admitted. In these States at least some employees of the State department participate in retirement systems. Usually, those who do have been employed as teachers or in other types of school work before entering the services of the State department. The Committee staff found professional and administrative employees of State departments belonging to one or the other of these types of retirement systems in 24 States, though usually not all were able to take advantage of them.

That the caliber of the supervisory staff governs the quality of the services rendered is axiomatic. Every conditioning factor favoring high qualifications is, therefore, worthy of consideration in the selection and retention of the supervisory personnel. The report referred to in this discussion includes a number of suggestions looking toward the results indicated, which need not be repeated here. One point deserves emphasis, namely, that under existing conditions State supervision fails to offer an attractive career in the sense that one may over a period of years look forward to wider opportunities in similar positions in other States, such opportunities as the city superintendency, for example, now offers in the educational field. There is practically no opportunity for transfer of State department of education staff members from State to State, except for supervisors of vocational subjects. Consequently most State supervisors enter upon their duties without previous experience of a similar nature. While tenure within States is of more than the usual importance under these circumstances, furthering of exchange possibilities seems even more desirable.

On the whole, so far as one can judge by such measurable standards as were reported by the President's Committee, especially in view of the limitations cited, the State department staffs show far better qualifications than conditions would seem to encourage. Undoubtedly there is a real appeal in this kind of service that is in itself attractive quite independently of the limitations discussed.

## Chapter III

### State Departments of Education and the Improvement of Instruction

#### The Place of Instructional Supervision in the Staff Organization

**I**N EACH of the 48 States, the State department of education exercises important functions concerned with the administration and supervision of the public-school systems within the State. These functions, the type and size of staff employed to exercise them, and the organization designed to facilitate efficiency of service, differ widely among States.<sup>1</sup> In all of them however, the supervision of instruction is among the several services rendered.

Generally speaking, then, it may be expected that the importance attached to instructional services in the formulation and development of the policies of the department will be reflected, at least to a degree, in the place which the staff assigned to it holds in the total department staff organization.

It is recognized that other factors influence both staff and organization as well as the policies espoused—legally assigned responsibilities, over which the existing administration has little control; special conditions peculiar to the State or areas within it, educational or financial; emergency situations; and legislative appropriations and enactments, are examples. Despite these conditioning factors the place instruction has in the staff organization in comparison with other functions is one means of judging the emphasis it receives in the education program of the department.

With this idea in mind brief accounts of a few State department staff organizations are presented to illustrate general practice in this respect. They are believed to be reasonably representative of the prevailing situation in State departments in other States.

The organization of the department of education in Oregon is reasonably representative of that of a number of States with relatively small professional staffs, including five in the Northwest. There are four major divisions in the total staff organization, three of which, and they include more than the anticipated three-fourths of the staff in numbers, are assigned to the supervision of instruction, including general and vocational education. In Oregon as in several other States, including some with much larger staffs and more diversified services, each of the four divisions is responsible to the chief State school officer. Presumably, judged by the organization, he directs

<sup>1</sup> Further information in Monograph No. 2 of this series.

each service as an integral part of the whole program of the department. While the proportion of services and staff assigned to instruction is not the same in the other States of which Oregon is considered representative, its relative importance among them is similar.

There is another small group of States in which the organizations differ materially from those just described.<sup>2</sup> In these, through a coordination of services, only two or, in some, three major services (usually called divisions) are provided in the organization plan. The number of subdivisions under each division will depend, of course, on the number of services and of staff members. In the department of education in Florida, which is an example of this kind of organization, the entire professional staff is organized into two divisions, one of which is instruction and one administration. Approximately 15 administrative and professional employees are reported from the department as of 1939, each assigned to one or the other of the two divisions.<sup>3</sup> The relative importance of instruction, judged by this organization, is obvious.

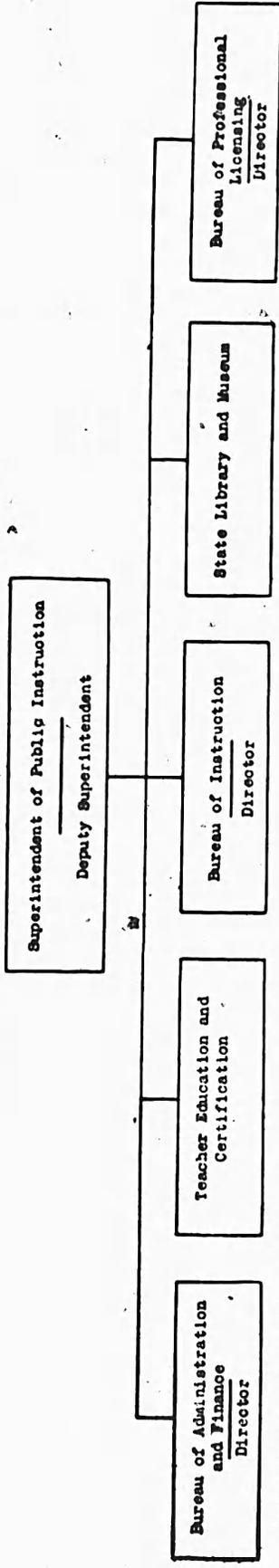
Of the States having large staffs and widely varied functions assigned to the respective State departments of education, Pennsylvania is reasonably representative. In order to show as simply as possible the relative place of instruction among the functions of the State department of education directly concerned with the public schools, the accompanying chart, adapted from the full organization chart of the Pennsylvania Department of Public Instruction, is presented. In this State department, as in several others with large staff memberships, a variety of services are represented not generally included in State departments of education. Administration of the State museum and State professional licensing functions, are examples. In the Pennsylvania State department organization, see chart, page 41, the bureau of instruction is one of 5 services, 3 of which are called bureaus and are apparently of similar status in the organization plan. The bureau of instruction is organized to provide 13 different kinds of services to each of which one or more staff members are assigned. (See also supervisory chart, p. 61). An examination of the two charts offers convincing evidence that so far as one can judge by the established organization, instruction has an important place among the functions designated and in the department's program under way.

These examples, while few in number, are representative of organization provisions in other State departments of education. They indicate that instructional functions have an important place among those provided in State department organizations.

<sup>2</sup> They are named in another section, p. 51.

<sup>3</sup> Instruction is slightly larger in staff membership.

*Organization Department of Public Instruction—Pennsylvania<sup>1</sup>*



<sup>1</sup> This chart is adapted from the full organization chart of the Pennsylvania Department of Public Instruction. It includes only a presentation of those major services of the department directly concerned with public-school administration, exclusive of boards and commissions



## Organization of Supervisory Staffs in State Departments of Education

Considering the variety of educational situations and needs in the United States as well as differences in the ability and inclination of the several States to furnish public services, it would be expected that the staff organizations set up to improve instruction would vary greatly among them, and such is the case. Uniformity in size, organization, and functions of State supervisory staffs is probably as undesirable as it is impractical.

So far as the general educational program is concerned, then, variety rather than uniformity in the details of staff organization prevails. The organization for supervision of the vocational subjects is practically the same in all States as will be explained later in this section.

### Supervision of the Program in General Education

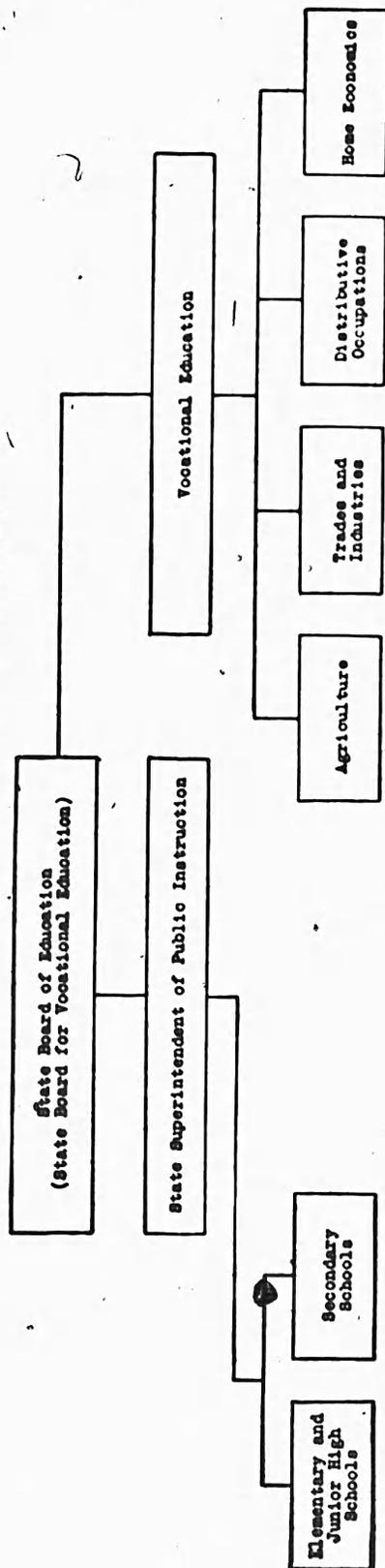
There are a few characteristics concerned with the supervisory services offered common to all or a high percentage of the several State departments of education. These are, of course, reflected in the respective staff organizations. With a few exceptions the central office staffs of State departments include full-time services and at least one staff assignment each in elementary and in secondary education and the staff organizations so indicate.

Another characteristic common to a considerable number of States in which staffs are not large, say two to eight members, is that each service, usually each staff member, is responsible directly to the chief State school officer. In departments with larger staffs, the organization structure usually provides divisions or bureaus in each of which a number of different but related services and staff members function. The director of the division (or bureau), is responsible to the chief State school officer for the direction and usually for the coordination of the several services which constitute the division.

Somewhat representative of the States with only two supervisory services, one in elementary and one in secondary education, is the staff organization in Washington—a chart of which is shown. Four other States—Montana, Oregon, Idaho, and North Dakota—have very similar organizations. Assigned to each service there is one full-time staff member, director or supervisor by title, each directed by and responsible to the chief State school officer.

In another State, Indiana, the basic plan of organization, that is, provision for two supervisory services, one in elementary and one in secondary education, each responsible directly to the chief State school officer (or his deputy or assistant) is similar. In Indiana, however, as the chart shows, there are two important variations in the details of organization. Elementary and secondary school

*Staff Organization for Supervision of Instruction—Washington*



**Staff:**

- 1 Supervisor for Elementary and Junior High Schools
- 1 Supervisor for Secondary Schools
- 1 Director of Vocational Education who is also Executive Officer of the State Board for Vocational Education and Supervisor of Trades and Industries
- 1 Supervisor of Trades and Industry
- 1 Supervisor in Agriculture
- 1 Supervisor of Home Economics
- 1 full-time and 1 half-time Supervisor of Home Economics

inspection form one service instead of two, as in the other States. Also a cooperative arrangement is indicated between the State department of education and the State department of health through which a division of the last-named department furnishes a professional staff member who with the cooperation of the staff of the department of education supervises health instruction—an added service not available in the other States mentioned.

A staff organization of a distinctly different type is that in Massachusetts—in which there are several unusual provisions. Instructional functions are centered chiefly in a division of elementary and secondary schools and teachers colleges—no other department organization shows the exact counterpart of this although coordination of instruction in teachers colleges with elementary and secondary supervisory functions is indicated in the staff organizations of a number of State departments. Included among the services in the division are elementary education, secondary education, physical education, music, special education, and safety education. The department maintains also a division of university extension the functions of which are largely administrative but include supervision, having one staff member who supervises adult education classes. (See chart, p. 46.)

The organization for instruction in Michigan provides two services, each under an assistant superintendent, one the assistant superintendent for instruction and planning and one the assistant superintendent for vocational education. In the former four services are indicated; the staff members assigned to them are titled consultants. The services are county school systems, rural education, special education, and secondary schools. (See accompanying chart.) An unusual feature, not of course noted in the organization of the secondary school service, is its organization as a 12-year experiment financed in part from private funds and in part by the department.

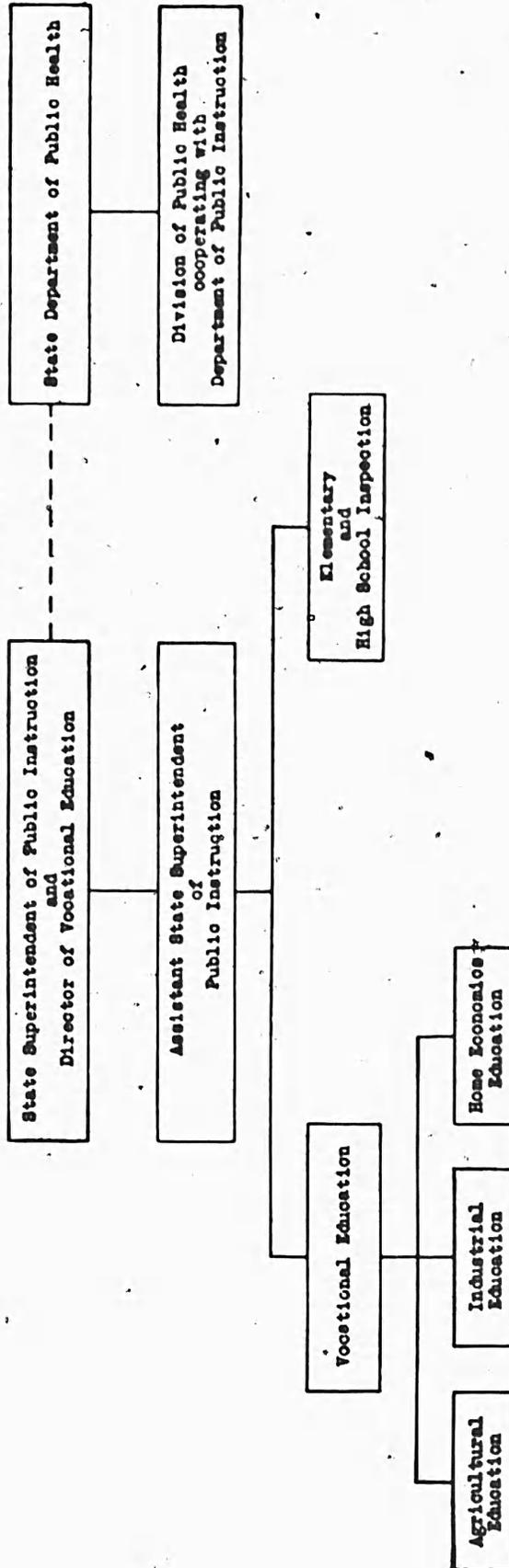
The accompanying organization chart for Virginia shows, beside another variation in organization, provision for a service in Negro education—provided also in 15 other States. In most of them an agent by title, sometimes with an assistant, usually a supervisor, is in charge.

Further illustrations of the variety in details of staff organization for instructional supervision in the respective State departments can be found by examining the charts shown in the Appendix. Those presented are probably adequate to show that no one type of organization of supervisory staff and functions is, judged from present practices, considered so superior as to justify general adoption.

### **Supervision of the Vocational Education Program**

Following the passage of the Smith-Hughes Act in 1917 and supplementary acts of Congress authorizing appropriations to the States

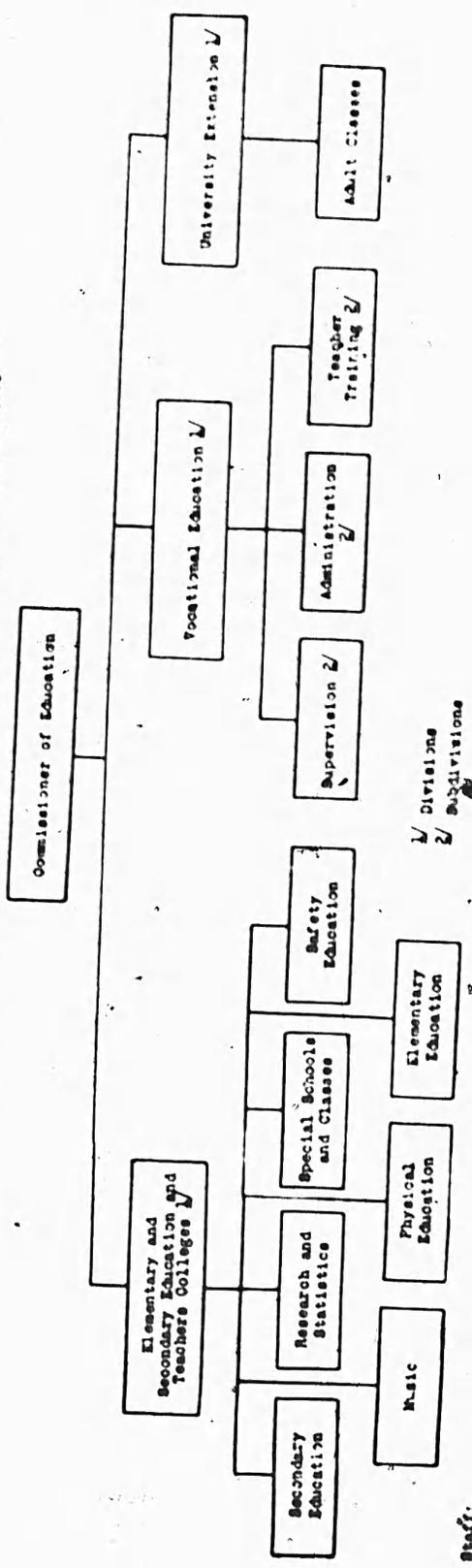
*Staff Organization for Supervision of Instruction—Indiana*



**Staff:**

- Supervisor of Agricultural Education
- Supervisor of Industrial Education
- Supervisor of Home Economics Education
- Director and Assistant Director in the Division of Elementary and High School Inspection
- Chief of Bureau of Public Health, Assistant Chief, 2 Visual Educators and 1 Artist (attached to State Department of Public Health)

Staff Organization for Supervision of Instruction—Massachusetts

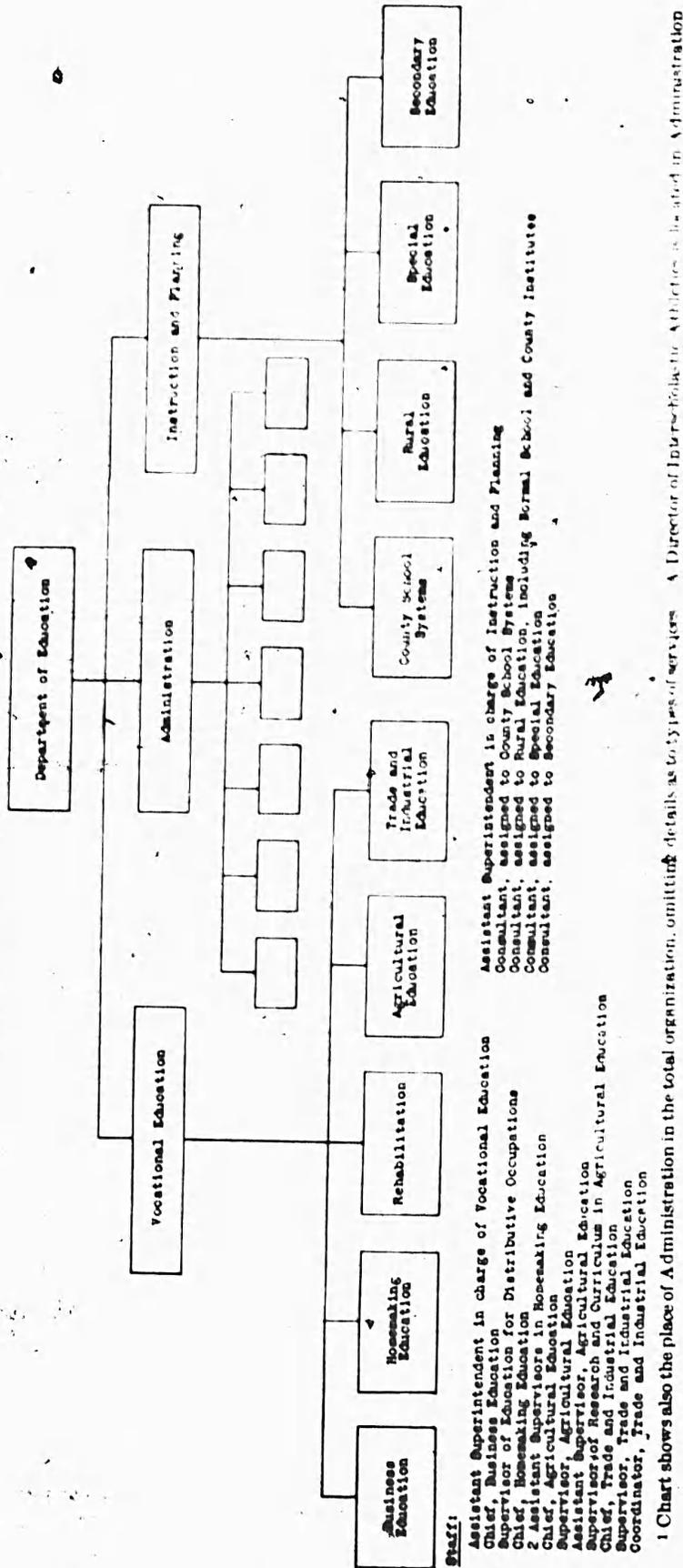


Staff:

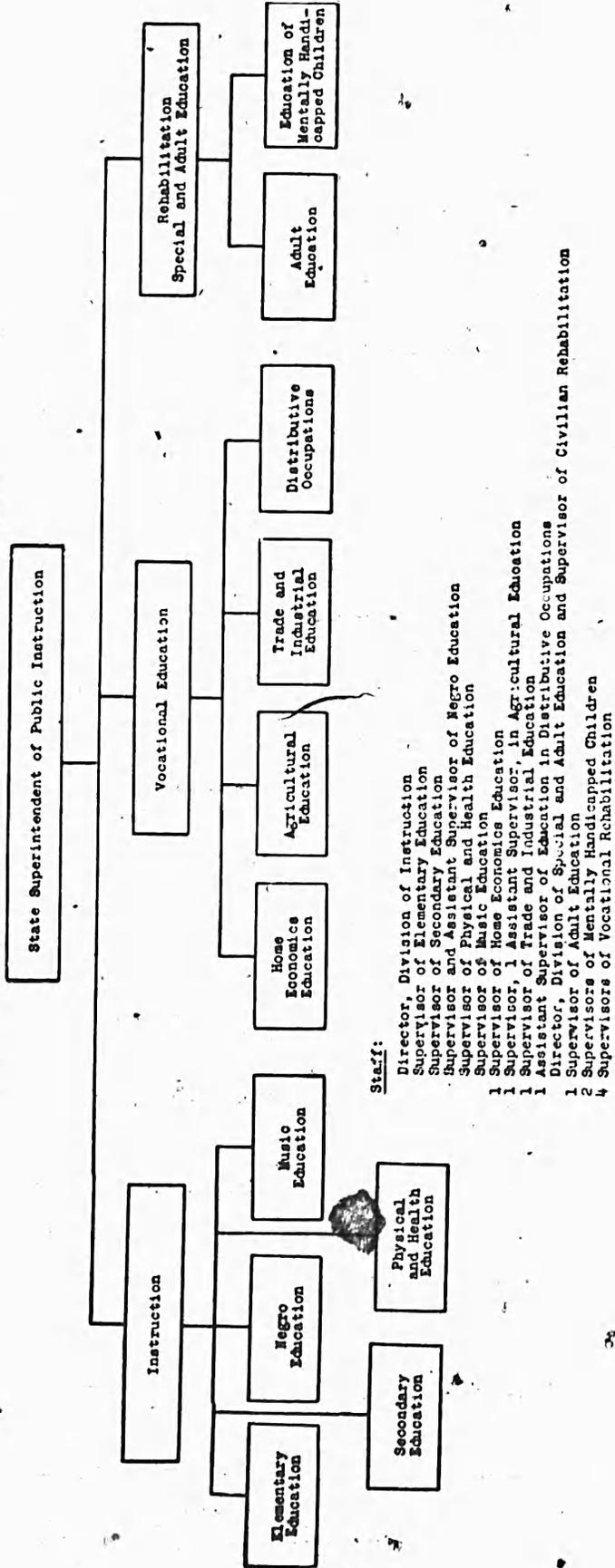
Elementary and Secondary and Teachers Colleges Division: 1 Director, 1 Supervisor in each of the 7 fields indicated, 1 Assistant Supervisor in Physical Education  
 Vocational Education Division: 1 Director and 1 Assistant Director, 4 Coordinators and Assistants, 7 Supervisors and Assistants, 7 Supervisors and Assistants, working in the 5 fields of Agriculture,  
 University Extension Division: 1 Director and 1 Supervisor of Adult Classes

1/ Divisions  
 2/ Subdivisions

Staff Organization for Supervision of Instruction—Michigan



**Staff Organization for Supervision of Instruction—Virginia**



and Territories for the establishment and maintenance of vocational education, certain policies were formulated by Federal and State officials concerning staff organization in State departments of education, and State plans for the supervision of instruction. These policies and plans in the main are still followed. The Federal law requires that each State create or designate by legislative act a State board for vocational education to work in cooperation with the U. S. Office of Education in carrying out the provisions of the act. In some States the chief State school officer is the executive officer of this board and there is an established relationship through him with the State department of education. In many States the State board of education and the State board for vocational education are the same. Since 1917 a series of policies and recommended procedures have been formulated on which State plans and procedures are based. Among requirements of all States is that the State shall submit to Federal officials the plan by which it proposes to conduct its Federally aided activities. Plans in all States provide for supervision. The following quotation from *A Statement of Policies for the Administration of Vocational Education*, Revised February 1937,<sup>4</sup> United States Department of the Interior, Office of Education, will indicate procedures followed in the supervision of vocational subjects.

The strength of the educational program in any locality and therefore in any State is dependent upon the vision and ability of the teachers and the supervisors employed. It is therefore important that a State board should make provision for the effective administration of vocational education by the appointment of a director, and for the supervision of the vocational education program in each of the several fields by employing supervisors who can assist the director in the administration of the program, and guide local school administrators and teachers in the development of their respective local programs adapted to the needs of the communities.

Federal funds for local and State supervision are made available to the States through provisions in the vocational education acts.

In order to maintain an effective supervisory program in the States each State will be required to include in its State plan the following:

- (a) A description of the supervisory program to be maintained in each field of service, including organization and functions.
- (b) Specific qualifications to be required of State supervisors in each field. These qualifications should cover:
  - (1) Practical working experience.
  - (2) Technical education.
  - (3) General education.
  - (4) Professional education.
  - (5) Teaching experience in approved vocational schools.
  - (6) Supervisory or administrative experience.

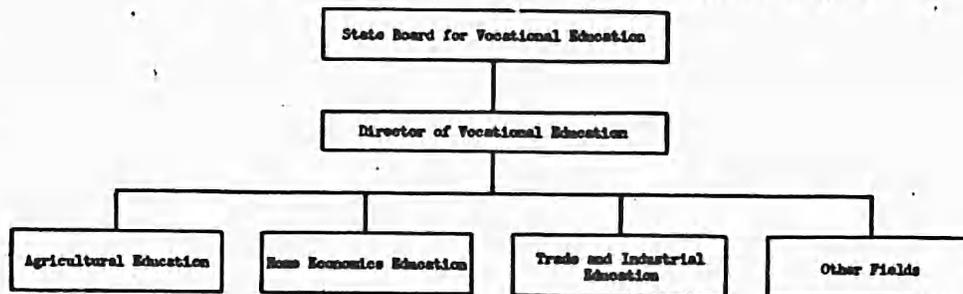
State boards for vocational education are responsible for employing only supervisors who meet all qualifications as set-up in the State plans and for setting up such administrative relationships as will insure carrying out the program outlined in the plan.

<sup>4</sup> Pp. 21-22.

As a result of the policies and provisions referred to, practically the same organization of supervisory staffs exists in all States. There is a State board for vocational education which formulates policies and performs other administrative functions, a State director of vocational education who directs the whole program in all fields, and a supervisor (not always full time) in each of the Federally aided subject-matter fields. In 12 States the chief State school officer is the director of vocational education. In a few States the director is also the supervisor of trades and industries or of agriculture. Generally the service for vocational education is called a division of vocational education; it is within the State department of education in all but 4 States—North Dakota, Washington, Wisconsin, and Colorado. As will be explained more fully later, there are a few States in which the division of vocational education is coordinated with the total instructional service, usually designated as a division of instruction. In most States, however, it is an independent division in the department coordinate in organization status with a service or division of instruction or with divisions or services in designated fields or subjects such as elementary education, physical education, and Negro education. In a few States, as in Utah, each supervisor of a vocational subject works directly under the chief State school officer.

In general, then, the organization for the supervision of vocational subjects follows the pattern indicated in the following chart.

*General State Organization for Supervision of Vocational Subjects*



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## Chapter IV

### State Programs in Instructional Supervision

#### Some Significant Trends in State Supervisory Programs

**W**ITH THE growth in numbers of supervisory staffs in State departments of education noted elsewhere, corresponding progress in efficiency in supervision seems a reasonable expectation. In the years during which growth was traced (see table, p. 15), changes took place also in staff organization, kinds of services made available, objectives set up, and procedures followed in their attainment. While State supervision as a full-time professional function performed by specially assigned staffs is of relatively recent origin, a review of the progress made toward increased efficiency during the period indicated shows important trends of which three seem significant in this study.

There is a notable trend toward coordination of supervisory staff and services. This is manifested in a number of ways, staff organization being one. In some State department organizations complete coordination of all supervisory services is the apparent objective, achieved by placing them in one "division" generally designated "instruction." In others a partial coordination is provided usually applicable to the supervisory services in general education while supervision of the vocational subjects is placed in a separate division. In other States some but fewer supervisory services are coordinated constituting more than two apparently independent divisions of the supervisory staff.

A second important trend is toward securing increased efficiency by assigning members of the State staff to local (or intermediate) administrative units or to specially designated supervisory regions or areas. The third aims toward the same objective through enlarging the central office staff and correspondingly increasing the services made available or, if increases in staff are not feasible, through adjustments within the available staff, increasing the number and type of services for which members are responsible.

Coordination of supervisory services through staff organization is accomplished or apparently under way in at least 11 State departments of education. In 4 State departments—Connecticut, Florida, Ohio, and Pennsylvania—the staff organization provides for complete unification of all the instructional supervisory services available by levels, special-subjects, and special fields, as provided.

‡ Not always by that title, however.

In 7 States—Alabama, Massachusetts, Michigan, New York, North Carolina, Virginia, and Wisconsin—the staff organization indicates unification of some services, usually those concerned with supervision in general education, into one division usually designated “instruction.” Supervision of the vocational subjects in these States is in a separate division—designated the “division of vocational education.” In a few of them one or more other services—supervision of exceptional children in Wisconsin and New York, for example—are not included in the coordinated service.

The movement toward coordination of all supervisory services represented by the four States mentioned is a recent one. Indeed, it was in process of development in at least two departments when they were visited by members of the Office of Education staff in the spring and summer of 1939. In some departments the services planned had not been staffed or there were vacancies making the coordination incomplete, at least for the time being. The plan, while new, has significant possibilities in view of the acknowledged need of coordination both within elementary and secondary school programs and between levels. In many States, too, there are some neglected and some adequately supervised instructional areas judged by the size of staff assigned—a situation which better staff organization all along the line might eventually mitigate. Any steps toward coordination seem advantageous under such conditions.

In the States in which some, but not all, services appear in the unified division, one may conclude that the need for coordination is recognized and important steps toward its achievement have been taken or are under way.

The trend in State supervision toward an effective extension of the State program in general education into local (or intermediate) school administrative units or specially designated areas has developed in several different forms. In its most highly developed form it appears to have all the advantages usually associated with local supervision and in addition those of State-directed and financed supervision. The kind of organization, method of appointment and financing of the staff, and other factors differ among States, but the fundamental objective of extending professional supervision under State direction to areas in which it might otherwise be lacking, thereby more nearly equalizing educational opportunities so far as supervision is concerned among all the schools of the State (outside of certain independent cities in which supervision is an accepted provision), is the same.

According to the plan followed in a number of departments, State supervisors are distributed on some equitable basis according to existing administrative units throughout the State. Delaware and New Jersey are examples. In at least seven States—California, Connecticut,<sup>2</sup> Delaware, Maryland, New Jersey, Virginia, and

<sup>2</sup> For details of the Connecticut plan, see p. 55.

Wisconsin—the functions of these supervisors are chiefly in the elementary field. High-school supervision is from the central office or local superintendents or principals. In most of the New England States town or union superintendents are both administrative and supervisory officers in charge of all schools. In at least three States—Connecticut, Delaware, and New Jersey—the chief State school officer is responsible for the selection and appointment of the supervisors and they are paid from State funds. In one, Wisconsin, the State reimburses the county for salaries of supervisors who are selected and employed by county school officers. In nearly all of the other States, following the trend indicated, salary and appointment or approval are joint responsibilities of the State and unit served.

In three States—Louisiana, Mississippi, and Tennessee—a plan somewhat similar in organization and objectives to that in the 7 States mentioned has been initiated, though it is not yet developed in all counties within these States. Supervision is directed by the State and financed by the State and county jointly. Not all counties participated in the plan at the time information was collected.<sup>3</sup>

A modification of this plan, less developed from the point of view of the quality of "local-ness" in supervision, yet probably approaching more nearly that ideal than if each supervisor worked from the central office in the capital, especially in the larger and more densely populated States, is followed in Georgia, Illinois, Iowa, Missouri, Nevada, and Texas. Organization for supervision in these States is on a "regional" plan. Each State is divided into regions on a geographical basis and a supervisor (not always by that title), who is a member of the State staff, is assigned to each of the designated regions. Such a supervisor may or may not live in the region he supervises. In Texas, for example, there are 24 deputy State superintendents each assigned to supervise the schools in a given region in which he establishes his residence and his official headquarters as an assistant State superintendent. In Illinois, on the other hand, there are 8 State assistants to the superintendent assigned to 3 regions into which the State is divided for supervisory purposes, each retaining headquarters at the central office in the capital. There is, as would be expected, considerable variety among the States in the details of the plans developed in each.

The regional plan is a step in State supervision between concentrating the staff at the central office and decentralizing it by placement of a State supervisor in each intermediate administrative unit, as in New Jersey or Wisconsin. It represents an effort on the part of the State department to extend the services of its supervisory staff more efficiently and to keep in closer touch with local school

<sup>3</sup> Also in a few of these States some supervision from the central office staff is on the regional plan; e. g., Wisconsin.

units. This is achieved by narrowing the area and thereby reducing the number of teachers and classrooms under one supervisor. In at least three of the States—Illinois, Nevada, and Texas—in which State supervision is on the regional plan, both elementary and secondary schools are supervised by the same State officials and some administrative duties are assumed by them in the respective areas.

In contrast to these decentralization plans are those of the States which depend for State-wide supervision on the central office staff, a number of which illustrate the trend toward increasing the staff in numbers and at the same time increasing the diversity of services offered. In several States in which increases in staff are not feasible, adjustments are made within the available staff in order that the most essential services can be provided. The chief State school officer, his deputy, or a staff member whose major assignment is in a particular field of work, assumes the additional responsibility of supervising a given level or special field or subject for which there is no full-time staff member.

Among the States in which material progress in staff number and diversity of services has been made since 1913 and which are reasonably representative of the trend in the less densely populated States to promote efficiency in supervision in this way, Minnesota in the North Central section of the United States; Arkansas and South Carolina in the South; Oklahoma in the Southwest; Utah in the West, are reasonably representative. Supervisory staffs in these States now and in 1913 are, in number, as follows: Minnesota: 1913, 6; 1939, 12; Arkansas: 1913, 3; 1939, 5; South Carolina: 1913, 1; 1939, 7; Utah: 1913, 1; 1939, 4; Oklahoma: 1913, 2; 1939, 8.<sup>4</sup>

Important considerations in attaining efficiency in State supervision from the central office staff include the area over which classrooms and teachers are distributed and their number; time and difficulties involved in travel as well as provisions made, as for example, in travel funds and clerical assistance, to make frequent visitation possible; the variety among school units in financial resources, educational development, and needs. It is evident at once that when State-wide responsibility is assumed by one supervisor, even if for only *one* level or subject in the instructional program, the plans followed must differ materially from those of locally assigned supervisors. Indirect rather than direct contacts with teachers and classrooms must usually be depended upon with relatively infrequent visits, consultations, and similar practices, especially with individuals and small groups. The exercise of originality and initiative in planning at long range rather than through first-hand conference and consultation with local superintendents and teachers is necessary. Where the county superintendency is an established professional office, the State super-

<sup>4</sup> Data from U. S. Office of Education Educational Directories (nonvocational staffs only).

visors work through county superintendents effectively. Distribution of printed and mimeographed material is usually another fertile resource of State supervisors for reaching teachers by long-distance contacts.

### Representative State Programs

Brief descriptions of a few representative State programs in supervision are presented in the following pages. They concern chiefly the supervisory organization, services, and staff in State departments of education but include also some other outstanding characteristics of the programs followed.

The States selected are those in which supervisory programs are reasonably representative of the trends noted in the preceding section of this study since space does not permit inclusion of similar descriptions for all of the States. Their selection is not intended to imply that the characteristics illustrating the trends noted in the respective State departments are mutually exclusive. Many of the departments selected to illustrate one of the three trends would equally well illustrate others—indeed, all three of them; Wisconsin, for example.

### Coordination of Supervisory Services

#### *Through Staff Organization*

In order to illustrate coordination of services through staff organization designed for the purpose, a brief account of the organization and program in four States follows. In two—Connecticut and Pennsylvania—the whole supervisory staff is placed in one unified service, called a division of instruction in Connecticut, a bureau of instruction in Pennsylvania.

In two—New York and Wisconsin—the organization is designed to unify a large number but not all of the supervisory services provided in the department.

**Connecticut.**—The State program for the supervision of instruction in Connecticut is an outstanding example of at least two of the trends noted—that for coordinating instructional services within the department into a unified division of instruction provided in the staff organization, and that of extending the services of the State supervisory staff to schools throughout the State, including those unable to finance professional supervision on their own resources.

All supervisory services of the State department, general and vocational, are organized into a division of instruction as shown in the chart on page 57. The plan is strengthened through a supervisory council made up of all the officials concerned with instruction in the central office staff. It meets frequently for discussion of policies and practices concerned with instruction in the schools of the State.

There are also definite plans for promoting understandings and relationships outside the department itself which may affect policies concerned with as well as promote wider understanding of the instructional program. Three of these are worthy of mention:

(1) The State as a whole is divided into five regions for certain educational purposes. Two types of working committees, one of laymen and one of professional educators, are appointed by the commissioner to serve in each. It is the expectation that through these committees the public at large will be kept informed of the educational needs of the State and of the policies the department expects to carry out for meeting them.

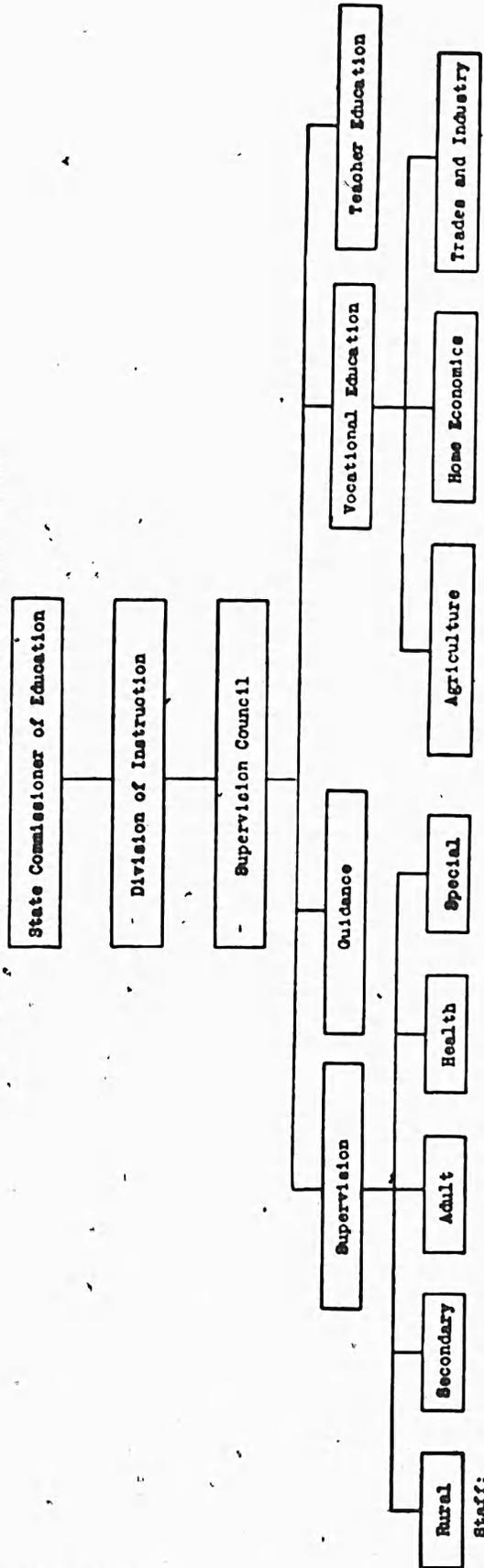
(2) There is a council of the presidents of the four State teachers colleges and the university as well as representatives from other higher institutions which prepare teachers called together from time to time by the commissioner of education. The council meets with him and other officials of the State department and the State board for the discussion of problems concerned with education in the State.

(3) Research studies are undertaken by the department in cooperation with organizations interested in education. Under way are studies carried on with the cooperation of the League of Women Voters and the American Association of University Women.

Four major services included in the division of instruction are supervision, guidance, vocational education, and teacher education. Plans were not fully developed when the department was visited (in the summer of 1939) and the guidance service was not established. Complete personnel assignments had not been made to certain other services indicated on the chart. The director of vocational education who had served under that title before the reorganization was still directing supervision in the vocational subjects pending the time when reorganization is fully established.

Teacher education carried on in the four State teachers colleges is an important service in the division of instruction. The program for coordinating the preparation of teachers with the instructional policies of the department is developing largely through committees made up of members of the faculties of the institutions and the staff of the State education department and through the direct assignment of faculty members to the supervision of schools on a part-time basis. According to the proposed plan, members of the faculty assigned to this type of work will answer specific calls for help with instructional problems, will assist in the development of experimental work in assigned areas, and will take the leadership in special types of research and experimentation assigned to "regional" committees. The regional committees are to be made up largely of supervisors and teachers. Faculty committees will assist in the continuing recon-

**Staff Organization for Supervision of Instruction—Connecticut**



**Staff:**  
**Director, Division of Instruction**

**In Supervision:**

- Rural: 1 State Senior Supervisor
- 20 Supervisors assigned locally
- Adult: 1 State Director
- 27 Local Directors (part-time State)
- Health: 2
- Secondary: 2, each part-time
- Special: 2

**In Vocational Education:**

- 1 Director
- 1 Supervisor of Agriculture
- 1 Supervisor of Trades and Industry
- 1 Supervisor of Home Economics

**In Teacher Education:**

- Faculty of 4 Teachers Colleges;
- Committees; Workshops

struction of curriculum materials, an activity which has been under way for some years in Connecticut.

The teachers colleges cooperate also in the development of instructional workshops. One such workshop will be established in each of the five regions before mentioned and in the summer schools of each of the teachers colleges. The workshops are concerned with a variety of problems of the whole instructional program, including but not confined to curriculum construction.

"Supervision" (one of the four services shown in the chart in the division of instruction) includes supervision of secondary schools, of health education, of adult education, of special education (exceptional children), and of rural schools. Supervision of secondary education from the central office is in charge of two part-time supervisors who are also members of the faculties of the teachers colleges; one specializes in the social studies and one in the industrial arts. Each is a part-time State supervisor and a part-time member of the faculty of one of the four State teachers colleges. There are two supervisors of health in charge of instruction in health in the elementary and secondary schools who work with local supervisors, especially with the State rural school supervisors.

In the field of special education there are two supervisory assignments. The functions are concerned chiefly but not wholly with mentally exceptional children, classes for whom are subsidized from State funds. The supervisors have charge also of the educational program for children in the child-caring institutions of the State.

Supervision of adult education is an important function of the division. It is carried on through one State staff member, whose title is "assistant to the director," and 25 local directors who are paid equally from State and local school funds.

Much of the State's responsibility for professional supervision is carried on by 20 State rural supervisors directed by the State senior supervisor (by title) who is a member of the central office staff. Practically all small villages and rural areas of the State are supervised by these supervisors. Towns with more than 25 teachers, if they include large cities, employ supervisors through local initiative for the schools in such systems.

All of the towns under State supervision are classified into 12 supervisory areas, each containing 4 to 11 towns. In each of 8 of these areas there are 2 supervisors, a man and a woman. In 4 there is 1 supervisor only, in all cases a man. The 20 supervisors are located in the areas in which they work or in the nearest convenient living place. Where there are 2, 1 supervisor devotes practically full time to supervision with a minimum assignment of administrative duties. The average number of teachers per supervisor is about 75 in the areas in

which there are 2 supervisors. In those in which there is only 1, the average supervisory load is 40 teachers.

The rural supervisors assigned to local areas are State supervisors, selected, paid, and their work supervised by State education officials from the central office. They work directly with teachers and children. They visit the schools, advise with the teacher in regard to her problems and ways of improving her teaching methods, help in the selection of teaching materials and using them effectively, and work with committees of teachers on a variety of problems including preparation and use of curriculum materials. The supervisors know the communities, the teachers, and the children with whom they work from direct personal contact. Their practices and programs are based on local situations and local needs.

No definite distinction is made between supervisors assigned to elementary and those assigned to secondary schools outside of the central office. In the areas in which there are two supervisors it has become customary for the men to assume high-school supervision and certain administrative duties and the women to assume the supervision of elementary grades. However, even in these areas the lines of demarcation are loosely drawn.

The State senior supervisor in charge of the rural supervisory program, carries on his work through conferences, working committees, school visitation, preparation and distribution of teaching materials, and similar activities. Frequent conferences of supervisors are held, sometimes separately for those chiefly responsible for secondary supervision and for those chiefly responsible for elementary supervision and sometimes in one group for supervisors without regard to levels. In general the conferences are (a) of small groups, discussing particular interests or phases of the work; (b) of regional groups; or (c) of all supervisors for the State-wide area.

Committees are constantly at work preparing curriculum materials. In general, they are prepared for specific areas. Particularly good accounts of successful practices, etc., are mimeographed or duplicated and distributed among other supervisors and teachers. Considerable committee work is carried on also through the five curriculum workshops to which reference has been made. The large objectives of the whole instructional program are summarized by the director as follows: (1) To improve the instructional situation and instruction according to local needs; (2) to promote teacher growth; and (3) to individualize instruction.

The general policy concerned with curriculum construction in Connecticut is that revision should be a continuing procedure and should be initiated locally rather than from the State central office. The curriculum service is considered a supervisory responsibility. Materials

and supplies are furnished by each supervisory district for the schools within the area. The State does not furnish textbooks or lists of textbooks. Selection is a local responsibility.

Because of the unusualness of the State supervisory program, a brief account of its history and development is of interest. Professional supervision began with rural supervision because of a rather general realization that the schools in rural communities were backward in comparison to those in the cities and larger towns. It dates back to 1903 when the legislature provided for the appointment of professional supervisors in towns with fewer than 10 teachers. At first the State paid one-fourth of the salary, then half of the salary; finally, as now, all of the salary was provided from State sources. Since 1909 the State has assumed the full cost of supervision. Eligibility of towns to this type of State aid is dependent on the number of teachers; the number has, however, been increased from 10 to 25. As towns grow in number of teachers employed, they outgrow the need for State supervision. At the present time 91 of the 101 towns eligible for State supervision are participating in the program.

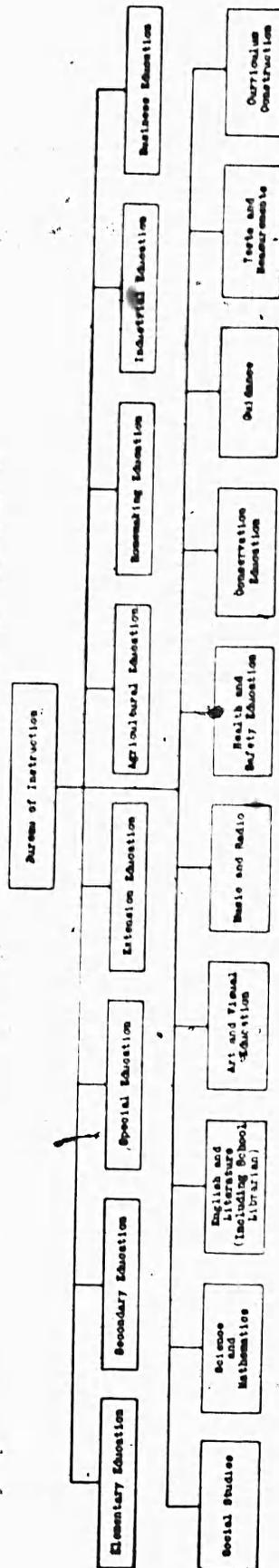
Throughout the early years when supervision was in the process of development, the commissioner of education in person and professional assistants employed in the State department spent considerable time in the field, actually supervising, helping both teachers and patrons of the schools to understand its value. State supervisors often taught classes on public platforms in order to explain their purposes and methods to the people. During this time also the State commissioner called conferences of supervisors each month. The understanding of the need for supervision developed gradually and crystallized during the World War when it was necessary to employ teachers with inadequate training and the turn-over was high. At the present time supervision is well established in Connecticut.

The limitations of the present program of State-wide supervision are found chiefly in towns too large to come under State supervision and yet not large enough to employ professional supervisors locally. While there are superintendents or supervising principals in such towns who have free time for supervision, they are more apt to be prepared for high-school than for elementary-school work, with the result indicated above.

While a number of other States now provide State supervision extending into local areas and similar in organization, Connecticut was the first to inaugurate the plan.

**Pennsylvania.**—In Pennsylvania the State department of education, in quite a different way from that in Connecticut but with a similar objective, provides in its staff organization for coordination of all of its supervisory services as well as for a complete supervisory program by levels, special fields, and subjects.

Staff Organization for Supervision of Instruction—Pennsylvania



Staff:

- 1 Director, Bureau of Instruction
- 1 Assistant Director, Bureau of Instruction
- 1 Chief, Elementary Education Service
- 1 Chief, Secondary Education Service
- 2 Advisers, Secondary Education Service
- 1 Chief, Special Education Service
- 1 Adviser, Special Education Service
- 1 Chief, Extension Education Service
- 1 Chief, Agricultural Education Service
- 1 Chief, Agricultural Education Service
- 1 Chief, Homecoming Education Service
- 1 Adviser, Homecoming Education Service
- 1 Chief, Industrial Education Service
- 2 Advisers, Industrial Education Service
- 1 Chief, Business Education Service

- 1 Chairman, Social Studies Service ✓
- 1 Chairman, History and Mathematics Service ✓
- 1 Chairman, English and Literature ✓
- 2 Assistants, English and Literature ✓
- 1 Chief, Art and Visual Education Service
- 1 Chief, Music and Radio Service
- 1 Chief, Health and Safety Education Service
- 1 Chief, Health and Safety Education
- 1 Chairman, Guide to Conservation Education ✓
- 1 Chairman, Tests and Measurements Service ✓
- 1 Adviser, Curriculum Construction

✓ Committee chairmen are full-time directors or advisers in other fields. The chairmanships indicated are not full-time positions.

All instructional functions (see accompanying chart) of the department are placed in a bureau of instruction in charge of which is a director and an assistant director. Organization within the bureau is by levels, elementary and secondary; by fields, special education, guidance, and tests and measurements; and by subjects, music, art, health, and safety, are examples. The plan provides for a chief and one or more advisers, according to the titles used in Pennsylvania, in each of the following services: Elementary education, secondary education, special education, agricultural education, homemaking, industrial education, health and safety education; and for a chief only in each of the following: Art and visual education, music and radio, and business education.

A number of subjects and fields in which full-time staff members are not available are provided for in the supervisory program through committees of staff members who have other major assignments. In general, the committee members as well as the chairmen are selected for the indicated field because it is one in which they have a special if not a major interest or for which they are fitted by experience or preparation, or both. There is, for example, a committee chairman in each of the following: The social studies, science and mathematics, English and literature, conservation education, guidance, and tests and measurements. There is also a full-time staff member whose title is adviser in curriculum construction.

Unlike Connecticut, Pennsylvania does not provide for a State supervisory staff placed in local communities, but depends, except in two of the vocational subjects, on the central staff to direct and carry out the instructional program. The central staff works cooperatively with local superintendents and supervisors, with the State teachers colleges and with State educational organizations in extending its efforts for improving instruction. There is, however, a State-wide plan for subsidizing from State funds the salaries of county superintendents and assistant county superintendents, the number of such assistants depending on the number of teachers in the county. Such a plan encourages coordination of effort between State and local supervisory officials and probably enables the staff of the State department to work more effectively through these local officials than if no State funds were provided.

The limitations in such cooperative plans are due in part to the multiplicity of duties which the county superintendents and their assistants must perform; the large number of teachers per supervising officer and consequent lack of adequate time for supervision of the schools outside of cities in which supervisors are provided through local initiation. State supervisors in Pennsylvania, therefore, work less through direct contacts with schools and teachers and more through

institutes, conferences, different types of superintendents' and teachers' meetings, and especially through State publications.

Among supervisory activities under way when the department was visited, in addition to holding of conferences, visiting classrooms, preparing teaching materials for distribution, answering specific calls for help, and maintaining effective relationships with school officials, the staff in elementary education was initiating movements toward the establishment of curriculum construction centers for developing materials suitable to the areas in which the centers are located and working toward improving the quality of supervision through the local supervisors. Development of demonstration centers was also under way.

The department issued an unusually diversified series of publications during 1938-39 prepared by committees or by the State supervisory staff covering significant problems in both elementary and secondary education. They were addressed largely to teachers and supervisors and included a number of noteworthy contributions.

Also unusual in Pennsylvania are provisions for the supervision of vocational homemaking and agriculture. In homemaking there are, in addition to the central office supervisory staff, 29 State and field supervisors stationed at points throughout the State. In agriculture there are 35 such supervisors. They supervise classes in the small schools in the areas to which they are assigned, usually by counties. They provide closer supervision than would otherwise be possible and additional classes in these two subjects in many rural areas.

*New York.*—It was previously noted that there are seven States in which the staff organization for supervision provides partial coordination of services—usually through two divisions, one for the supervision of the general program and one for the vocational subjects. The supervisory organization and programs in two of the States—New York and Wisconsin—are described briefly in the following pages to give a general idea of this type of organization operating under quite different conditions judged by administrative organization, educational needs, and functions of the departments in the respective States. Neither is typical of the other six in details of organization and in neither is education of one or more groups of exceptional children included in the coordinated division or service of instruction.

New York differs so widely from any other State in wealth, size, and diversity of population, as well as in educational problems, that one expects to find corresponding differences in size and organization of the State educational staff and in the means used for achieving supervisory leadership and objectives.

The department of education as it now functions is relatively new. Until 1904 there were 2 State education agencies, each practically independent of the other—the University of the State of New York, under the State board of regents whose primary functions were concerned with higher education, and the State department of public instruction with its superintendent which managed the “common” schools. The unification act of 1904 combined and harmonized these agencies and provided a State department of education of which the board of regents is head, and the commissioner of education its chief executive officer.<sup>5</sup> Under this act important educational functions and an unusually large staff numbering in 1939 about 700 has been assigned to the department.

A reorganization of the department effected in 1937–38 redistributed the functions of the department, grouping nearly all of them under the direction of three associate commissioners of education of whom one is in charge of instruction. Under his direction are two assistant commissioners, one of whom directs instructional supervision and one vocational education. The functions directed by each assistant commissioner are distributed among divisions usually with a director in charge and under the divisions are bureaus in charge of bureau chiefs. Other professional workers within divisions and bureaus usually bear the title “supervisor.” The major part of the State department work concerned with the improvement of instruction in the elementary and secondary schools is carried on in the services directed by the assistant commissioner for instructional supervision and the assistant commissioner for vocational education. Under the former are six divisions, as follows: Elementary education, secondary education, administrative services, examination and testing, health and physical education, and school buildings and grounds. Under the assistant commissioner for vocational education are three divisions—vocational education, adult education and library extension, and one which includes three bureaus—(1) guidance, (2) rehabilitation, and (3) supervision of physically handicapped children.

There is, however, an important supervisory function, that concerned with the education of mentally retarded children, located in the division of research. The assistant commissioner in charge of research works directly under the supervision of the commissioner of education; not, as in the other services, under an associate commissioner. (The accompanying chart shows the organization.)

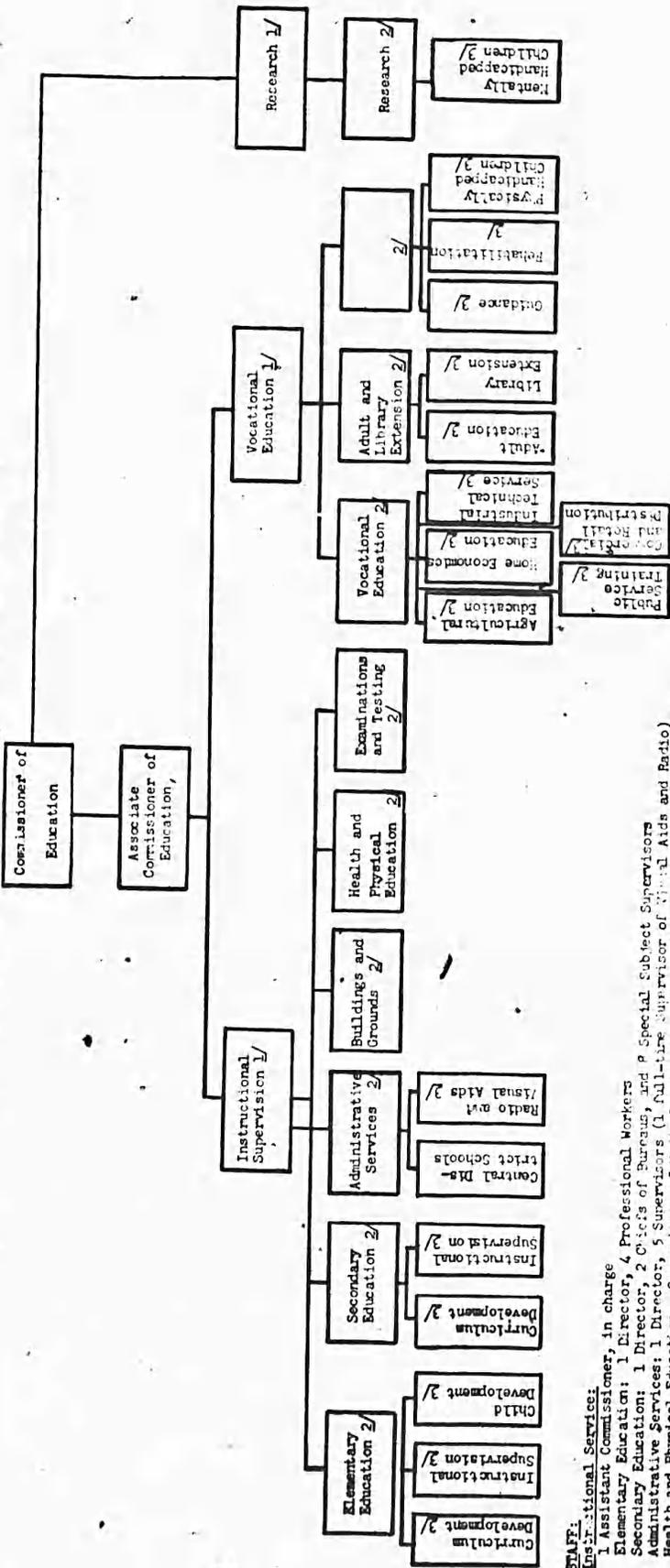
Of the six divisions directed by the assistant commissioner for instructional supervision<sup>6</sup> four are concerned primarily with instruction in the elementary and secondary schools.

(1) The division of elementary education, in charge of a director, includes a bureau of curriculum development, a bureau of instructional

<sup>5</sup> History of Education in the State of New York. By Frank Pierpoint Graves. 1937.

<sup>6</sup> Position not filled—associate commissioner was acting at time information was collected.

Staff organization for supervision of instruction New York



**STAFF:**  
**Instructional Supervision:**  
 1 Assistant Commissioner, in charge  
 Elementary Education: 1 Director, 4 Professional Workers  
 Secondary Education: 1 Director, 2 Chiefs of Bureaus, and 8 Special Subject Supervisors  
 Administrative Services: 1 Director, 5 Supervisors (1 Full-time Supervisor of Visual Aids and Radio)  
 Health and Physical Education: Supervisors of Medical Inspection, Dental Inspection, Health Instruction, School Nursing, and Physical Education and Recreation — 1 Director; 2 Chiefs of Bureaus; 4 Supervisors of Health and Physical Education; 2 Supervisors of Health Teaching; 2 Supervisors of Health Service; including Medical Doctors, Dentists and Nurses  
 Vocational Education Services:  
 1 Assistant Commissioner, in charge  
 Vocational Education: Director of Vocational Education; Supervisors and Assistant Supervisors of Agriculture, Home Economics, Industrial and Technical Service; Public Service Training; Commercial and Retail Distribution — a total of 20 professional workers  
 Adult Education and Library Extension: Chief of Division and 3 Supervisors  
 Service to Physically Handicapped Children: 1 Bureau Chief and 3 Professional Assistants  
 Research: Service to Mentally Retarded: 2 Professional Assistants

supervision, and a bureau of child development. The last-named provides a service in supervision of kindergarten and preschool units and parent education. The staff includes a director and four professional workers whose titles are either bureau chief or assistant chief.

(2) The division of secondary education, parallel in status with elementary education, includes the bureau of curriculum development and the bureau of instructional supervision. The staff includes, besides the director, two chiefs of bureaus, and eight special subject supervisors.

(3) The division of school administrative services performing both administrative and supervisory functions is concerned with the reorganization of districts in rural areas and with the supervision of instruction in the reorganized rural schools known in New York as central district schools. The staff includes a director, four general supervisors, and a supervisor of radio and visual aids.

(4) The division of health and physical education. Functions of this division are concerned with the supervision of medical inspection and of instruction.

The assistant commissioner for vocational education directs three divisions. The functions of each of them include supervision. They are, a division of vocational education,<sup>7</sup> a division of adult education and library extension, each in charge of a director, and a third service in which the bureau of physically handicapped children is located.

The bureau of physically handicapped children is responsible for the supervision of schools and classes for all types of physically handicapped children. The staff includes a chief and three supervisors.

The division of vocational education includes five bureaus each with a staff of supervisors and assistants. The bureaus are agriculture, home economics, industrial and technical service, public service training, and commercial and retail distribution.

A bureau of adult education responsible for the supervision of adult classes conducted in the public schools throughout the State is located in the second of the divisions indicated above—that of adult education and library extension. The staff includes a chief and three supervisors.

In the divisions of elementary and secondary education particularly, considerable emphasis is placed on scheduling the staff as a whole rather than according to specific assignment of specialists according to levels or subjects. In each of these two divisions there is a bureau of instructional supervision and one of curriculum construction. In the division of secondary education there are a number of special subject supervisors. Field work, supervisory or consultative, may be according to schedules made out in advance, or "on call," when specific help, possibly not anticipated long in advance of the call, is de-

<sup>7</sup> Director of vocational education not appointed in 1939. An associate commissioner is in charge.

sired by local school officials. In either case the respective chiefs of the bureaus of supervision cooperate with supervisors in arranging schedules and itineraries in order that those who can best render the service requested may answer the requests as far as possible. Cooperative itineraries are worked out also with other staff members, the supervisors of physically handicapped children, for example. Similarly in the development of curricular materials the chiefs of the respective divisions cooperate toward a coordinated program.

Owing in part at least to the number of school officials and schools to be reached by the State supervisory staff in a State as densely populated as New York; and the consequent difficulty of providing contacts which enable the staff to keep in touch with conditions in the field and the local officials to be familiar with the program of the department, conferences are considered an effective means of supervision. In at least two of the several important types of conferences mentioned by the director of elementary education, the State staff cooperates with important educational organizations in the State, the New York branches of the Department of Supervisors and Directors of Instruction of the National Education Association and of the American Association of School Administrators.

Regional conferences of county superintendents are held at least once annually in each of five to seven regions by the State supervisors. They also, as far as possible, participate in and assist with the preparation of programs for teachers conferences called and directed by the district superintendents. Of these a large number are held annually.

The following objectives of the supervisory plan for the year 1939 were provided by the director of elementary education. Because of the emphasis placed on coordination of elementary and secondary supervision it is assumed that they are followed in both fields.

1. To offer consultative services in all fields represented in the supervisory staff, staff members acting as advisers and technicians. The plan contemplates that the staff be available for consultation locally and at the State capital to the fullest extent possible.
2. To assist in the development of new programs for schools, and school systems whether on local initiative or suggested through central office consultation.
3. To act in advisory capacity to local study groups and to collect, evaluate, and disseminate information concerning progressive practices in education.
4. To carry on educational research especially concerned with problems encountered by schools within the State.
5. To conduct studies or surveys of school conditions.
6. To institute continuing programs for curriculum development.
7. To set up schedules for school visitation, generally on request.

8. To provide contacts with schools and teachers through conferences and through other available means.

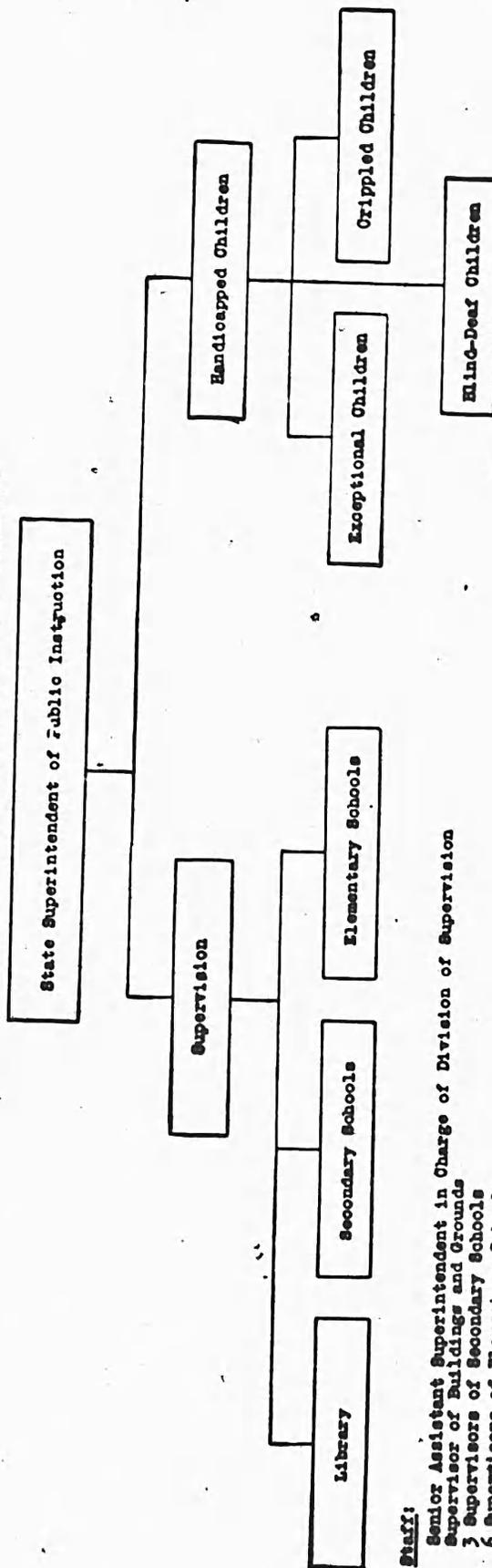
*Wisconsin.*—State supervision in Wisconsin is characterized by organizational provisions illustrating three trends discussed earlier in this study: Partial coordination of the instructional services of the department, all but those for the supervision of handicapped (exceptional) children, organized into a division of instruction; extension of the State supervisory program through placement of State financed supervisors in all counties, and supervision by part of the central staff on the regional plan.

Professional supervision from the State department of education in Wisconsin has a long history. It was the first State to report establishment of high-school supervision in a State department of education for a reason which prompted a number of other States to follow the example, namely, the desire to avoid university domination of high-school programs. In 1889, the Legislature of Wisconsin authorized the State superintendent to appoint a regular high-school inspector who was "to assist him in visiting, inspecting, and supervising the free schools of the State at a salary of \$1,800 per year and reimbursement for all actual necessary expenses incurred." The enlargement of the State department staff to include other supervisory responsibilities came gradually as appropriations governing the number of supervisors permitted. However, Wisconsin as compared with other States has had a relatively large and diversified supervisory staff over a long period of years.

A recent reorganization effected in the State department of education places instructional functions of the department in two divisions, each in charge of an assistant superintendent. They are the divisions of supervision under the senior assistant superintendent and of handicapped children under an assistant superintendent who has also the title director of the division. Administration and supervision of the vocational education program is not located in the State department of education in Wisconsin.

In the division of supervision three of the five services included are directly concerned with improvement of instruction, namely, secondary schools, elementary schools, and library. Two others, buildings and grounds and statistics are concerned indirectly. There are three supervisors of secondary schools and six supervisors of elementary schools located in the respective services. Distribution of work in the secondary field is by areas. The State is divided into three areas or regions for high-school supervision. In the elementary field distribution is in part by areas and in part by type of assignment. There are two areas of approximately equal size for supervision of elementary grades in villages and cities; a supervisor is assigned to each, and has in addition some responsibility for the supervision of rural schools in

**Staff organization for supervision of instruction—Wisconsin<sup>1</sup>**



**Staff:**

- Senior Assistant Superintendent in Charge of Division of Supervision
- Supervisor of Buildings and Grounds
- 3 Supervisors of Secondary Schools
- 6 Supervisors of Elementary Schools
- 1 Director and 1 Assistant Director of Library Division
- 1 Assistant Superintendent and Director of Division of Handicapped Children
- 1 Supervisor for Exceptional Children
- 1 Supervisor for Blind-Deaf Children
- 1 Supervisor, Assistant Supervisor, and 4 Field Workers for Crippled Children

<sup>1</sup> Supervisor of buildings and grounds has indirect supervisory functions, title "supervisor" also used instead of director or assistant director of libraries.

the counties in the respective areas. Four elementary supervisors are assigned in part by areas and in part by fields. The major responsibility of two of them is for the State graded schools<sup>8</sup> in assigned areas. Of the other two, one is responsible for a given number of county rural supervisors, and one for school board conventions throughout the State as well as for supervision in an assigned area.

The State supervisors work with and through local superintendents, including county superintendents, and especially through city and county supervisors. In every county of Wisconsin there is at least one, usually two or more county supervisors. They devote their time chiefly to the supervision of the small one- and two-teacher schools. They represent in a very real sense an expansion of the staff of the State department of education into the local communities and they carry the State supervisory program into the schools throughout the State.

The library service included in the division of supervision works especially in the interest of improving the services offered by school libraries. The staff works toward better conditions for teacher librarians and better library procedures in schools. It includes a supervisor and an assistant. They prepare publications concerned with school libraries and hold frequent conferences of teachers and teacher-librarians.

Each of the three supervisors of secondary schools is assigned to supervise the high schools in his area. All three spend practically full time in the field and visit each school twice a year, direct a number of community studies made by high-school pupils, and hold high-school principals' conferences, for which the principals prepare the programs. Ten such conferences were held in one of the three areas during the current year. Their duties include accrediting high schools in the assigned areas and acting in a consultative capacity especially in respect to curricular changes, generally on request.

Among the unusual procedures followed by the State department supervisory staff in Wisconsin are the following: (1) Development of a cooperative project with the State teachers colleges designed to relate more closely the pre-service and in-service preparation and growth of teachers; (2) establishment of plans for cooperative supervision in appropriate centers. The plan contemplates that small towns and villages appropriately located in relation to each other pool their funds for the purpose of employing a supervisor or supervisors who prorate their time among the contributing districts. The State supervisor directs the initial stages of the work and outlines plans for supervision, for time distribution, etc. (3) Supervision of

<sup>8</sup> The State graded schools in Wisconsin are rural schools large enough to employ several teachers and provide a graded school program in distinction from the ungraded one- and two-teacher schools.

continuing programs in selected educational areas; e. g., in reading improvement and in the social studies. For these programs the State supervisors meet with the teachers and local supervisors once a month, project further plans, and work out evaluation projects.

In the division of handicapped children there are three important services with a supervisor in charge of each. The functions include the administration of funds as well as supervision of instruction. Following are the groups served by the division: (1) Mentally handicapped; (2) blind, deaf, and speech defectives; and (3) crippled children. The service to crippled children employs, in addition to the supervisor and assistant supervisors, four field workers. It administers the Federal appropriations for medical and physical care of crippled children in addition to its education functions.

### *Other Coordinating Policies*

In a number of State departments of education all supervisory services offered by the central office staff, whether organized by levels or by special fields, or both, function under the immediate direction of the chief State school officer who assumes direction of and responsibility for unifying the program. Maryland and Utah are examples. In Maryland the services include supervision of elementary schools, of high schools, of the several vocational subjects, and of physical education and recreation. The titles of staff members responsible for supervision include assistant superintendent, director, and supervisor.

In Utah the situation is somewhat similar. However, the director of intermediate and junior high-school education assists the chief State school officer acting in the capacity of coordinator for instructional supervision. The services include supervision of secondary education, of intermediate and junior high schools, of primary education, of health and physical education, of agricultural education, of home economics education, and of trade and industrial education.

From California two means of promoting coordination are reported. One through cooperative planning and usually participation by two or more divisions in department projects. Frequent conferences of staff members, exchange of services in related fields, and similar practices lead to desirable coordination.

Also within the department organization are commissions made up of chiefs of the bureaus whose functions are closely related. For example, the commission for special education includes the four chiefs of the following bureaus: Bureau of the blind, whose chief is also superintendent of the State school for the blind; bureau for the education of the deaf, whose chief is also superintendent of the State school for the deaf; bureau of speech defects; and bureau of rehabilitation.

## Extending State Supervisory Programs

### *According to School Administrative Units*

The trend toward extending State supervision more efficiently by placing State supervisors in local or intermediate school administrative units, while dating back a number of years in Connecticut and New Jersey, has been only recently realized in other States. Responsibility for the appointment and salaries of the supervisors may be assumed wholly by the State department of education or jointly by the State and the unit served. In practice both plans usually operate similarly. The central department retains enough control and direction to maintain similar qualitative standards throughout the State.

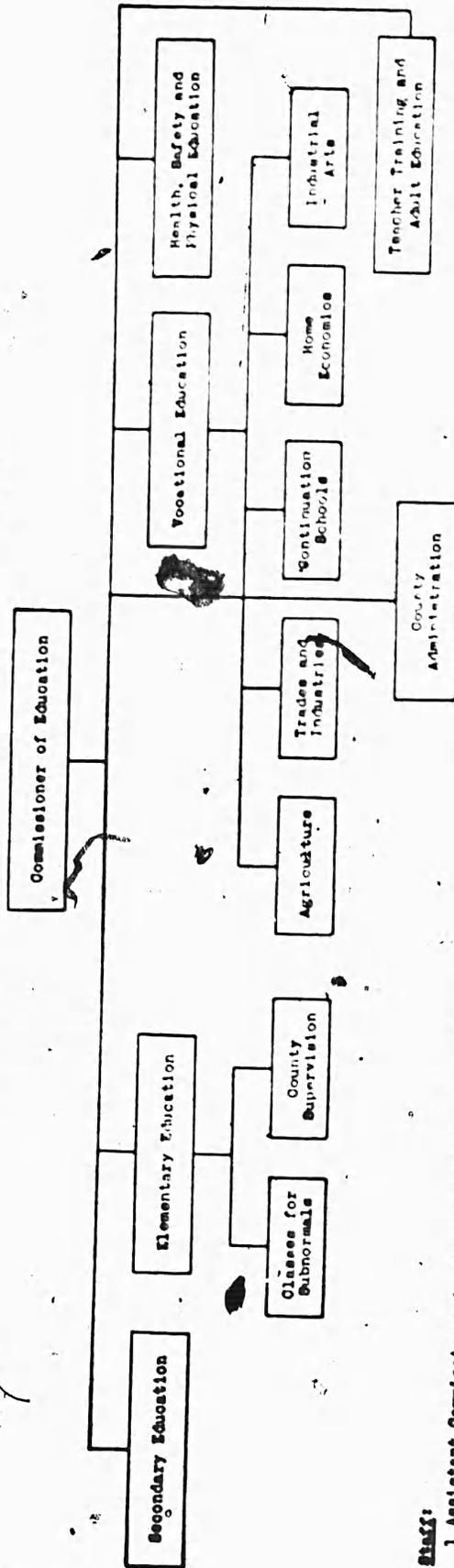
**New Jersey.**—In New Jersey the State department of Education assumes full responsibility for the supervision of instruction outside of the large cities. In these, as in nearly all States, the local school authorities provide for local supervision generally through assistant superintendents or city supervisors. Leadership, consultative functions, and general direction are furnished from the central office of the State department.

There are several unusual features of the New Jersey plan: It is extended to schools throughout the State; the number of teachers per supervisor is unusually small; the county superintendents as well as the supervisors—in New Jersey they are called helping teachers—are appointed by the State commissioner of education and paid from State funds. The helping teachers spend practically full time in supervision chiefly of elementary schools.

The supervisory staff in the central office of the department includes an assistant commissioner for secondary schools; an assistant commissioner for elementary schools with an assistant who supervises classes for exceptional children; an assistant commissioner for vocational education, and eight assistants assigned to agricultural education, homemaking education, trade and industrial education, and the industrial arts. There are also two directors, by title, who have supervisory functions. One is assigned to health, safety, and physical education. He has two assistants, one in health education and one in physical education. The other is director of teacher training and adult education. (See chart.)

The State program for supervision of instruction in general education in each county is the joint responsibility of the State supervisory staff and the county superintendent and helping teacher or teachers assigned to the respective counties. The 21 county superintendents and the 54 helping teachers are in a very real sense members of the State supervisory staff located in the counties they serve. Qualifications of superintendents and helping teachers are fixed by the State commissioner, who assigns them to specific counties, according to his

Staff Organization for Supervision of Instruction—New Jersey



Staff:

- 1 Assistant Commissioner in charge of Secondary Education
- 1 Assistant in Secondary Education
- 1 Assistant Commissioner in charge of Elementary Education
- 1 Supervisor of Classes for Subnormals
- 24 Helping Teachers (State Rural Supervisors)
- 1 Assistant Commissioner (State Rural Supervisors)
- 1 Assistant Commissioner in charge of Vocational Education
- 1 Assistant in Agriculture
- 1 Assistant in Trades and Industries
- 2 Assistants in Home Economics
- 1 Assistant in Industrial Arts
- 1 Director of Health, Safety and Physical Education
- 1 Assistant in Health Education
- 1 Assistant in Physical Education
- 1 Director of Teacher Training and Adult Education, working through the 6 State Teachers Colleges
- 21 County Superintendents of Schools

best judgment, considering their ability to meet local needs and conditions. In 1939 there were 54 helping teachers distributed among the 21 counties of the State, of whom 47 were generalists and 7 supervisors of music.

In general the county superintendents are administrative officers directly responsible to the commissioner of education for education in the schools within the respective counties. The helping teachers are relieved from administrative duties except those directly concerned with their supervisory activities. Among their duties classified as administrative<sup>9</sup> are: Planning the daily schedule; keeping records of visits; reporting to the county superintendent and to the State department; assisting county superintendents in selecting teachers; recommending textbooks and supplies; rating teachers; planning festivals and programs; assisting in improving record forms.

Their supervisory duties are chiefly but not wholly confined to elementary schools, especially the small rural schools in the open country and villages. In schools in which there are full-time supervisory principals, division of supervisory functions between the principals and helping teachers is by mutual agreement. While supervision of secondary schools is chiefly a function of the State central staff, the county superintendents, and the principals, helping teachers sometimes assist, especially in the small schools in which the secondary and elementary grades are combined.

The helping teachers and county superintendents live in the counties in which they work. They are or become permanent residents of the county and active participants in community affairs. Long tenure of education officials—State supervisors, county superintendents, and helping teachers, is characteristic in New Jersey.

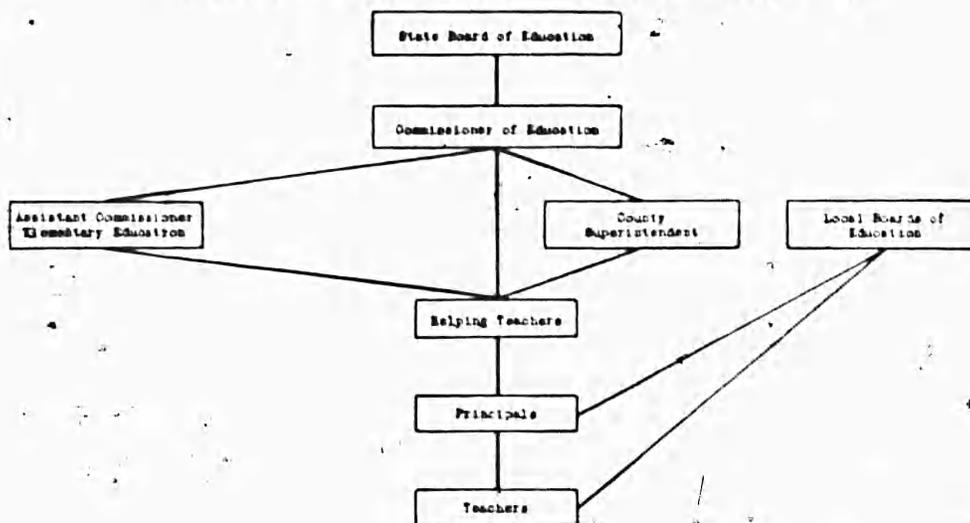
The supervisory functions of the helping teachers resemble somewhat those of rural supervisors in Connecticut, described elsewhere in this study. The objectives also are similar, particularly that of bringing to the smallest and most remote schools professional supervision of the same high quality as that usually associated with supervision in financially more favored systems. Their procedures concerned with the improvement of teachers in service include observations and conferences, demonstration teaching, planning visiting days for teachers, assisting in organizing extension courses and reading clubs, evaluating the programs of the schools under their supervision, cooperating with the supervisors from the central State department in formulating and revising curricular materials, and assisting teachers in a variety of problems concerned with individual children.

<sup>9</sup> Bulletin of Information Relating to the Helping Teacher Supervision in New Jersey. Trenton, N. J., State Department of Public Instruction, 1928.

The New Jersey plan for State supervision differs in details of organization<sup>10</sup> and functions from that in any other State. It began on an experimental basis with a privately supported helping teacher in 1915. It became State supported the following year when its value was apparently sufficiently demonstrated. In 1916 the legislature empowered the commissioner, with the approval of the State board of education, to appoint helping teachers when he deemed it advisable and to fix their salaries and travel allowance.

The program in vocational education is directed from the central office of the department of education by an assistant commissioner of education. There is a staff of eight assistants, by title, assigned to the three services offered. Since 1917 the Federally aided program

*Organization of Helping Teacher Work in New Jersey<sup>1</sup>*



<sup>1</sup> Bulletin of Information Relating to the Helping Teacher Supervision in New Jersey, p. 1.

has been in operation replacing that previously financed from State funds which dated from about 1913.

The supervisory services include home economics, trade and industrial and agricultural education, education for the distributive occupations, and teacher education in all of the fields named. Part-time and evening classes are conducted in all of the vocational subjects but receive special emphasis in education for the trades and industries.

The specific objectives of the program, based in large part on State and local needs and conditions, include the following in the fields indicated: In home economics, the development of the social scientific program suitable for boys as well as for girls; the development of courses adapted especially to the needs in rural communities and to small schools; curriculum materials adapted to the study of housing

<sup>10</sup> See chart showing organization for helping teachers in New Jersey.

developments under way in the State; and increased emphasis on improved preparation of teachers of homemaking.

In the trades and industries a reorganization of the present trade preparation program is under way and the apprentice training program will, it is expected, be improved and expanded at an early date. Twelve hundred apprentices are now (1939) in training.

The activities of the supervisors in all the vocational fields include frequent conferences of principals, of department heads, and of teachers; conferences of representative lay men and women, especially from industry and labor; and the preparation of instructional materials.

*Louisiana, Mississippi, and Tennessee.*—In a few States—Louisiana, Mississippi, and Tennessee—a plan which may well become State-wide and which is similar to that now in operation on a State-wide scale in several States previously mentioned—Wisconsin and Virginia, for example—seems to be in process of development. In each of these States through joint State and county responsibility for appointment<sup>11</sup> or salary, generally both, supervisors are placed in some but not all counties. Direction of the program is from the central supervisory staff of the State department. In each, progress has been made toward extending the plan on a State-wide basis. In Louisiana, 53 of the 64 parishes of the State are supervised; in Mississippi, 20 of the 82 counties; in Tennessee, 52 of the 95 counties.

In Tennessee cooperative arrangements between the State department of education and certain other agencies within the State should be given special mention here. Through cooperation with the State teachers colleges the central supervisory staff is supplemented by three regional elementary school supervisors, one from each of the three State teachers colleges. They are members of the faculty of the respective colleges and are loaned to the State department of education for the supervision of the elementary schools in the regions in which the colleges are located. They cooperate also with local superintendents and supervisors on general instructional problems. Two of the State colleges assist in a similar manner in the supervision of secondary schools. The institutions offer, therefore, a type of regional or area supervision which probably compensates in a measure for the lack of an adequate number of county supervisors for all counties in the State.

Through another cooperative arrangement involving the State departments of education and of public health and the Tennessee Valley Authority, services of a full-time physician have been secured. He is attached to the department of education and cooperates with it in furthering the program of instruction. He works also through the State curriculum laboratory and with curriculum revision specialists in the preparation of materials relating to health instruction. Two

<sup>11</sup> Approve appointment or qualifications in Louisiana.

State departments, those of safety and of conservation, cooperate in their respective fields, especially with the preparation of materials for school use in safety and conservation education.

A center of cooperative effort, directed by the State department of education, is the Tennessee program for the improvement of instruction. The program began with a study of instruction as carried on in the districts throughout the State and means for its improvement. In the beginning stages curriculum specialists were employed as consultants who assisted in organizing laboratory groups of supervisors and teachers for the preparation of curriculum materials. Curriculum laboratories have been conducted each summer since 1935 at Peabody College which have been devoted to the development of materials for distribution, including statements of objectives of the State program, of means of evaluating local programs, examples of good teaching practices, and the like. Such materials have been prepared and distributed widely throughout the State.

### *The New England Plan*

In general the plan for administration and supervision of schools is somewhat similar among the New England States with the exception of Connecticut and allowing, of course, for differences within systems, for size of staff, and the like. Local administration and supervision, financed in part from State funds, are functions of one officer, the town or union superintendent, whose selection, while a function of local boards, is subject to nomination or approval as to qualifications and salary by the respective chief State school officials. General direction of the local administrative and supervisory officers is centered in the State department of education in each of the States.

The New England town, which is the unit of school administration, generally includes urban and rural populations with all schools under one board and one administrative school officer, the town superintendent. Towns with relatively small populations and few schools are combined into appropriate supervisory areas, usually by the State department under a union superintendent. The larger cities may constitute independent units or the city and surrounding area may constitute a town unit.

The organization for supervision in the State department of education in Maine includes the following services directed by the commissioner of education or the deputy commissioner: Rural education, in charge of an agent and 3 field agents—according to the titles used in the State; secondary education, in charge of a director; unorganized territory, in charge of an agent; physical education, in charge of a director; and vocational education, also in charge of a director.

The central staff develops the State supervisory program through the city and union superintendents except in the unorganized territory. There are 112 unions, each in charge of a union superintendent and 26 cities with city superintendents.<sup>12</sup> Some of the city superintendents have charge also of unions.

The provision in Maine for supervision of unorganized territory is apparently unique in State supervision. Practically half of the area of Maine is unorganized and its schools are administered as well as supervised by the State department of education. The official in charge carries the title of agent for unorganized territory and is appointed by and responsible to the commissioner of education. He acts in a capacity similar to that of a superintendent of schools, with enlarged powers, however, including those usually assigned to members of school boards. He administers the schools in unorganized territory and supervises the teachers with the help of the 3 field agents who work directly under the State agent for rural education as indicated above. In 1938 there were 37 schools in the unorganized territory with an enrollment of 825 children. Five hundred and ninety-one additional children were attending schools outside the townships represented in the unorganized territory.

The organization of the central State department in Vermont provides for coordination of the services in secondary and vocational education. Both services are under the direction of a staff member whose title is director of secondary and vocational education. The organization includes also a supervisor of health and physical education and two State helping teachers. The supervisor of health and physical education and the helping teachers are under the direction of the chief State school officer.

The helping teachers work on an area basis and spend most of their time in field supervision. They act also in a consultative capacity to the town and union superintendents.

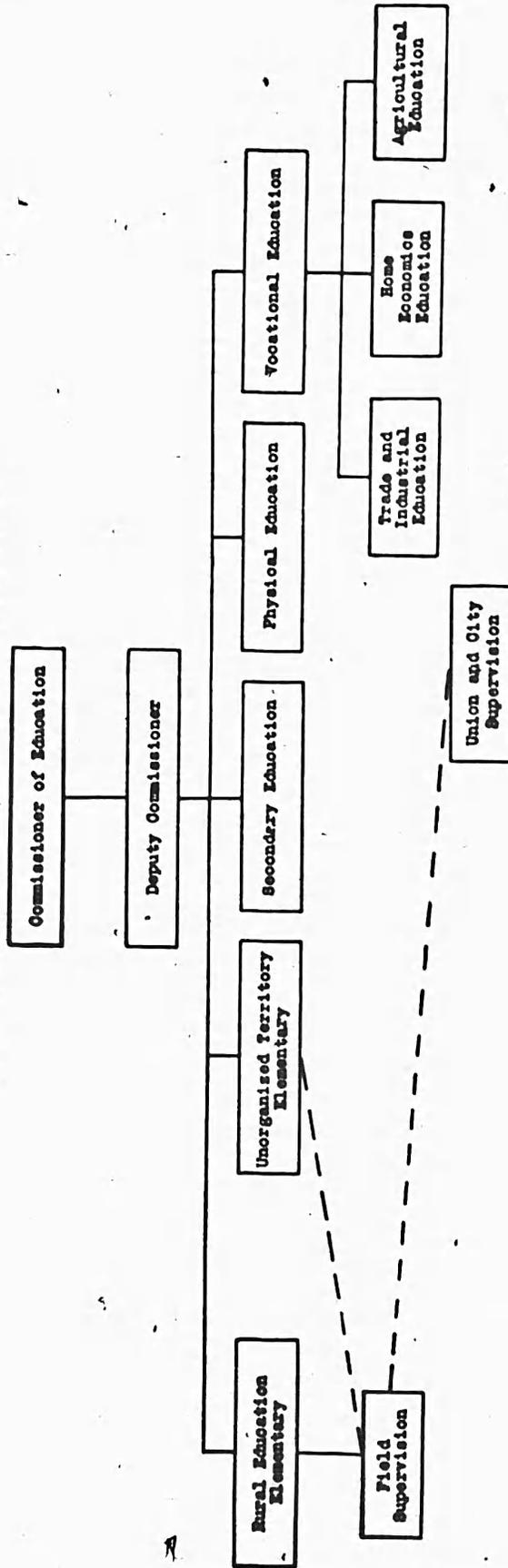
In organization for the supervision of the State instructional program through town and union superintendents who are responsible to a considerable degree to the State department of education, and for administrative as well as supervisory duties, these two States are reasonably representative of the plan followed in the New England States. The details of organization within the central department staffs differ among the States. The accompanying charts showing the organization of the central departments in Maine and in Vermont exemplify such differences as does that of Massachusetts. (P. 46.)

#### ***According to Designated Regions***

State supervision through staff members of the department of education assigned to regions designated for the purpose has been suc-

<sup>12</sup> Educational Directory, U. S. Office of Education.

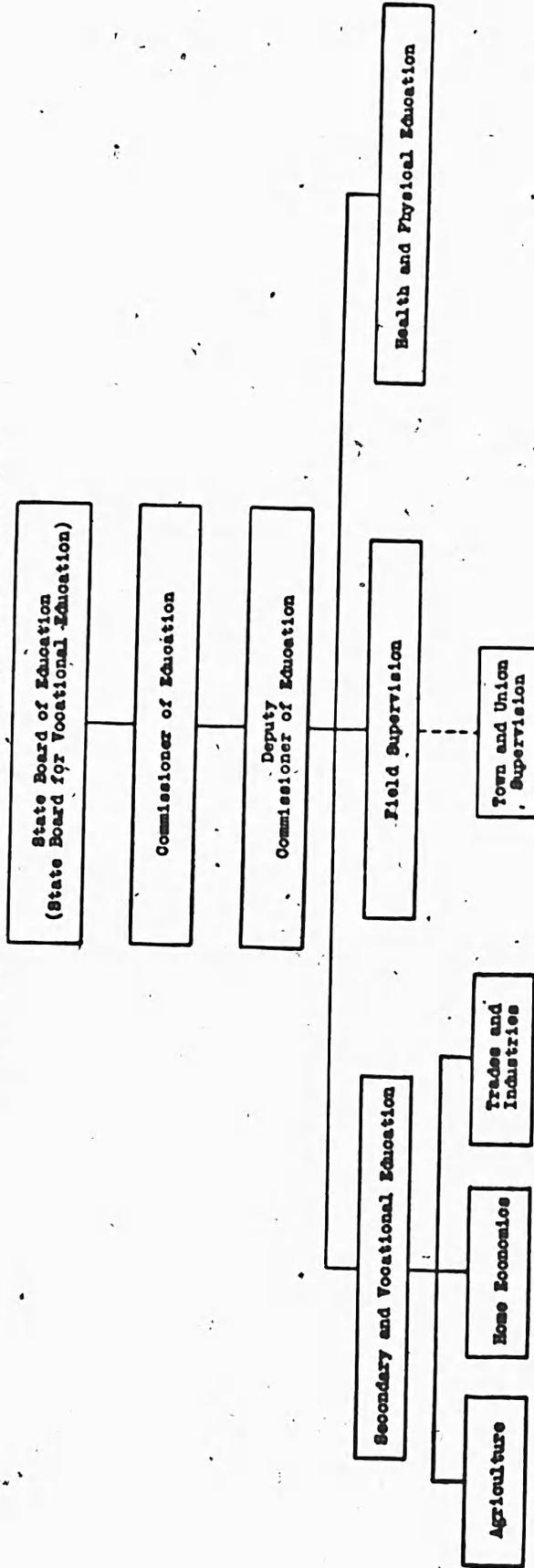
Staff Organization for Supervision of Instruction—Maine



Staff:

- Agent for Rural Education
- 3 Field Agents for Rural Education
- Agent for Unorganized Territory
- Director of Secondary Education
- Director of Physical Education
- Director of Vocational Education and Supervisor of Trade and Industrial Education
- Supervisor of Home Economics Education
- Assistant Supervisor of Home Economics Education
- Supervisor of Agricultural Education

*Staff Organization for Supervision of Instruction—Vermont*



**Staff:**  
 Director of Secondary and Vocational Education  
 Supervisor of Health and Physical Education  
 Supervisor and Assistant Supervisor of Agriculture  
 Supervisor and Assistant Supervisor of Home Economics  
 Supervisor of Trades and Industries  
 2 State Helping Teachers

cessfully developed in a number of States—actually in six, as previously indicated. The plan is commonly known as regional supervision.

As used in this section the term refers to a supervisory plan adopted by the State department of education as the major means of extending its supervisory program, elementary and secondary, as equitably as possible on a State-wide basis. There are a few States, not considered in this section as following the regional plan, in which some supervision is, for convenience, assigned according to areas or regions. High-school supervision in Wisconsin is an example.

Regional supervisors in all but one of the States—Missouri—are responsible for supervision in both elementary and secondary schools and perform some administrative as well as supervisory duties, though they are not responsible for the administration of the schools in the regions supervised except in Nevada. The administrative duties they assume are usually in connection with the distribution of State funds and approval of schools for standardization purposes.

*Illinois.*—The present plan of staff organization for supervision from the department of education in Illinois was effected in 1934. It provides for two departments (the official term used in Illinois), one of supervision and one of vocational education. Supervisory functions of the State department of education concerned with instruction are centered chiefly in these two departments. (See accompanying chart.)

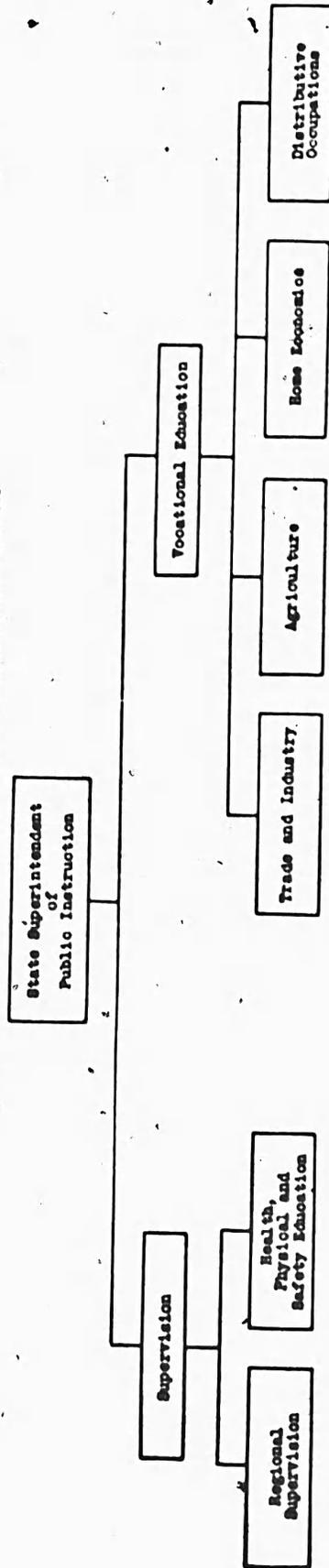
With the exception of vocational education State supervision is on the vertical plan, embracing all levels and subjects. The State is divided into three regions for supervision, to which there are eight assistants to the superintendent assigned as follows: To the northern district, comprising the northern part of the State, four assistants to the superintendent; to the southern district, two; and to the southwestern district, two.

Coordinate with these regional assistants and cooperating with them through an assistant to the superintendent acting as coordinator is a supervisor of health, physical, and safety education. He acts in a general advisory capacity to the regional assistants, all of whom have headquarters in the central office at the capital.

In Illinois, as in many other States, inspection as the chief function of State supervisors is gradually being superseded by instructional supervision. The process is gradual since approving or recognizing schools according to State standards still prevails and occupies a high percentage of the time of the staff. Standards, however, are more and more being pointed toward the improvement of instruction. While each of the eight regional assistants is responsible for the inspection and supervision of the schools in his region each has some special interest field, such as rural education, education of exceptional children, senior high schools, libraries, and junior colleges. When problems arise in relation to any one of these fields the regional staff

STATE SUPERVISORY PROGRAMS

Staff Organization for Supervision of Instruction—Illinois



**Staff:**

- Assistant Superintendent who is Coordinator of Supervision
- 5 Regional Supervisors, called Assistant Superintendents
- Supervisor of Health, Physical and Safety Education
- Director of Vocational Education
- Supervisor of Trade and Industry with 2 Assistants
- Supervisor of Agriculture with 1 Assistant
- Supervisor of Home Economics with 2 Assistants
- Supervisor of Distributive Occupations

member whose particular interest it is, is called upon for special advisory service in relation to the problem involved.

All of them work closely with and through the county superintendents in the respective regions and special efforts are made toward the professional development of these officers. Among the plans made for improving the county superintendents in service by the State staff is one for annual visits by a group of county superintendents led by one or more of the regional assistants to schools or school systems selected because of their efficiency. As many as 25 county superintendents participated in such visits during 1938 and 1939.

Among the objectives of State supervisors is that of promoting closer articulation of elementary and secondary school programs, an important consideration in Illinois, since the schools on the two levels are frequently under different boards of education. Another objective is the improvement of instruction through curriculum revisions now under way. A number of committees are at work on such revisions directed largely by State officials.

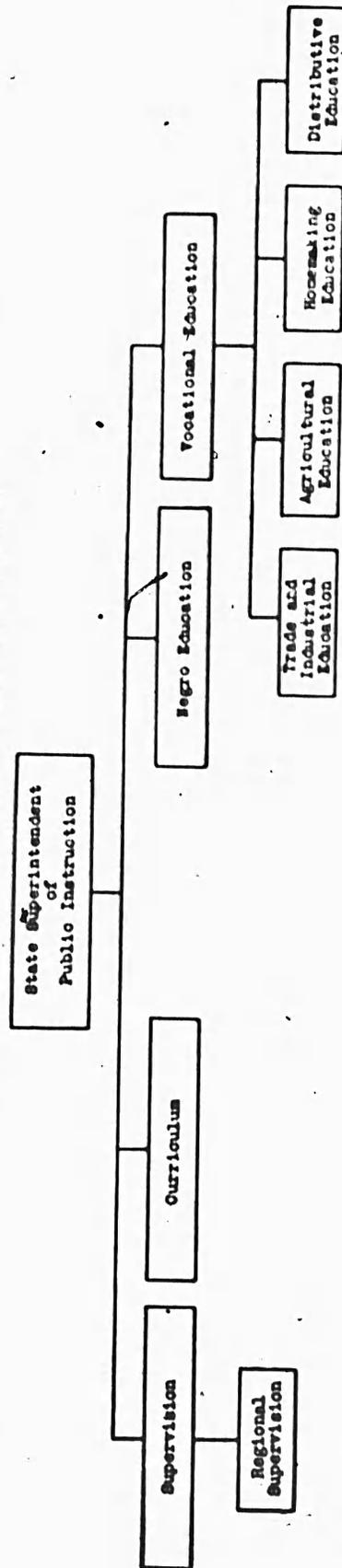
The vocational education department carries on the usual type of Federally aided program. The services represented are in trades and industries, home economics, agriculture, and the distributive occupations. The staff in the central office is made up of a director, 11 supervisors, and 2 research and statistical assistants. Ten teacher trainers, also belonging to the State staff, are stationed at the teacher-training institutions.

**Texas.**—The regional plan for State supervision in Texas differs in many details from that described for Illinois. It is apparently a result of two factors—the size of the territory to be covered and the large State funds to be distributed among schools on a basis for distribution which requires standardizing and checking of local schools and systems. (See accompanying chart.)

The plan contemplates a central office staff and a regional or field staff of supervisory officials, the latter having headquarters in the regions in which they work. Services of the central office staff include supervision of elementary and of junior high schools, and curriculum. These services employ three staff members with titles of director or assistant superintendent.<sup>13</sup> The other services include Negro education, in charge of a director and a supervisor, according to titles; and vocational education, in charge of a director of vocational education. The supervision of music is in charge of one of the assistant superintendents. Another works with a small State committee in the promotion of better use of radio for classroom as well as for promotional purposes.

<sup>13</sup> Standards and Activities of the Division of Supervision, 1937-38; 1938-39. Austin, Tex., State Department of Education, 1938. (Bulletins No. 336 and 397.) Twentieth Biennial Report, State Department of Education (Texas), 1936-1937; 1937-1938.

**Staff Organization for Supervision of Instruction—Texas**



**Staff:**

Assistant Superintendent in Supervision  
 24 Deputy State Superintendents  
 Assistant Superintendent in Curriculum  
 Director of Negro Education  
 Supervisor of Negro Education

Director of Vocational Education and of Trade and Industrial Education  
 2 Supervisors of Trade and Industrial Education  
 Director of Agricultural Education  
 12 District Supervisors of Agricultural Education  
 Director of Homemaking Education  
 2 Supervisors of Homemaking Education  
 2 District Supervisors of Homemaking Education  
 Supervisor of Distributive Education

The two assistant superintendents in supervision and in junior high schools are also (by title) directors of a division of supervision. Attached to this division are 24 deputy State superintendents.

The central office supervisory staff depends largely on the 24 deputy State superintendents to carry on the field work of the department in their respective regions. Each deputy is responsible for a large number of schools (300 schools in the 1 district from which information is available) as well as for a multiplicity of duties, administrative and inspectional in character. Among these responsibilities are accrediting secondary schools, checking State standardization forms, and inspection concerned with the distribution of the equalization fund. The deputy superintendents are responsible for leadership in their districts in the State curricular revision program, for the encouragement of improved school plants, and for promoting emphasis on the supervision of the fundamental subjects, particularly on the teaching of reading. They work through county superintendents generally and with county elementary supervisors in the relatively few counties, 14 out of more than 200, in which such supervisors are employed. They conduct conferences of superintendents and teachers and panel discussions concerned with teaching problems. Teaching materials are issued and prepared or edited by the central supervisory staff.

The director and a supervisor of schools for Negroes work with and promote their program through the 24 deputy superintendents and through the Jeanes teachers of whom 38 are employed by as many counties. Curriculum laboratories for teachers have been established at the 2 Negro teacher-preparing institutions with the cooperation and assistance of the State staff.

The vocational program includes industrial education, agricultural education, homemaking education, each in charge of a director located in the central office. The central staff includes supervisors in the subject fields mentioned and in distributive occupations. Supervision of agriculture and of home economics is conducted on the regional plan (districts in Texas); the districts do not, however, correspond to the supervisory districts in charge of the deputy State superintendents.

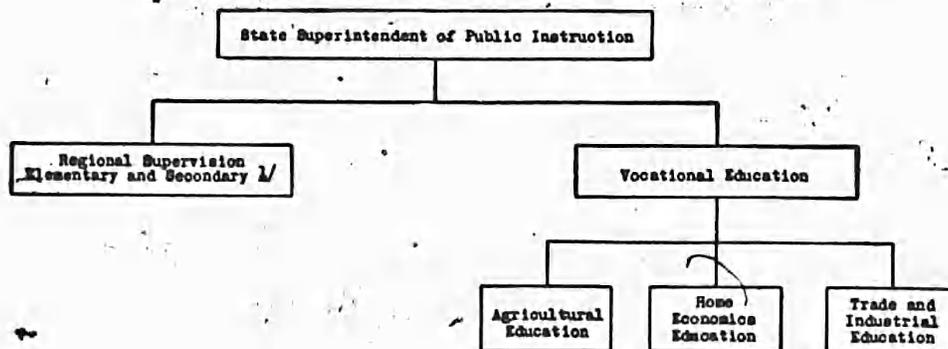
The limitations to success of the supervisory program in general education are stated by staff members as inadequacy of State and of local supervisory staffs. The State regional staff is burdened with administrative and routine duties and there are too many schools in each district for adequate checking or supervision.

*Nevada.*—The plan for State supervision in Nevada differs substantially from that in the other States which use the regional plan. Originally Nevada followed the practice common in most of the States—providing for a county superintendent of schools as administrative and supervisory officer in each county. Owing to the sparsity of population in the State and the difficulty of securing and

retaining professional officers in the counties the plan proved inefficient and uneconomical. About 1900, therefore, the plan was changed and a new organization providing for deputy State superintendents appointed by the State superintendent and paid from State funds was adopted.

According to this plan the State is divided into six regions called supervision districts which differ in size and number of counties included as well as in population and number of schools. However, an equitable distribution of work is made. The deputy superintendents live and have headquarters in the regions in which they work. They are known as deputy State superintendents of public instruction. One, the "office deputy," is assigned to three counties immediately sur-

*Staff Organization for Supervision of Instruction—Nevada*



**Staff:**

- 1 Office Deputy State Superintendent, who also acts as Supervisor of 1 Region
- 5 Deputy State Superintendents, supervising the remaining 5 Regions
- 1 Director of Vocational Education and part-time Supervisor of Agricultural Education
- 1 Supervisor of Home Economics Education
- 1 Supervisor of Trade and Industrial Education

1/ 6 Regions

rounding the capital city and divides his time between general office work in the central State department and administration and supervision of the schools in the area for which he is responsible.

The supervision of vocational education is on a State-wide rather than regional basis. There is a State director of vocational education who is also part-time director of agriculture, a supervisor of home economics, and a supervisor of trades and industry. All these are stationed at the central office at the capital.

Responsibility of the deputy State superintendents is very similar to that usually assumed by county superintendents. Each performs some administrative duties and is also responsible for the supervision of instruction in the schools in his area. He visits schools at least twice a year, advises with trustees and teachers, checks attendance for State apportionment, and the like. The deputy superintendents conduct teachers' institutes and advise teachers on instructional and curriculum procedures, inspect school buildings, and make recommendations for new school districts among other activities.

## Increasing the Efficiency of Supervision From the Central Office Staff

### *Enlarging the Staff*

Increasing the efficiency of supervisory services through building up the central office staff of the department of education in number and diversity of services is the prevailing plan followed among State departments, including many of those previously referred to as representative of the other supervisory trends noted. New York, Pennsylvania, Massachusetts are outstanding examples—in each of them the supervisory staff has increased markedly in number during recent years.

Among other States which depend for efficient supervision chiefly on increasing the size of the central staff and which are reasonably representative of the operation of the plan in States in which the population is less dense and more rural in character than the States mentioned above, are Utah and Minnesota. Brief descriptive accounts of State supervision in these States follow.

**Utah.**—Utah is unusual among western and midwestern States in its organization for local school administration, a provision which is at least in part accountable for the progress made in the State in the extension of instructional supervision to local units other than cities. Utah schools are administered on a large district basis, the county or county district (4 counties contain 2 districts each; in others the county and the school district are coterminous), and the independent cities—35 county or county-district units and 5 cities.

At the time of collecting the information for this bulletin 33 of the 40 school districts in the State were providing local supervisory programs, all of which were "approved" by State officials. Ninety-five percent of the children in the public schools are reported by State officials as being under supervision.<sup>14</sup> Support for this program is local though there is provision from a State equalization fund making a rather generous appropriation to local districts throughout the State to which only districts with a supervisory program are eligible.

The law in Utah probably expedites State supervision since it has long provided for the appointment of supervisors at the discretion of the State superintendent and the State board of education.<sup>15</sup>

State supervision as a full-time function of at least one staff member of the State department of education dates in Utah from 1911. A staff adviser was sent out from the State department in that year to visit schools. From this beginning both elementary and secondary supervision as a State function have since developed. Utah is the

<sup>14</sup> Twenty-first report of the superintendent of public instruction of the State of Utah for the biennial period ending June 30, 1936, p. 17.

<sup>15</sup> School Laws of the State of Utah, Title 75, ch. 7, 75-7-2. Also, p. 29 in this study.

only State reporting a primary supervisor, by title, in the State department.

The State department of education as now organized includes nine divisions, all directly under the State superintendent of public instruction, each in charge of a director, by title, all but two of which are concerned with the supervision of instruction. The supervisory services offered in the general education program are in secondary education, intermediate and junior high school education; in primary education which includes the elementary grades; and in health and physical education, including recreation. In the vocational program there are services in agriculture, home economics, industrial education, including education for the distributive occupations. The director in charge of junior high schools is also assistant superintendent and assists the superintendent of public instruction in coordinating the whole instructional program. (See chart.)

The objectives of the State supervisory program as a whole include: The development of local leadership through personal contacts of the State staff with local administrators, supervisors, and teachers; stimulation of local supervisors in curriculum development, usually working through representative committees; preparation of teaching materials and distribution of selected materials prepared by local district committees; cooperation with professional and civic organizations and other State government departments, particularly the department of health; better articulation of school levels; gradual revision of courses of study, particularly those related to character education; and coordination of research activities carried on locally. Special aims of the director of physical education at the time the department was visited are to establish recreational programs which serve all pupils and to promote additional classes in physical education and recreation.

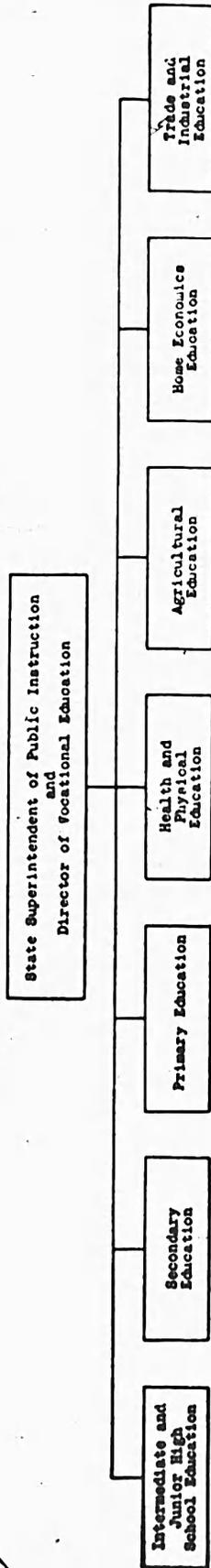
All three directors teach in the university summer schools. One of their purposes in doing so is to establish additional contacts with teachers attending the summer school and to acquaint them with the State program in supervision.

The directors hold conferences, State and regional, for principals and teachers at frequent intervals—for example, the director of physical education and recreation held six regional conferences during 1939; they participate in teachers' institutes and meetings and visit schools as often as possible. Such visits are followed by small group and individual conferences with teachers.

The directors in vocational agriculture and in homemaking supervise also adult classes in the respective subjects. The director of home economics cooperates with the WPA in the establishment and maintenance of nursery schools and with the public health department in conducting demonstrations in home nursing.

The staff in the State department is not large enough to work as

**Staff Organization for Supervision of Instruction—Utah**



**Staff:**  
 Assistant Superintendent and Director of Intermediate and Junior High School Education (Serves as Coordinator for Instructional Supervision)  
 Director of Secondary Education  
 Director of Primary Education  
 Director of Health and Physical Education  
 Director of Agricultural Education  
 Director of Home Economics Education  
 Director of Trade and Industrial Education

closely with the schools as those in charge of the instructional program believe desirable. Staff members are responsible for the statement, too, that teachers' salaries in Utah are somewhat inadequate from the point of view of securing highly qualified teachers. Among the stated needs is that of providing additional stimulation to public opinion that the people may more fully realize the benefits of professional supervision and consequently more adequately support it. However, since local supervisors are provided rather widely throughout the State, the central staff has a sound basis on which to work in the further improvement of the instructional program.

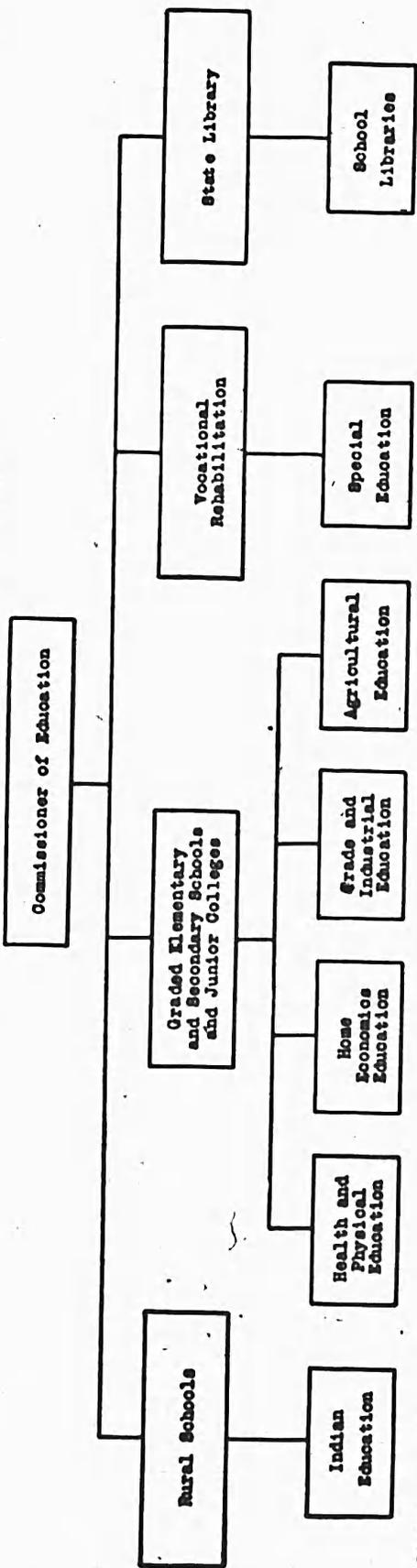
**Minnesota.**—The organization for instructional supervision in Minnesota involves four of the major services of the department:<sup>16</sup> (1) Rural schools, including a director, an assistant director, four rural-school supervisors, and a supervisor of Indian schools; (2) graded elementary and secondary schools and junior colleges, including three directors, each assigned to a different unit on the high-school and junior college levels; a supervisor of health; three supervisors and one assistant supervisor of vocational subjects; (3) vocational rehabilitation designated as a division, the director of which has some responsibilities toward supervision of schools and classes for exceptional children; and (4) library, in which there is a supervisor of school libraries, a member of the staff of the State library service located in the department of education: (See accompanying chart.)

The organization and work of the division of rural schools in Minnesota is somewhat unusual. The director and assistant director and the rural school supervisors work largely with county superintendents in the small rural schools, directing their efforts toward the improvement of instruction. The four supervisors are on travel status during the school year, visiting all counties of the State. The summer months are devoted to planning the next year's work and to preparing curriculum materials. Typically, a supervisor spends 1 week in a county visiting schools with the county superintendent 3 days and following the visits with a 2-day conference of the teachers visited as well as other teachers in the county. Observations made during the first 3 days are discussed as well as other problems brought up by the teachers and demonstrations of good practices are given. During the past year the specific objectives of the program of the division included curriculum improvement and demonstrations and discussions of activity programs and teaching units.

The director and assistant director are responsible for the general direction of the supervisory program in rural schools and in addition, assume certain responsibilities for evening schools, teacher training in high schools, transportation, State examinations, and conferences of county superintendents and other school officials. Among several

<sup>16</sup> Educational Directory of Minnesota Public Schools, 1932-33.

**Staff Organization for Supervision of Instruction—Minnesota**



**Staff:**

**Rural Schools:**  
 1 Director  
 1 Assistant Director  
 4 Rural School Supervisors  
 1 Supervisor of Indian Schools (paid from Federal funds)

**Graded Elementary and Secondary Schools and Junior Colleges:**  
 3 Directors, 1 each assigned to the 3 different units  
 1 Supervisor of Health and Physical Education  
 1 Supervisor of Home Economics Education  
 1 Supervisor of Trade and Industrial Education  
 1 Supervisor and 1 Assistant Supervisor of Agricultural Education

**Vocational Rehabilitation:**  
 The Director of the Division devotes some time to Supervision of schools and classes for Exceptional Children

**State Library:**  
 1 Supervisor of School Libraries

kinds of State examinations are those given to pupils completing courses in nonaccredited, ungraded schools for admission to high schools.

The division of graded elementary and secondary schools and junior colleges includes three directors. Their services include the supervision of graded elementary schools and of the different types of high schools maintained in Minnesota, and checking of schools for accreditation and approval for State aid—Minnesota distributes an unusually large amount of State aid for many special purposes. There are also attached to the division a supervisor of health and physical education, three supervisors, and one assistant supervisor in the vocational subjects.

The supervision of special classes and the administration of State aid classes for five types of exceptional children are responsibilities of the director of vocational rehabilitation. Both the State commissioner and the director of vocational rehabilitation devote part time to this type of work.

The objectives and procedures of the supervisory staff other than those assigned to the rural schools do not vary materially from those in other departments which have been discussed. The staff members assigned to the different types of high schools and junior colleges, as indicated in the accompanying chart, and of graded elementary schools supplement each other's supervision rather than duplicate it, so far as possible. Schools are usually visited once a year.

#### *Adjustments Within the Staffs*

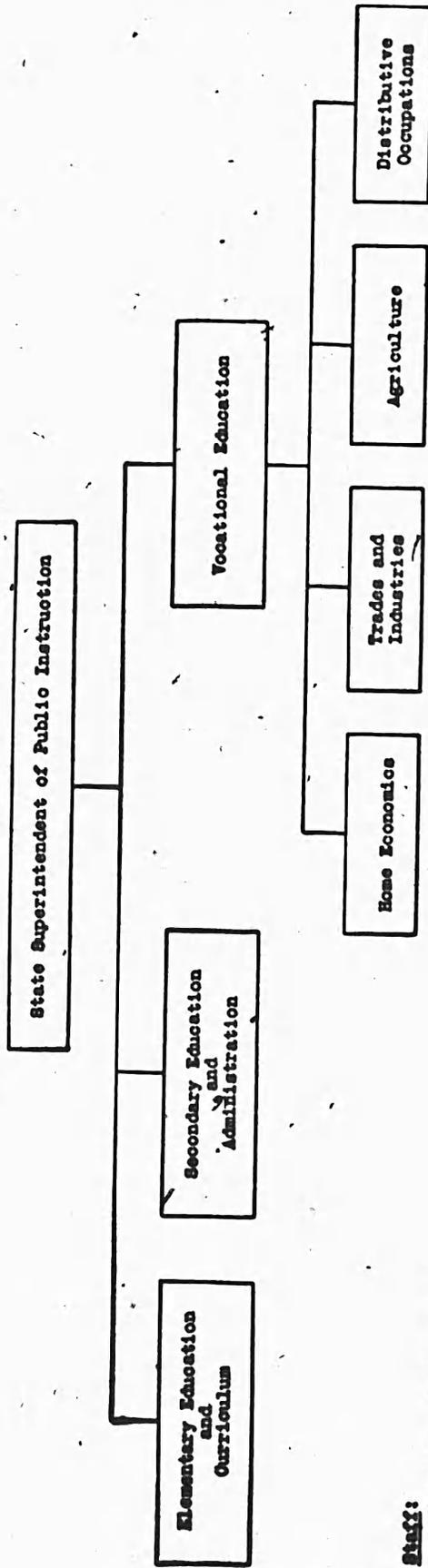
There are eight States in which the supervisory staffs in general education, elementary and secondary levels, number not fewer than two nor as many as four full-time members. They are Oregon, Montana, Washington, Idaho, South Dakota, Nebraska, Indiana, and Kentucky. In four others—Arizona, Colorado, South Dakota, and Wyoming, the staff is still smaller.

In most of these States certain adjustments of responsibilities are made within the staff to insure that the services usually rendered in State departments by larger staffs are not wholly neglected. Brief accounts of representative programs from a few of these States follow:

**Oregon.**—The department of education is organized into four divisions, three of which are concerned with instruction.<sup>17</sup> As a means of distributing duties among the small staff available, each of the two directors of the general education program is responsible for two or more important functions; one is responsible for administration and secondary education; the other for curriculum and elementary educa-

<sup>17</sup> See accompanying chart.

**Staff Organization for Supervision of Instruction—Oregon**



**Staff:**

- Elementary: 1 Supervisor
- Secondary: 1 Supervisor
- Vocational: 1 Director of Vocational Education and Supervisor of Trades and Industries
- 1 Assistant Director of Vocational Education and Supervisor of Rehabilitation
- 1 Supervisor and 1 Assistant Supervisor in Home Economics
- 1 Assistant Supervisor in Trades and Industries
- 1 Supervisor and 1 Assistant Supervisor in Agriculture
- 1 Supervisor in Distributive Occupations

tion. The third director has charge of vocational education. These three directors work under the direction of the State superintendent of public instruction.

Owing to the large number of schools in the State <sup>18</sup> (there are 1,776 elementary schools alone) the directors of both elementary and secondary education carry on supervisory functions in part through conferences. They call frequent conferences of administrators; i. e., county and city superintendents and principals, both elementary and secondary school principals. In each conference group an executive committee of which the appropriate one of the two directors is a member, is responsible for outlining programs, conducting research studies, and preparing reports. The reports are acted upon by the larger groups and often become the basis of a program to be followed in the schools or systems represented.

The director of elementary education and curriculum participates also in conferences of school board members called by the county superintendents. These are usually 1-day conferences in which problems of school directors on matters concerned with the State program in instruction, such as selection of teachers, of textbooks and teaching materials and curriculum, among others, are discussed. The conferences are held at the State capital in the offices of the State department of education. The department assumes responsibility for editing and publishing conference reports, and other materials for distribution.

Because of the many schools with which the directors aim to keep in touch the "sampling" form of visitation is followed—a selected sampling of schools from each county or city system is made. The State director visits them with the superintendent or local supervisor, if there is one, and gains a knowledge of the needs and strengths of the area or system visited. In the counties it is customary to call the teachers together after such a series of visits for discussion.

In the development of curriculum materials and revisions and in the preparation of course of study outlines, and the like, the director of elementary education and curriculum works in close cooperation with committees of the Oregon State Teachers Association and the Oregon State Textbook Commission—the latter is composed of teachers, school administrators, and faculty members of the State higher institutions. The two groups cooperate in many ways, in the selection of textbooks suitable to the requirements of the revised curriculum, for example.

The director of secondary education and administration is responsible for the administration of the State standardization program involving inspection as well as supervision of high schools. All high schools to be entitled to collect tuition fees, usually from children residing in districts not maintaining high schools, must be State

<sup>18</sup> A similar situation is found, of course, in many States.

"approved." The director aims to visit each high school at least once in 3 years.

Important cooperative relationships are maintained by both State directors with the State department of health, the State director of safety, and the State library. These officials of other State departments assist with the preparation of curricular materials and give lectures to schools on health and safety. The State library assists in the preparation of lists of books suitable for classroom use and for school libraries; and of bibliographies, especially of materials adapted to supplement new curricular materials.

Supervision of the vocational subjects is carried on through frequent visitation as well as through teacher conferences. The staff in vocational education is large enough for frequent visits to be made to classes in all of the vocational subjects; usually each class is visited three or four times a year. For conference purposes the State is divided into six districts. The supervisors hold at least two conferences a year in each district which all teachers in the vocational subjects attend.

*Arizona.*—Arizona is one of a few States<sup>19</sup> in which the central office staff of the State department does not include two full-time supervisors, judged by title and functions, assigned, respectively, to the supervision of the general program in the elementary and secondary schools. This does not mean, however, that the department has no program for the improvement of instruction in these schools. Rather the functions of the staff available are so allocated as to permit of part-time service in supervision in addition to that given by the staff to the major functions to which each is assigned.

Five of the services of the department of education carry responsibilities for instruction, as shown on the accompanying chart. They are directed by the State superintendent of public instruction who is also the director of vocational education. Two staff members, i. e., director of curriculum and director of tests and measurements, give part time to supervision of the general education program, the first to the elementary schools and the second to the secondary schools. For the vocational program there are three full-time supervisors, one in each subject-matter field, agriculture, home economics, and trade and industry, and one assistant in the last-named field, a teacher trainer by title, stationed at the central office in Phoenix.

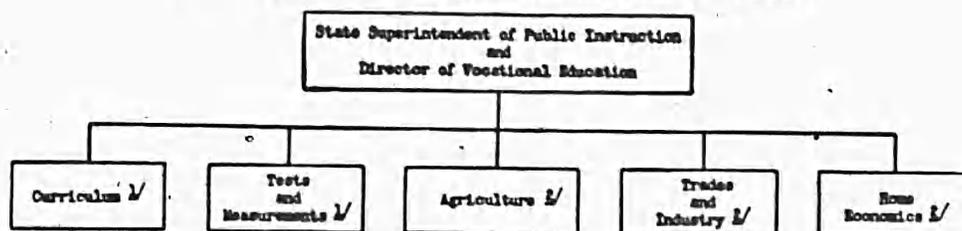
The director of curriculum in her capacity as part-time supervisor of elementary schools is developing a remedial reading program following investigations of reading achievement and reading readiness, and is directing a plan for the reorganization of grades in the small schools, into larger groups. She is also directing the preparation of curricular materials, chiefly but not wholly by teachers, designed especially for use with bilingual children.

<sup>19</sup> Not more than five.

During the year the director aimed to realize the objectives implied above largely through the following procedures: Formation and direction of committees to develop units in the curriculum; holding group conferences on teaching problems in different sections of the State, and individual conferences with superintendents and teachers; visiting schools; addressing groups of teachers in summer school and elsewhere; and directing the preparation of printed and mimeographed bulletins for teachers.

Cooperative relationships with other divisions of the department were maintained, particularly with the supervisor of tests and measurements with whom the results of the testing program were studied; with the State health department which offers certain health services to the schools; with the State highway department and the Federal

*Staff Organization for Supervision of Instruction—Arizona*



✓ Each in charge of a director, who also devotes part-time to supervision of elementary and secondary schools

✓ A supervisor in each field

Soil Conservation Service, both of which cooperate in supplying informational material in their respective fields; and finally with committees of educators who assist in the preparation of curricular materials. An example of results from the last-named cooperative relationship is found in a bulletin issued by the State department in 1939, concerned with the instruction of bilingual children. The committee responsible for its preparation included practical teachers, members of the faculties of the State higher institutions and of the State department staff.

The director of tests and measurements cooperates in the plans indicated for the improvement of instruction in elementary schools; he also assists in the supervision of high schools. Accrediting of high schools is a function of the State university.

The program for vocational education is directed by the State superintendent of public instruction who is director of vocational education. The staff of three supervisors in the central office seems adequate considering the needs of the State to offer intensive supervision in each of the three fields represented. Among the activities reported are: Visiting schools and teachers; holding conferences of individuals and groups; and, in general, supervising teachers in carry-

ing out the program for teaching the three vocational subjects in the secondary schools.

*Colorado, North Dakota, and Wyoming.*<sup>20</sup>—In Colorado and Wyoming there are on the State department staffs full-time supervisors of the education of certain types of handicapped children. They assist also in supervising the regular elementary school classes. In Wyoming an extensive testing program is carried on by the director (by title) of special education. In Colorado<sup>21</sup> the State superintendent of public instruction, the deputy State superintendent and the supervisor of the education of crippled children—all participate in responsibilities of a supervisory nature in the elementary and secondary schools.

The State department in North Dakota includes a director of secondary education and a director of State examinations. The activities of the latter include visiting schools, holding conferences of principals and teachers, and preparing materials for teachers.

These examples are illustrative of many kinds of staff adjustments made in these and other State departments in which the staff is too small to permit of a high degree of specialization but in which supervision is not altogether neglected.

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<sup>20</sup> See appendix D for charts not shown in this section.

<sup>21</sup> Since 1939 a director of elementary education and curriculum has been added to the department staff.

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## Chapter V

### Review of Objectives and Procedures in State Supervision

**P**ROBABLY in none of the many responsibilities of State departments of education throughout the country is there as much similarity among the several States as in the objectives set up and the procedures followed in instructional supervision. Since these two factors represent the heart of the supervisory program, a review of both as observed or reported from the 48 State departments of education follows.

#### Objectives in Supervision

Practically all State supervisors are working toward objectives of two types, those involving general principles to be followed over a period of years, and those definite and specific in character for more immediate achievement, probably during the current school year. These objectives with interpretations or applications may be formulated into a supervisory program, usually an annual one, including, for example, in addition to the statement of the objectives, the philosophy on which they are based, and an outline of the definite steps, with some relation to the order in which they are to be taken, for their achievement. Or, the objectives alone may be set up in printed or mimeographed form for distribution among supervisors and teachers constituting in themselves a basic program. Again, as in many States, they may be less definitely formulated, probably as a program for discussion with local superintendents and supervisors with allowance for emphases differing somewhat among areas or among different types of school systems. In some States during the year reported herein, suggestions were requested from local superintendents and supervisors concerning the important requisites of a State supervisory program. The suggestions made were discussed at conferences held for the purpose and the procedures agreed upon accepted as the basis for the year's State supervisory program. Supervisory programs, lists of objectives formulated and announced in advance of the school year, or similar evidences of an organized and considered program for improving instruction in the schools of the State were reported from a number of State departments.

#### Supervisory Programs

The department of education of Louisiana prepared and distributed a mimeographed circular entitled "State Supervisory Program

for '1939-40." The following title headings for sections of the circular give a general idea of its content: "A Philosophy of Education," "The Aims of Education and How They Can Function in Teaching," "The Importance of Teaching Materials," "Teaching Procedures," "Development and Use of Criteria," and "Experimentation." These are followed by a list of the characteristics of a good school.

The State department of education in Connecticut issues a printed circular of somewhat similar import entitled "Curriculum Development in the Schools Served by the State Supervisors of Rural Education; a Statement of Underlying Principles." The circular gives the history of State supervision in Connecticut; tells of present trends; treats objectives; discusses means of planning and evaluating school programs; and includes a bibliography on curriculum development.

A mimeographed circular distributed by the State department in Maryland sets up three general objectives, to be achieved during the year by the central staff working with local (in Maryland, county) elementary supervisors and states the procedures to be followed in achieving them. The objectives and procedures are: (1) To strengthen supervision by reading critically and discussing the supervisors reports; planning and conducting conferences of supervisors; attending and participating in teachers meetings conducted by supervisors and by helping the supervisors to evaluate these meetings; and visiting classrooms with supervisors. (2) To promote and encourage curriculum development in the counties by county-wide group meetings of teachers; by reviewing units of material prepared by curriculum committees; and by preparing new subject-matter bulletins. (3) To study the needs of the counties with respect to achievement in the "Three R's" and to advise superintendents and supervisors concerning State and county testing programs.

In secondary supervision the program for the year's achievement includes preparation of a bulletin on current practices in the State in teaching English Composition and Grammar; one on remedial reading in high school and other curricular materials; and provision for county and regional conferences of high-school principals.

The State department in Alabama projects two series of objectives, one for elementary and one for secondary supervision. Among the former are the development of an effective in-service training program for teachers in county and State systems; developing supervisors and principals as leaders in the different school systems; preparation of State curricular bulletins; promotion of a better understanding of children among supervisors and teachers; encouragement of better school and community relationships; and the provision of improved school activities and experiences based on individual and community needs.

The objectives of secondary supervision include additional attention to problems of organization and instruction in high schools, improving classroom methods of instruction, and promoting closer articulation between high schools and colleges and between high schools and elementary schools.

These illustrations are reasonably representative of the procedure followed in many States. Supervisory programs, whatever form they may take, must, like school programs, be flexible enough to permit timely or emergency changes. Advisory or consultative service on request is considered of special importance by State supervisory staffs. Such requests are usually interpreted to mean "readiness" of the school officials for adopting progressive procedures for a special or even emergency problem to be solved. In any case they cannot be neglected. "Time out" of supervisors for such services is anticipated in the formulation of State programs. If there are a number of calls for similar types of service they may, of course, cause basic changes in the proposed programs or even form the basis of a revised program.

### Procedures in Supervision

A review of procedures followed among State supervisory staffs shows many similarities in practice. Differences, when they occur, are as would be expected, largely due to the varying conditions to be met; the number of supervisors available, State and local; and the number and type of responsibilities, legal and regulatory, assigned in addition to those strictly instructional in nature—certain types of inspection concerned with the distribution of funds, for example. The number of supervisors available varies widely among States but even that difference affects the objectives and activities less than it affects their scope or the intensity or frequency with which the latter are carried on. One State supervisor on each of the two levels, elementary and secondary (the situation in many States), is generally found working toward the same objectives and using very similar means to achieve them as the two or three or more supervisors employed in another. It is, of course, obvious that one person cannot work as effectively in performing many responsibilities as two or more, other factors being equal—area and number of teachers, for example. Such duties as require visits to classrooms or frequent group meetings and the follow-up work essential in evaluating school practices are examples. In general, one finds that the supervisory practices followed in the States in which full-time supervisors, whether organized by levels or subjects, are at work are those generally accepted as following basic principles in education.

### Conferences as a Supervisory Procedure

All State supervisors interviewed for this study considered conferences, generally of more than one type, an efficient means of improv-

ing instruction. In many States several different committee groups, confer periodically for specific purposes in connection with designated phases of the supervisory program. In others, conferences are called at strategic times by the chief State school officer or the supervisory staff. Among the conferences of different groups or with different purposes reported, the following, with the States reporting them, are representative of rather general practice.

The State supervisory staff in West Virginia holds four annual conferences of county superintendents and assistant county superintendents with the following objectives: (1) To assist these officials to so arrange their administrative duties as to allow regularly scheduled time for instructional supervision; (2) to develop demonstration centers; (3) to organize and direct committees of teachers in studying curricular revision; (4) to plan regrouping of grades and curricular materials in small schools; (5) to develop improved methods of teaching selected subjects, reading, for example.

The State rural school supervisors in Minnesota hold 1- and 2-day group conferences of teachers in each county in their respective areas following 2 or more days of visiting a sampling group of schools in the rural communities with the county superintendent. The conferences are designed to help superintendents to improve their supervisory practices as well as to help teachers to improve classroom procedures.

Frequent conferences of small groups of teachers in different sections of the State are held by the State staff in Arizona. The specific purposes of recently reported ones were to assist teachers in the small rural schools to regroup the children into fewer grades or classes and to reorganize curricular materials to correspond to the new groupings.

Maine reports two types of conferences which are of interest: (1) The annual conference of all superintendents in the State called by the commissioner of education. This particular type of conference was established over 31 years ago and successive conferences have been held each year throughout the intervening period. The conference usually extends over a 4-day period. While it is customary to bring one or more educators from out of the State to participate in the program, the main purpose is that of discussion of State and local administrative as well as supervisory problems. (2) 1-day conferences are called, usually at the beginning of the school year, also by the commissioner of education in each county in the State. Programs are devoted in large part to consideration of local problems and situations. At least one speaker from outside the State is usually invited to lecture or lead in the discussions.

The division of instruction of the State board of education of Virginia has inaugurated a series of annual State conferences, each of 3-day duration for each of the following groups: (1) Principals of high

schools and larger elementary schools, (2) rural elementary supervisors, and (3) division superintendents.

From Alabama the State supervisor reports State-wide conferences of elementary supervisors, held at least once a year, and regional conferences of similar groups in each of several regions in the State at least once a year. The purposes of these conferences are planning county supervisory programs; preparing better supervisory techniques; and improving plans for county-wide teachers meetings.

In Vermont the State helping teacher meets once a month with a small group, usually 8 or 10 superintendents. The size of these groups facilitates discussion of intimate, local, and immediately pressing problems. They are often concerned with problems of individual teachers and children.

In Idaho the State department of education and the State university jointly hold an "institute" each summer, 2 weeks in duration, for county superintendents. The program consists of lectures and conferences directed by the State supervisor of elementary schools in cooperation with the university faculty and the superintendents.

In Wyoming the county superintendents hold regular meetings annually for the purpose of setting up an annual program of supervision for each county. State education department officials participate.

Several members of the State supervisory staff of North Carolina conduct 1-day conferences for teachers in each county in the State early in the fall immediately preceding or following the opening of schools. These conferences may have special purposes or the general one of orientation in connection with the State department's program.

From Florida comes a report that a series of conferences for principals and superintendents was inaugurated by the State department in 1938: (1) A 3-day conference for elementary and secondary school principals in cooperation with the Florida Education Association to be held annually at the University of Florida; (2) a conference for county superintendents to be held each summer of 1-week's duration; and (3) a series of 1-day regional conferences for county superintendents. In addition, the division of instruction provided for 25 conferences for teachers during the year 1937-38 concerned with the teaching of art and in 1938-39 concerned with public-school music. The division provided leaders for county-wide music meetings for teachers in each county requesting this assistance in 1938-39.

The State supervisor of elementary schools in Maryland reports conferences of four different types: (1) State conferences of all supervisors in the State; (2) regional conferences of county supervisors; (3) county-wide teachers meetings; (4) conferences with committees of teachers on special problems or phases of the program under way.

In a number of States the State supervisors cooperate with professional organizations both in holding conferences and in conducting

investigations or research into selected problems. Such organizations as the Secondary School Principals Association and the Department of Supervisors and Directors of Instruction are among those with which such cooperative arrangements are made. Washington and Oregon, among other States, report such cooperation as particularly effective in extending leadership opportunities.

Some States show a particular interest either in holding special conferences for lay people, particularly for school board members, or in inviting them to attend conferences of teachers and supervisors providing at least one session specifically for the discussion of topics of interest to them. Special efforts are made in some States to keep school board members informed on newer school practices and on the need for libraries, special equipment, teaching materials, and the like. Michigan and Wisconsin are among States which make definite provision for regular conferences of school board members. In Michigan one of the consultants on the supervisory staff, in arranging programs for county institutes, provides special sections for school board members and for laymen. In Wisconsin members of the State staff are assigned the responsibility of holding school board conventions, at least 12 of which are held each year. One of the purposes of these conferences is to promote better understanding of instructional practices, especially newer types of practices and newer types of school organizations—provision of activity programs, e. g.

### School Visitation

In all States much of the time of State supervisors is spent in visiting schools. The objectives of visitation vary among States as they vary also among areas, and from time to time, within States, according to the development of the State program and according to specific situations and needs at the time and place of the visit.

Among high-school supervisors a common purpose is that of accrediting or standardizing schools, or both. When high schools were relatively few in number and standards concerned largely with plant, equipment, etc., State inspection for accrediting was a comparatively simple task. Growth in numbers of high schools, in breadth of programs offered, and especially in professional attitudes have resulted in changed and still changing procedures in accreditation. Inspection for accreditation is rapidly giving way to stimulation of schools toward higher qualitative standards and approved practices.

Two objectives of school visiting by high-school supervisors as reported to or observed by the staff of the U. S. Office of Education were: (1) To check-up on the reports of principals sent in to the State department, usually once a year or less often; (2) longer but less frequent visits to work with principals or committees representing a group of

schools rather than one school, promoting the use of evaluating standards.

Another objective of visits of both secondary and elementary supervisors is concerned with "standardization" or "approval" plans followed in a number of States. Schools are classified, standardized, or approved by State officials for specific purposes such as eligibility to State funds; collection of tuition from children residing in non-high-school districts; classification by State departments on the basis of years or subjects offered or on the basis of general efficiency according to State standards. In a number of States such standardization or classification plans are considered effective means of supervision. A State supervisor in Arkansas states that classification of elementary schools as carried out in that State is a major agency in improving instruction as well as other school conditions. Classification in Arkansas involves frequent visiting for advice and consultation and follow-up visits to check on how previous suggestions have been followed. Where facilities in personnel, time, travel funds, etc., for visiting schools for the purposes indicated are more adequate on the secondary than on the elementary level, it is becoming more and more common practice to accredit high schools only when the elementary schools "feeding" into them are of acceptable quality. This may necessitate joint visitation of both supervisors or visits to both schools by either one.

The line of demarcation between inspection and supervision is not always definitely drawn. Obviously conditions concerned with the physical plant and equipment, with selection of teachers, and other matters influencing the teaching situation must be reasonably favorable before a high quality of instruction is possible. In many States there are areas in which the need for improving physical conditions, libraries, equipment, teaching materials, and the like, demand attention before further progress is possible. Supervision must begin with the need which is most important at the time—the point is that it need not remain where it begins but continuously, though gradually, develop instructional goals.

In some States visits of State supervisors are made chiefly on request of local superintendents, supervisors, and principals. When the staff is large and the services diversified the types of requests govern the itineraries of the supervisors which are usually made in advance of the opening of school in the fall and again in the spring. In practically all States, visiting "on call" is practiced, at least to some extent. Where the population is large and schools are numerous it is considered an efficient and economical practice, especially where local supervision is available. The weakness of the plan lies in the fact that the least efficient are probably also least conscious of their needs and least able

to locate or define them, and consequently less apt to seek the assistance available from the department.

Probably the most common objective of supervisory visits is that of sampling the supervisory and teaching needs. In the States in which the staff is inadequate in numbers in relation to the need for supervision—and that is the prevailing situation among States—obviously only a relatively small percentage of the total number of schools can be visited. The State supervisor, therefore, selects with the respective superintendents concerned, city or county, a group of schools reasonably representative of conditions in the system for as intensive study as possible in the time available. The sampling serves the purpose of familiarizing the supervisor with conditions prevailing in the system. The visits may be, and usually are, followed by meetings of teachers in small or large groups according to the situation, thereby offering an opportunity to the State and local supervisor as well as the teachers for discussion of the programs or activities observed and of general local problems. Or visits may be followed by consultation of local with State officials, often including school board members, in which conditions are discussed and plans for the future considered.

In general, some form of follow-up of school visits is devised even by the busiest State supervisors. It may be, preferably is, of course, a return visit at an early date. It may be through reports by correspondence—the State supervisor suggesting step by step procedures, the local superintendent or principal or teacher reporting progress in attaining the desired ends.

Some State supervisors plan to spend the major portion of their visiting time with the supervisors or teachers who seem most in need of help—beginners, for example; others emphasize the importance of developing the more promising supervisors and teachers, even at the expense of the less promising as the more economical expenditure of their time. The number of visits a supervisor can make and the time spent in any one classroom varies widely according to conditions. Short visits of the inspectional type are sometimes necessary but are rapidly giving way to those of longer duration from half to a full day if worth-while analyses of teaching problems is the objective.

Compromises of the kind indicated are less necessary as the number of supervisors increases and the supervisory load in terms of area and number of schools decreases. In States in which State-supported local supervision is provided and staffs are adequate or approach adequacy the schools have the twofold advantage of intensive supervision; i. e., of local supervisors who study individual schools and pupils as well as teaching problems, and of the broad outlook in planning and policy making which usually accompanies strong State-wide leadership. The more nearly State supervision approaches this two-

fold goal the higher the type of supervision offered—considered from a State-wide point of view.

### Preparation of Teaching Materials

Among the most significant of the supervisory activities under way in school systems throughout the country during the past decade are those concerned with the changing curriculum. State systems are no exception. Many States, through their State departments of education, are leading or have led the way. State supervisors are in many States the officials primarily responsible for State-wide curriculum revisions; in others they are active participants in revision programs. The apparent trend so far as the activities of State supervisors are concerned is away from the issuance of State courses of study, as such, toward preparation—through local participation or with provision for local adaptations—of materials such as teaching goals or guides and suggestive units or outlines. Such materials are edited and published by State departments of education and are frequently prepared by committees—local, regional, or State.

In many States, especially those in which State supervisors are placed in local units or counties (Connecticut, Maryland, New Jersey, are examples), preparation of detailed curricular materials is considered a local responsibility involving continuing revisions according to local conditions. Even under these conditions, however, a wide range of materials, mimeographed or printed or both, in the form of sample or suggestive programs or guides or goals as indicated above are issued by the central State staff.

Leadership in curricular programs, preparation of teaching materials, selection and guidance of local or regional or State committees for such preparation, usually with experimental tryout of the materials resulting, are responsibilities widely assumed by State supervisors.

Generally the development of curricular programs is considered an important part of the supervisory program. In Virginia, e. g., the State staff reports that the curricular program is "the basic factor" in the instructional program and that the inauguration of the curricular revision program in 1932 was the real impetus to State-directed and subsidized local supervision. In some States in which, as in Connecticut, curricular revision is a local activity, leadership, unification, determination of curriculum policies, come from the central education office; Delaware, New Jersey, and California follow somewhat similar general policies.

In California the elementary division of the State department prepares a wide variety of instructional materials, including a quarterly elementary journal and a monthly science guide, and directs a number of committees in the formation of curriculum materials. A notable contribution in this field is the development of materials adapted to

the special needs of specific groups including the children of migratory workers, children from non-English-speaking homes, and children in small rural communities. Several States issue special courses of study or adapted materials for special groups. Arizona and New Mexico, both of which have issued special bulletins concerned with the education of bilingual children; Nebraska and Illinois which issue special courses of study for rural schools, are examples.

In Oklahoma the supervisory activities as reported include "continuing development of a cooperative program for preparing courses of study including the construction and revision of materials." Similarly in South Carolina the supervisors prepare materials, promote curriculum studies in local communities, and participate in a State-wide curriculum program. Alabama, Arkansas, New Hampshire, Utah, Washington, and West Virginia, among other States, report that State supervisors appoint, direct, and work through committees in the revision of curricular materials and issue bulletins, pamphlets, and circulars containing suggestive outlines, units, and general guidance materials. Arkansas State supervisors act as consultants in the State curricular program and prepare teaching materials in the form of bulletins, among other activities. The State elementary supervisor in Alabama reports among her activities, the direction of committee work leading to the development of curricular bulletins. New Hampshire reports that the State elementary school agents work through committees in the revision of courses of study and in the preparation of instructional materials and lists of textbooks.

In each of several States there is an organized plan through which the State education department and the State teachers association cooperate in a State-wide curriculum-revision program. In Kansas the two agencies have cooperated over a period of years in financing the necessary expense of the program including the employment of a director of curriculum on a part-time basis and two advisors who visit the State for short periods from time to time. In Idaho where the development of a curriculum program is one of the responsibilities of the State elementary school supervisor, the State teachers association cooperates. There is a large committee, State-wide in representation, which acts as a general guidance committee and smaller local committees which may be city, county, or regional groups directed by the State supervisor. Among resulting contributions are two bulletins, one on "Curriculum Thinking," and one on "Guides to Teaching Arithmetic."

Michigan, in which the State department has developed an extensive cooperative curriculum program, reports that the major activities of the division of instruction, center round the Michigan curriculum program. General coordination and planning is entrusted to a steering committee of 11 persons representing educational organiza-

tions and agencies and the 3 assistant superintendents representing the State department. This committee is assisted by a number of smaller committees and consultants assigned to specific fields or subjects. The personnel of the committees are widely representative of types of educational work and geographical sections of the State. A small consultant group of staff members of the State department unify and coordinate the work, conduct research, prepare reports, and the like. The program is planned as a long-time continuing one involving elementary, secondary, and teacher education. A number of significant publications have resulted from the work of the committees—*Michigan Today*; *What Does Research Say?*; *The Problem Solving Approach to Health Teaching* are examples.

In a few States cooperation in the preparation of courses of study between the State instructional staff and faculty members of State teacher-education institutions was contemplated or under way when the departments were visited. Connecticut, Montana, and Pennsylvania are examples.

Florida reports that the assistant director of instruction and curriculum consultant is given primary responsibility for the preparation of curriculum materials, the "stimulation of curricular activity among teachers, and the supervision of the curriculum laboratory and workshop." The latter is conducted in cooperation with the State University and is held during the summer school.

### Resulting Publications

Activities of the type indicated in this study have resulted in a wealth of material issued by State departments of education in printed and mimeographed form. It is not possible within the scope of this study to analyze, even list, the numerous publications emanating from this source concerned with instruction. A few examples must serve to illustrate the output of this practically Nation-wide activity of State instructional staffs.

The Pennsylvania State department of education issued in 1939-40 a series of bulletins covering practically every field and subject affecting the school program. Some idea of the type and scope of the instructional materials may be derived from the following titles selected as illustrative of the series: *A Social Studies Program*; *Special Opportunities of Small Rural Schools*; *Teaching Modern Languages in the Secondary Schools*; *Oral English in the Secondary Schools*; *Curriculum Materials for Elementary Schools*; *Meeting the Needs of the Mentally Retarded*.

Maryland has issued, over a long period of years, a series called Maryland School Bulletins. The following titles are indicative of their general character: (A) For supervisors: *Suggestions for Making County Teachers Meetings Worth While*; *Making the Most of Supervi-*

sion; *A Cross Section of Supervision in Grant County*. (B) For teachers and supervisors: *Silent Reading*; *Tentative Goals in History for Grade IV*; *Tentative Goals in Geography and History, Grades I to III*; *Goals in Geography, Grades IV to VII*; *Curriculum Goals*; *The Social Studies, Grades I to III*; *Curriculum Materials in the Social Studies in the Intermediate Grades*. Mimeographed circulars are issued also by the Maryland State Department. *Trends in Curricular Thinking* is an example.

From Tennessee two volumes of approximately 250 pages each—*Looking Ahead with Tennessee Schools*, Volumes I and II—were recently made available, describing the Tennessee instructional program and presenting material for classroom use.

West Virginia has issued recently a number of publications including curricular materials; among them, *Units on Conservation*; *Teachers Manual and Course of Study for West Virginia School Clubs*; *Organization and Procedures for One-Teacher Schools*.

The State department of Connecticut issues a variety of curriculum helps and teaching suggestions in mimeographed form, as does Florida, Louisiana, Michigan, New York, and North Carolina, among other States.

A few State departments publish material periodically. The following are examples: West Virginia issues a monthly bulletin containing reports of current interest to schools, activities under way in the department, accounts of educational meetings, suggestions for Education Week, and the like. The Florida State department issues a school bulletin once a month. Among the titles of a few at hand are: *Conservation*; *Health and Physical Education* (a school health program); *Book Selection in the Elementary School*; *Text Book Plans for 1939-40*. The department also issues "from time to time" mimeographed letters to principals relating to instruction. The *Michigan Vocational Outlook* is issued quarterly by the State Board for Vocational Education. The Pennsylvania State department issues a monthly journal, *Public Education in Pennsylvania*. In South Carolina the State department issues a monthly news letter. The California department of education issues three periodicals, a *Science Guide for Elementary Schools*—10 times during the year; *California Journal of Elementary Education*, published quarterly, and *California History Nugget*, issued six times a year.

### Demonstration Teaching

Demonstration as a means of improving teaching methods, especially of promoting the use of new materials of instruction or of introducing innovating classroom practices to groups of teachers, both experienced and inexperienced, is reported from practically every

State. Obviously State supervisors located at the central office, with State-wide areas to cover, have fewer opportunities and less time for it than those assigned locally as in Connecticut or New Jersey or Maryland. Such supervisors not alone demonstrate progressive practices to small groups of teachers, but illustrate effective procedures adapted to specific needs of individual teachers at the time the need is observed. However, State supervisors with extensive areas to cover, often provide for demonstration by others—by local supervisors when available or more commonly and often more effectively by skilled teachers selected from the local groups—more effectively if equally well done because so apparently within the possibilities of other members of the group.

Ability in demonstration is a valuable asset to State supervisors, particularly in States in which the local, usually the county or small city superintendent, with many administrative duties carries the responsibility also for supervision. The State supervisor must demonstrate not alone for teachers but for the superintendent as well. It is always helpful if not essential to illustrate changing practices when one advocates them. Moreover, it is as necessary to "keep one's hand in" in the art of teaching as in any other art. So the supervisor profits as well as the supervised.

It is general practice among State supervisors to make some systematic provision to afford opportunities for teachers to visit schools or classes to observe demonstrations of good teaching under normal conditions. Under a well-organized plan teachers are directed in visitation to the particular classrooms most appropriate in the light of their specific needs.

A number of State supervisors provide definitely for the maintenance of demonstration schools. In Oklahoma—which offers one example—selected schools are known as model schools; in Arkansas, "key" schools are developed. In both States conveniently located schools are selected in relation to particular areas to be kept open during the school year for demonstration purposes. They are, of course, chiefly for observation by teachers working in the area. In Wisconsin "key" schools for demonstration are maintained in 23 centers also strategically located for teacher observation. In Florida "cooperating schools" are designated by the State department staff. In these schools the curriculum program developed in the curriculum laboratories<sup>2</sup> and demonstrated in the university demonstration school is in operation. The "cooperating schools" are expected to serve as centers for the stimulation of curriculum activity in all of the schools of the State.

In West Virginia the State supervisors assist the county superintendents in the development of demonstration centers in each of

<sup>2</sup> These are held in connection with the university summer school.

the counties of the State. According to the plan in one of the counties, a successful teacher is selected, who visits a limited number of nearby schools 1 day a week, say Monday, throughout the year, to study the teaching problems within the group. She then teaches for observation on Saturday when the rural teachers of the group spend the day visiting and observing her conduct her regular classes.

In Iowa there are tricounty demonstration centers under the general direction of State supervisors. All counties contribute to the center of which they are a part and all teachers are expected to attend and participate. Demonstration teaching is a feature of the work of the centers. The Iowa State College cooperates in the centers.

### Coordination of Programs and Functions

Coordination of effort among supervisors of different school levels, subjects, or fields, and with other members of State department staffs in the interest of unification of programs and of economy and efficiency in the carrying out of their several functions is provided for in a growing number of States.

Coordination of supervision leading toward articulation between the elementary and secondary school levels and integration of subjects within levels toward a unified program, is achieved in different ways. In several States in which area or regional supervision prevails—Illinois, Iowa, Texas, are examples—the same State staff member supervises both levels including all subjects. In other States—Washington is an example—elementary and secondary supervisors cooperate in the approval or standardizing plans, both levels, elementary and secondary, being approved jointly or not at all. In Arkansas, Georgia, and Virginia, among other States, high schools are standardized only when the elementary schools from which their pupils come are also of standard quality. From Utah "better articulation of all schools" is reported as a supervisory objective of all members of the staff, and from Louisiana, "cooperation of all divisions in the interest of a unified program." Delaware, too, reports "coordination of the supervisory staff" as an objective of the assistant commissioner.

In a number of States regular staff meetings of all supervisory officials on the central staff are scheduled, weekly, as in Connecticut, monthly, as in South Carolina, or "frequently" as reported from Tennessee, as a means of providing for discussion and coordination of plans. In other States<sup>1</sup> all members of the instructional staff, elementary, secondary, special field, and subject supervisors, are scheduled for field work in such a way as to provide coordinated service.

Cooperative effort in the preparation of teaching materials and other supervisory functions often extends beyond the divisions of State

<sup>1</sup> See p. 66, New York.

departments and includes State teachers colleges and other institutions of higher learning, especially those which prepare teachers, as well as local superintendents, supervisors, and teachers. State supervisors in many States select good teaching units prepared by teachers or local supervisors and distribute them widely, generally in mimeographed form, among teachers as suggestive practices, thus promoting unity in instructional programs. In State curriculum programs trial courses or units are widely distributed among teachers for suggestion and experimentation. Maryland, New York, Oklahoma, Virginia, and West Virginia are among the States from which practices of this kind were reported. Coordinating the educational philosophies of State departments of education and those of the teacher-education institutions within the States is a responsibility increasingly assumed by the instructional staffs of State departments. At least 15 States report some activity along the lines indicated. Through participation in the conduct of summer schools for teachers, curriculum laboratories, instructional workshops, and the like, State supervisors aim to coordinate their work and State department programs with that of higher institutions which prepare teachers toward similar desirable objectives.

### Relationships With Other Agencies

Cooperation with State and other agencies, including lay and professional organizations is emphasized by supervisors in all of the States, and organized operating relationships with one or more such agencies are found in many. The kind and degree of cooperation varies from fostering an understanding of the State education program among departments of the State government, lay agencies, and organizations, to definite participation by such agencies in certain phases of the school program.

Among the cooperative arrangements made by the instructional staff of State departments with other State governmental departments of considerable importance are those with the highway, conservation, and public health departments. Highway departments, sometimes including safety in the title and functions, cooperate in promoting understanding and practice of safety regulations, especially in connection with accident prevention on public highways; prepare and distribute to schools, slides, film strips, and printed materials bearing on safety; give lessons and demonstrations in accident prevention; prepare basic material to be incorporated by supervisors in courses of study and other teaching materials. The contribution of State conservation departments is similar. These departments issue materials on conservation, cooperate with State supervisors in preparing or revising materials for school use and in other ways in promoting conservation education.

In many States public health departments (safety is added to the title and functions of these departments in some States) cooperate in much the same way as conservation and highway departments. As an example of this type of cooperation in the three fields indicated, the Mississippi supervisors report cooperation with the State health department which furnished material and information for the curricular program and with the State highway patrol in the preparation and distribution of material on safety for school use. From the instructional staff in West Virginia cooperation is reported with State governmental agencies in the development of curriculum materials in conservation, safety, and health.

Wisconsin reports cooperating relationships with State and local health boards. School boards in Wisconsin cannot legally employ school nurses. Services of this kind are furnished through cooperation with the health boards, both State and local, originating through joint agreement of the State department of education and the State board of health. Tennessee reports important relationships with the State department of conservation and the State department of safety—chiefly in connection with preparation of curricular materials.

Operating relationships of State departments of education with State health departments or officials is another type of cooperation of real significance to the instructional program reported from a few States. They are, as would be expected, those in which the State department of education does not number within its staff a supervisor of health education. According to reports from Idaho, the division of public health of the State department of welfare carries on an extensive health program in certain sections of the State. Health examinations are given to children entering school for the first time through local health units set up with the cooperation of county superintendents in the operation of the units and with the State supervisor in initial arrangements. In some units medical and dental services are available and in some there are eye specialists and school nurses. Follow-up work is carried on by the teachers under the general supervision of the State supervisor of elementary schools.

In Montana the State supervisor of health education, located in the State health service, visits schools with the State elementary and rural school supervisor from the department of education. These two officials cooperate also in promoting health instruction in schools and in preparing teaching materials.

A further step in cooperation between State education and health departments is found in Indiana and Tennessee. In Indiana the two departments have entered into an agreement the terms of which provide for supervision of health and physical education in the schools, financed by the department of health.<sup>4</sup> In Tennessee the two depart-

<sup>4</sup> For further information see Monograph No. 14 in this series, entitled "Supervision of Health and Physical Education as a Function of State Departments of Education."

ments and the Tennessee Valley Authority cooperate toward a similar end.

Operating relationships with State teacher-education institutions in Connecticut,<sup>4</sup> Missouri, Tennessee,<sup>5</sup> and some other States extend the services of the State supervisory staff. The Iowa State Teachers College at Cedar Falls cooperates with the State department in the promotion of music instruction in the rural schools. County choirs are organized throughout the State as a result of this instruction.

Supervisors maintain cooperative relations with professional organizations in nearly every State. References have been made to cooperation with State teachers associations in curriculum revision; to conferences of superintendents for the discussion of programs worked out in cooperation with State branches of the American Association of School Superintendents, of principals in cooperation with the Elementary Principals Association, and with county, regional, and State associations of teachers in which State supervisors cooperate in planning meetings and programs; and in other ways. The parent-teacher associations, organized in every State, are a source of cooperative assistance which few supervisors overlook; lay organizations such as Rotary and Lions Clubs are interested in many types of school work, especially with the education of physically or otherwise handicapped children. Supervisors of vocational subjects as well as other supervisors mention cooperative relationships with farm organizations, labor and trade organizations, extensively in all States. In general, throughout the country it is true that supervisors in common with other staff members of State departments of education avail themselves of the opportunities which maintaining cooperative relationships with organizations, lay and professional, afford to promote better understanding of educational objectives and procedures.

### Other Activities

It is apparent that the ability of State supervisors to achieve State-wide objectives among the schools supervised depends in large measure on their ability to select wisely among the many possible points of attack and to allocate their time intelligently among a variety of responsibilities, administrative as well as instructional in nature. This is particularly true in those States in which school systems, or a high percentage of them, depend wholly or chiefly on the State department for professional supervision. It is true to a degree, however, even in those more fortunate States in which there are local supervisors. In most States factors other than those definitely concerned with allocation of time among responsibilities enter into such decisions. Inadequate allowance for travel, e. g.,

<sup>4</sup> See descriptive accounts, pp. 55 and 76.

may curtail much needed field work, necessitating long-distance means of providing contacts with local school systems.

Inadequate State funds for printing naturally results in preparation of an inadequate supply of teaching materials. Lack of clerical assistance affects supervisory efficiency in the field as well as in office activities. Whatever the budgetary situation, consultation through correspondence is an important phase of a State supervisor's work. It grows in importance inversely with the frequency with which school visits and conferences are possible. Advice, information, helpful materials, suggested readings, even suggestive programs and teaching procedures travel far by the correspondence route in many States. Individual consultation at the central office furthers supervision effectively. Teachers, supervisors, superintendents, bring their problems to the State supervisor, many of which can be more intimately or more leisurely considered by the supervisor in the privacy of the office than when he or she is concerned with the diversity of problems usually to be met in field visits.

Many supervisors report that visits are always followed by letters to the teacher or supervisor visited, to the superintendent or principal, and sometimes to the members of school boards, depending, of course, on the nature of the problems and the purpose of the visit. Often the supervisor, after having a few days to think through *all* influences involved in a school situation, can offer more fundamental suggestions than when on the ground.

In promoting wider understandings of the State department's program for improving instruction among educators and laymen, in explaining changing practices of the department, and in promoting improved school conditions generally, supervisors are called upon and usually welcome the opportunity to address professional and lay groups. Many use the educational magazines, local, State, and national, as means of extending their services. Teaching in summer schools, conducting sections devoted to education in conferences of lay organizations, and the like, are commonly reported activities of State supervisors. Activities of the kind indicated require time for preparation as well as performance but are of real importance in maintaining broad relationships with general affairs and the confidence of groups with which supervisors work directly or indirectly.

Promotional activities concerned with securing adequate library facilities, teaching materials, and other types of necessary equipment; even more fundamental matters concerned with improving situations which make good teaching possible, occupy at least some of the time of nearly all State supervisors. Duties primarily administrative in nature, such as inspection concerned with the distribution of State funds or school standardization or accreditation occupy as much as half of the time of supervisors in a few States. Directing such re-

sponsibilities toward the improvement of instruction, while taxing the initiative of supervisors, nevertheless is a characteristic feature of the work of an increasing number of State supervisors.

Research conducted within the department or directed among supervisors and teachers in the field is an important function of supervisors where conditions permit. Usually research projects are concerned with surveys of conditions as an intelligent basis for improving them. In Massachusetts a survey of the needs and conditions in rural schools as a basis for developing a 5-year program for improvement was under way when the State department was visited. Florida and West Virginia both report recent studies on retardation and its causes looking toward adoption of remedial measures. California and Connecticut are among several States in which curriculum research of different types is continuously under way, conducted or directed, usually both, by State supervisors.

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## Chapter VI

### Some Comments and Conclusions

**T**HE PRECEDING chapters designed to present an overview of the responsibilities for the improvement of instruction of State departments of education in the United States and how they are achieved offers conclusive evidence that instructional supervision is a well-established function of these departments throughout the country; that all States assume some, most of them significant, responsibilities in leadership, in developing a professional staff, in supplying classroom materials and the like, with the objective of developing that function as efficiently as conditions permit; that staffs assigned to instructional responsibilities have been increasing in size with some few regressions and improving in quality constantly since the initiation of the office of the State superintendency; that such increases in size as well as changes in staff organization have been directed toward and appear to have achieved increasing efficiency in professional techniques and supervisory practices; and that, generally speaking, the procedures followed are based on accepted professional standards including those especially adapted to the promotion of newer teaching practices.

While the kind of organization and number of members of supervisory staffs differ among States it has been shown in the previous discussion that the general educational objectives as well as the supervisory procedures for realizing them are notably similar. Such differences as are significant are usually due in part to the different educational situations to be met, but probably even more to financial considerations and legal proscriptions governing the size and functions assigned to the staff. In view of these facts and of the significant results achieved in the different States as related, necessarily briefly, in this manuscript it would perhaps seem presumptuous to single out a certain type or types of staff organization as superior and therefore worthy of general adoption. However, one cannot fail to be impressed with the smoothness in operation as well as the efficient results secured by some of the more fully developed staffs due in part to organization, certain characteristics of which, if not the plan as a whole, may be suggestive if not possible of emulation on the part of State or other supervisory agencies in which changes are contemplated.

Especially notable is the progress made toward equitability in the quality of instruction offered within the State systems in those States organized for supervision on what may be characterized as the State-

local plan. This type of organization provides for a relatively small staff located at the central State department office with State selected (or approved) and State financed (in whole or in part) supervisors, placed according to local administrative units throughout the State-wide areas. The advantage of this type of organization is threefold: (1) That of extending an equally high quality of supervision throughout the State, into small underprivileged as well as into larger and more prosperous areas (administrative units); (2) that of providing the close relationships between school and community so essential to the practice of the newer techniques in supervision and teaching; indeed appropriateness of supervisory techniques to a given situation is of prime importance in promoting progressive teaching practices; and (3), that of central leadership at least potentially superior in the breadth of experience and professional accomplishment of personnel available from State rather than local sources only.

As we have seen, this type of organization is established on a State-wide basis in more than half a dozen States according to their respective types of administrative unit.<sup>1</sup> Its establishment seems to be in progress in several others. It is an exceedingly promising development, both from the point of view of adequacy in supervision and that of effective functioning of a State school system.

Another promising development concerned with staff organization is the trend toward coordination of functions looking toward the provision of unified services in the instructional field. At least two types of coordination of consequence are noted in State departments: (1) Reorganizing the instructional staff operating by such levels, subjects, and fields as are represented in the department into *one* unified service usually called a division of instruction and usually with a director in charge; and (2) providing definitely through regularly scheduled staff conferences or councils or other means for coordinating (a) the activities of the supervisory staff or (b) all the activities of the department for the promotion of a unified State instructional program. Responsibility for coordination may be assumed by the chief State school officer or an assistant superintendent, or it may be delegated to a staff member designated for the purpose. In several States in which neither of the two plans is consummated, steps in the direction of one or the other are under way.

The primary purposes of an arrangement of the kind indicated are directed toward unifying educational objectives and practices without as well as within the department. The instructional objectives include, e. g., the development of such important education principles as better articulation of school levels, elementary and secondary, and better integration of school programs within each level in local school

<sup>1</sup> Not including five New England States in which the superintendents are both administrative and supervisory officers.

systems. It is apparent, however, that there are other advantages. In those States in which the staff is small and schools scattered over a wide area, one important result may be a more equitable distribution of functions and increased economy of time and effort on the part of the State staff.

Departmental organizations, which have moved farthest in this direction have included in a coordinated supervisory service all the supervisory services offered by levels, fields, and subjects. So far, for the country as a whole, relatively little progress in bringing into the coordinated State supervisory programs, supervision of the vocational subjects is apparent in the State organization charts. In the few States in which complete coordination has been consummated the program is new and results are rather for future than present evaluation. However, the plan seems especially promising. Federal aid has resulted in salary scales that encourage selection of highly qualified as well as permanently employed staffs. Supervision in the vocational fields offers the possibilities of a professional career including the opportunity for advancement in position from State to State—as no other type of State supervision as yet offers. In general, too, the supervisory load is less heavy than in the other fields of supervision. Indeed, as has been mentioned earlier in this study, the number of classes supervised in some States is small enough to bring to the schools participating in the vocational program many of the advantages of local supervision. Appropriations for travel are usually adequate to facilitate frequent conferences of supervisors and teachers, regional as well as State. These advantages alone should make possible a high grade of supervision worthy of emulation or adoption by other supervisors less favorably situated. They offer opportunities for experimental try-out of new procedures and techniques on the basis of which supervision of the general as well as of the vocational program could profit.

Better coordinated State-directed conference programs of supervisors and teachers would seem another possibility. In some States separate conferences of vocational teachers and supervisors are held with considerable frequency. Even State programs are planned under the direction of the director of vocational education, in some States quite independently of the State program in general education.

In the States in which supervisory services seem distributed inequitably as between the general and the vocational programs coordination of effort among supervisors might conceivably be so directed as to bring supervision to certain neglected areas, provided, of course, the plan is within the regulations governing the State-Federal vocational program. Such an arrangement suggests plans not yet consummated but apparently forecast in those States in which supervision of all types is coordinated into one service. Coordination of

programs, State and local, seems equally essential to the success of both general and vocational supervisory efforts.

The complete coordination of supervisory programs applicable to other than vocational fields and levels is indicated in the organizational structure of several States as indicated in another chapter of this study. While the trend toward coordination of State supervisory programs is less marked than the trend toward articulation and integration in school programs, it is, nevertheless, an important one and indicative of a widely expressed need.

Cooperative relationships with State governmental agencies is reported from a number of State departments of education, especially with departments of conservation, safety, and health. Working relationships with these agencies usually are maintained for the preparation of curricular materials. However, in a few States the respective State departments of health finance a staff member, or members, to supervise health instruction who are placed within or work jointly with the department of education. While practiced as yet in only a few States, this arrangement seems far more promising of educational results than the establishment of an instructional service, such as the supervision of health teaching in a department of the State government other than education. In the meantime certain commendable coordinations concerned with health clinics for school children, with services of school nurses, and with plans of joint visitation of schools by State education supervisors and supervisors attached to State departments of health are under way in several States. The relative success of these different plans may be expected to lead eventually to selection of one of them for wider adoption in the future. An efficient plan is especially desirable in view of the Federal aid now available for health work within the States.

Among the supervisory objectives and procedures which have been discussed in this study it is difficult to single out particularly commendable ones since in general all represent authoritatively approved practices in supervision embodying adaptations necessary to the specific needs and conditions to be met in the respective States.

The development of inspectional functions into those stimulating and, therefore, supervisory in character has been commented upon elsewhere. It represents a most commendable stride in the advancement of State supervision in that, with so many schools to visit and such large areas to cover as the majority of State supervisors have, the temptation to inspect rather than to supervise is a very real one. It is highly creditable, therefore, that practically without exception State staff members assigned to accreditation or approval functions, for whatever purposes, are discarding routine inspection and furthering improvement in classroom organization and techniques as a basis for approval. It is an example also of a practice being increasingly

followed, of combining legally required functions with those supervisory in character in such a way that both contribute to the desired objective—the improvement of instruction.

If one considers the supervisory procedures reviewed in a preceding chapter in the light of approved modern practices in supervision it becomes apparent that State supervision is definitely in line with the newer classroom developments. Among the most recent authoritative statements concerned with newer techniques in teaching and in supervision are those found in the Twelfth Yearbook of the Department of Supervisors and Directors of Instruction.<sup>2</sup> In the final chapter there is a summary of supervisory techniques adapted to newer teaching practices.

Among the general changes affecting supervisory procedures the author mentions especially; (1) the expansion of functions considered supervisory; (2) encouragement of cooperative undertakings of entire school groups, even community agencies, in developing school programs; and (3) the trend toward making supervision more democratic. Are State supervisors aware of these changes judged by the procedures they are following in the different school systems? In discussing the first of these changes the author explains that supervision is concerned not alone directly with instruction but with improvement of all the factors in the home, school, and community which affect the growth and development of boys and girls. Factors to which attention is given are the school building and equipment; materials of instruction; organization and management of the school; methods of teaching; the curriculum; and the personality of the teacher.

It is apparent to the reader of the preceding discussions, as it was to observers who visited the State departments, that State supervisors almost without exception have developed systematic plans for achieving each of the purposes indicated. Mention was made especially in the review of procedures of the time-consuming responsibilities delegated to supervisors in relation to the improvement of teaching situations as an essential in promoting better situations conducive to good instructional practices.

If further testimony than has been presented here were needed to the fact that State departments on a practically country-wide scale are assuming leadership in the development of curricular and teaching materials, reference to the list of representative materials from the several States (given in the appendix) offers additional evidence.

The trend toward making supervision democratic is exemplified in State supervision in nearly every State. It has been pointed out, especially in the States with limited staffs, that State supervisors

<sup>2</sup> *Newer Instructional Practices of Promise*. Twelfth Yearbook, Department of Supervisors and Directors of Instruction, National Education Association, 1939, p. 328 ff.

almost necessarily work with and through local superintendents and supervisors or State supervisors stationed locally. Attention has been called to a variety of democratic procedures followed by State supervisors, including joint formulation of State supervisory programs by State and county superintendents and supervisors. For the preparation of teaching materials, committees representing teachers, supervisors, superintendents, and faculties of higher institutions have been selected, directed by State supervisors in a number of States, only a few of which could be discussed; it was noted also that citizens and community agencies, parent-teacher associations especially, are represented on committees organized to assist with school programs with increasing frequency.

Service "on call," a growing type of service in State supervision, is another indication of the recognition of shared responsibility for school programs between State and local officials, and therefore of the desirability of democratic procedures. The State acts as advisor in a consultative capacity ready at all times to assist in the development of locally initiated programs—when the need arises.

In discussing special supervisory techniques adapted to changing needs in implementing modern principles in teaching, the yearbook of the Department of Supervisors and Directors of Instruction<sup>2</sup> discusses 21 adaptations considered particularly effective. With remarkably few exceptions such as provision for camps and teacher excursions, obviously less appropriate in State than in local supervision, examples of each of these adaptations have been cited in this study as among the activities of State supervisors. Among the special techniques of promise mentioned in the yearbook are teachers' meetings—of the type devoted to discussion of common problems, demonstration of good practices, and opportunity for working committees to report, rather than to lectures or to routine business; cooperative participation of professional organizations in assigned tasks; conduct of work shops and laboratories; demonstrations of good teaching practices, of newer procedures and materials; planned school visitation; committee work; conferences; preparation of bulletins and handbooks; and individual consultation.

All of these newer techniques in supervision are, as we have seen, in everyday practice among State supervisors—many of them are practically universally followed by them. They are definitely aware of these newer requirements and ways of meeting them. State supervisors, in common with all good supervisors, are exploring new techniques and, of even more importance to them, new ways of assisting teachers in large numbers and by long-distance methods with established as well as new practices. Probably in no other type of supervision is there as much need for initiative, for directing programs at

<sup>2</sup> See footnote on p. 121.

long distance, for wide participation in varied types of educational activities as in that which proceeds from State departments of education.

Present limitations in State supervision as reported by the officials most concerned are dominantly financial ones—inadequate staffs for the multiplicity of demands made is an ever present limitation to efficiency even in many of the larger, wealthier, and more populous States. Despite limitations, beyond question professional supervision has established itself as an essential service of State departments of education. There is every evidence that as the years pass it becomes increasingly more cooperative, more democratic in spirit, more efficient in professional techniques, and more remunerative in educational results.



Elementary Education

State	Years																											
	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19	1919-20	1920-21	1921-22	1922-23	1923-24	1924-25	1925-26	1926-27	1927-28	1928-29	1929-30	1930-31	1931-32	1932-33	1933-34	1934-35	1935-36	1936-37	1937-38	1938-39		
<b>I</b>	3	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	
Alabama									1	1	2	1	2	2	2	2	2	2	2	2	2	2	1	1	1	1		
Arizona																			1	1	1							
Arkansas																			1	1	1	1	1	1	1	1		
California <sup>a</sup>		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2		
Connecticut											1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1		
Delaware										1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1		
Florida	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1		
Idaho																												
Illinois							2	2	2	2	2	2	1	1	1	1	1	2	1	1	1	1	1	1	1	1		
Louisiana													3	3	3	3	3	3	3	3	3	3	3	3	3	3		
Maryland											1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	1		
Massachusetts						1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1		
Michigan																					1	1	1	1	1	1		
Minnesota	1	1	1	1	1	1	1	1	1	1	1	1	5	5	5	5	5	5	5	5	3	3	3	3	3	3		
New Hampshire													1	1	1	1	1	1	1	1	1	1	1	1	1	1		
New Jersey	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1		
New York	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1		
North Carolina		1	1										1	4	4	4	4	4	4	4	4	4	4	4	4	4		
Ohio													1	1	1	1	1	1	1	1	1	1	1	1	1	1		
Pennsylvania													1	1	1	1	1	1	1	1	1	2	2	2	2	2		
South Carolina														1	1	1	1	1	1	1	1	1	1	1	1	1		
South Dakota														1	1	1	1	1	1	1	1	1	1	1	1	1		
Tennessee		1	1	1	1	1																1	1	1	1	1		
Utah																							1	1	1	1		
Vermont									1	1	1																	
Virginia							1											1	2	2	2	2	2	1	2	1		
Washington																	2	2	2	2	2	2	2	2	1	1		
West Virginia																												
Wisconsin			2	3	3	3	3	3	3	3	2	2	6	6	6	6	6	6	6	6	5	5	5	5	6	6		
<b>Total</b>	<b>3</b>	<b>7</b>	<b>9</b>	<b>9</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>14</b>	<b>15</b>	<b>15</b>	<b>16</b>	<b>23</b>	<b>23</b>	<b>25</b>	<b>29</b>	<b>29</b>	<b>29</b>	<b>29</b>	<b>26</b>	<b>26</b>	<b>23</b>	<b>23</b>	<b>21</b>	<b>25</b>	<b>24</b>		

Libraries

Alabama																				1	1	1	1	1	1	1
Connecticut			1	1	1																					
Kentucky																					1	1	1	1	1	1
Louisiana																					1	1	1	1	1	1
Minnesota	1	1	1	1			2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	4	1	
New Mexico																										
New York	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2
North Carolina																					1	1	1	1	1	1
Pennsylvania																										
Rhode Island	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
Tennessee		1	1	1	1				1	1	1	1	1	1	1	1	1	1	1	2	3	1	1	1	1	1
Virginia																					1	2	2	2	2	2
Wisconsin			1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2
<b>Total</b>	<b>3</b>	<b>4</b>	<b>6</b>	<b>6</b>	<b>5</b>	<b>3</b>	<b>5</b>	<b>5</b>	<b>7</b>	<b>7</b>	<b>8</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>15</b>	<b>17</b>	<b>19</b>	<b>16</b>	<b>16</b>	<b>16</b>	<b>12</b>	<b>16</b>	<b>16</b>	<b>16</b>	

<sup>a</sup> Combines rural, 1931-37.

<sup>b</sup> Part-time with certification, teacher training, etc.

Negro Education

State	Years																									
	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19	1919-20	1920-21	1921-22	1922-23 <sup>a</sup>	1923-24	1924-25	1925-26	1926-27	1927-28	1928-29	1929-30	1930-31	1931-32	1932-33	1933-34	1934-35	1935-36	1936-37	1937-38	1938-39
Alabama								1	1	1	1	1	1	1	1	3	3	3	3	3	3	3	3	3	3	3
Arkansas																										
Florida																										
Georgia																										
Kentucky																										
Louisiana																										
Maryland																										
Mississippi																										
Missouri																										
North Carolina																										
Oklahoma																										
South Carolina																										
Tennessee																										
Texas																										
Virginia																										
West Virginia																										
<b>Total</b>	4	3	6	7	8	8	10	14	16	17	13	17	22	21	25	23	26	26	27	25	29	29	28	23	24	

Parent Education

California																										
New York <sup>b</sup>																										
Ohio																										
Oklahoma																										
Oregon <sup>c</sup>																										
<b>Total</b>																										

Physical and Health Education<sup>d</sup>

Alabama																										
California																										
Connecticut																										
Delaware																										
Florida																										
Illinois																										
Kentucky																										
Louisiana																										
Maine																										
Maryland																										
Massachusetts																										
Michigan																										
Minnesota																										
Missouri																										
Nebraska																										
New Hampshire																										
New Jersey																										
New York																										
North Carolina																										
Ohio																										
Oregon																										
Pennsylvania																										
Tennessee																										
Utah																										
Vermont																										
Virginia																										
West Virginia																										
<b>Total</b>																										

<sup>a</sup> Part-time. <sup>b</sup> Includes child development. <sup>c</sup> Includes nursery schools.  
<sup>d</sup> Occasionally including athletics and recreation, medical services, etc.

Rural Education

State	Years																									
	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19	1919-20	1920-21	1921-22	1922-23	1923-24	1924-25	1925-26	1926-27	1927-28	1928-29	1929-30	1930-31	1931-32	1932-33	1933-34	1934-35	1935-36	1936-37	1937-38	1938-39
Alabama	2	2	2	2	2	2	2	2	2	2	3	2	2													
Arkansas	2	2	2	2			2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
California																										
Colorado								1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Connecticut										4	4	4														
Delaware																	7	7	7	7	7	6	6	6	6	5
Florida	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Georgia	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4
Idaho																										
Illinois	2	2	2	2	2	2																				
Iowa	2	1	1	1	1	1	1	2	1	1	1	1	2	2	2	2	2	2	2	2	2	2	1	1	1	1
Kansas			2	2	2	2	2	2	1	2	2	2	2	2	2	2	2	2	2	2	2	2	1	2	2	2
Kentucky	2	2	2	2	2	2	2	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3
Louisiana	1	3	3	3	2	1	1	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3
Maine		1	1	3	3	3	3	3	3	3	3	3	3	3	3	3	3	4	3	4	4	4	4	5	4	5
Maryland		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Michigan																										
Minnesota	1	1	1	2	2	2	6	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	5
Mississippi	1	1	1	1	1	1	1	1	1	1	1	1	2	1	1	1	1	1	1	1	1	1	1	1	1	1
Missouri	1	1	1	1	1	1	3	1	3	3	3	3	6	6	6	6	5	5	5	5	5	5	6	6	6	6
Montana	1	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Nebraska	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Nevada	5	5	5	5	5	5	5	5	5	5	5	5	6	6	6	6	6	6	6	6	6	6	6	6	6	6
New Mexico																										
New York											1	1	1	1	1	1	1	5	5	5	5	5	5	4	5	4
North Carolina	2	1	1	1	1	1	1	1	1	1	1	1	2													
North Dakota	1	1	1	1	1	1	2	2	2	2	3	3	2	1	1	1	1	1	1	1	1	1	1	1	1	1
Ohio	1	1																								
Oklahoma	1			1	1	1	2	2	1	1	3	3	3	3	3	3	4	1	1	1	1	3	2	2	2	2
Oregon																	1	1	1	1	1	1	1	1	1	1
Pennsylvania								4	4	4	4	1	1	2	3	3	3	3	2	2	2	1	1			
South Carolina		1	1	1	1	1	2	1	2	2	2	2	1	2	2	2	2	2	2	2	2	2	2	2	2	2
South Dakota							1	1	2	3	4	4														
Tennessee	1		1	1	1	1	2	2	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Texas			2	3	3	3	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	3	1	1	1
Vermont																										
Virginia	1				1	1	1	1	1	1	1	2	2													
Washington																										
West Virginia	1	1	1	1	1	1	1	1	2	2	3	3	3	3	3	3	2	2	2	2	2	2	2	2	2	2
Wisconsin	1	2	2	2	2	2	1		2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
<b>Total</b>	<b>35</b>	<b>37</b>	<b>41</b>	<b>47</b>	<b>45</b>	<b>45</b>	<b>53</b>	<b>55</b>	<b>65</b>	<b>68</b>	<b>72</b>	<b>80</b>	<b>67</b>	<b>74</b>	<b>76</b>	<b>75</b>	<b>75</b>	<b>75</b>	<b>47</b>	<b>50</b>	<b>50</b>	<b>48</b>	<b>46</b>	<b>45</b>	<b>45</b>	

Secondary Education

Alabama	2	2	2	2	2	2	1	1	1	2	2	2	3	3	3	3	3	3	3	3	3	3	2	2	1	1
Arkansas	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
California		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Connecticut				1																						
Delaware										1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Florida																										
Georgia	1	2	1	1	1	1	1	1	2	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Idaho																										
Illinois		1	1	1	1	1	2	2	2	2	3	3	4	4	4	4	4	4	4	4	4	4	4	4	4	4
Indiana	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Iowa	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Kansas																										
Kentucky	1	1	1	1	1	3	1	1	1	2	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Louisiana																										
Maine	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1

\* Part-time.

Secondary Education—Continued

State	Years																										
	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19	1919-20	1920-21	1921-22	1922-23	1923-24	1924-25	1925-26	1926-27	1927-28	1928-29	1929-30	1930-31	1931-32	1932-33	1933-34	1934-35	1935-36	1936-37	1937-38	1938-39	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
Maryland.....				1	1	1	1	1	2	2	2	2	3	3	3	3	3	2	3	3	3	3	3	3	3	3	4
Massachusetts.....						1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Michigan.....								1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2
Minnesota.....	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3
Mississippi.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
Missouri.....	2	2	2	2	2	2	2	2	2	2	2	6	6	5	8	8	5	5	5	5	5	5	5	5	5	5	6
Montana.....							1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
Nebraska.....												1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
New Hampshire.....										1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
New Jersey.....	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	
New Mexico.....												1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
New York.....		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	
North Carolina.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
North Dakota.....												1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
Ohio.....		7	7	6	8	6	9	7	2	2	2	2	2	2	1	2	2	2	2	2	2	2	2	3	2		
Oklahoma.....	1	1	1	1	1	2	3	3	3	3	3	3	3	4	5	3	3	2	3	3	3	3	3	3	4	4	
Oregon.....																1	1	1	1	1	1	1	1	1	1	1	
Pennsylvania.....		4	4	4	4	4	4	3	1	2	2	1	1	1	4	4	4	4	4	4	4	4	3	3	3	3	
Rhode Island.....												1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
South Carolina.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
South Dakota.....								1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
Tennessee.....	1	1	1	1	1	1	1	2	1	1	3	1	1	1	2	2	1	1	1	1	1	1	1	1	1	1	
Texas.....			2	2	6			1	1	1	1	1	8	8	8	8	8	10	1	1	1	1	1	1	1	1	
Utah.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
Vermont.....																											
Virginia.....	1					1	1	1	2	2	1	1	1	1	2	1	2	1	2	1	1	1	1	1	1	1	
Washington.....		1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	
West Virginia.....	1	1	1	1	1	1	1	1	1	2	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
Wisconsin.....		2	2	2	2	3	3	2	1	1	1	1	4	4	4	4	4	4	4	4	4	4	4	3	2	2	
Wyoming.....																											
<b>Total.....</b>	<b>31</b>	<b>43</b>	<b>45</b>	<b>47</b>	<b>53</b>	<b>53</b>	<b>54</b>	<b>54</b>	<b>49</b>	<b>53</b>	<b>57</b>	<b>54</b>	<b>70</b>	<b>77</b>	<b>85</b>	<b>80</b>	<b>78</b>	<b>65</b>	<b>62</b>	<b>59</b>	<b>56</b>	<b>54</b>	<b>54</b>	<b>54</b>	<b>57</b>		

Special Education

Alabama.....								1	1	1	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
California.....													6	4	4	4	4	5	5	5	3	3	2	2	2	3
Connecticut.....										1	1	1	1	4	5	5	5	5	3	3	1	1	1	1	1	1
Delaware.....																			1	1	1	1	1	1	1	1
Kentucky.....																								3	3	3
Maryland.....																			1	1	1	1	1	1	1	1
Massachusetts.....								1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2
Michigan.....																										3
Minnesota.....								1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
New York.....												3	3	4	4	4	7	6	6	6	6	6	6	4	4	4
Ohio.....												1	1	1	3	2	4	4	4	5	5	6	7	7	7	7
Pennsylvania.....												4	4	2	2	2	2	2	2	2	2	2	2	3	3	3
Texas.....																										1
Wisconsin.....		1	1	1	2	2	2	2	3	3	3	3	3	4	4	4	5	4	4	4	4	4	4	4	4	4
Wyoming.....																										2
<b>Total.....</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>5</b>	<b>12</b>	<b>13</b>	<b>16</b>	<b>15</b>	<b>23</b>	<b>26</b>	<b>29</b>	<b>33</b>	<b>34</b>	<b>34</b>	<b>36</b>	<b>33</b>	<b>34</b>	<b>35</b>	<b>34</b>	<b>35</b>	<b>34</b>	<b>36</b>	

1 Part-time.  
2 Crippled children as part of rehabilitation service.

## Appendix B.

### Distribution of State Supervisors by Special Subjects, States, and Years

State	Years																							
	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19	1919-20	1920-21	1921-22	1922-23	1923-24	1924-25	1928-29	1929-30	1930-31	1931-32	1932-33	1933-34	1934-35	1935-36	1936-37	1937-38	1938-39	
<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>13</b>	<b>14</b>	<b>15</b>	<b>16</b>	<b>17</b>	<b>18</b>	<b>19</b>	<b>20</b>	<b>21</b>	<b>22</b>	<b>23</b>	<b>24</b>	
<i>Art</i>																								
Connecticut													1	1	1	1	1							
Delaware														2	2	2	2	2	2	2	2	2	2	2
Massachusetts								1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
New York																								
Pennsylvania								1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
<b>Total</b>								<b>1</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>4</b>	<b>4</b>	<b>4</b>	<b>4</b>	<b>4</b>	<b>4</b>
<i>Character education</i>																								
Nebraska																								
South Dakota <sup>1</sup>														1					1	1	1	1	1	1
<b>Total</b>														<b>1</b>					<b>1</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>1</b>
<i>Commercial (business)</i>																								
New York									1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Pennsylvania									1	1														
<b>Total</b>									<b>2</b>	<b>2</b>	<b>1</b>	<b>1</b>												
<i>English</i>																								
New York											1	1	1	1	1	1	1	1	1	1	1	1	1	1
Pennsylvania									1	1	1	1												
<b>Total</b>									<b>1</b>	<b>1</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>1</b>										
<i>Foreign language</i>																								
New York																								
Pennsylvania									1	1	2	2	2	2	2	2	2	2	2	2	1	1	2	1
<b>Total</b>									<b>1</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>1</b>									
<i>General subjects</i>																								
New York													1	1										
<i>Mathematics</i>																								
New York											1	1	1	1	1	1	1	1	1	1	1	1	1	1
Pennsylvania									1	1	1	1												
<b>Total</b>									<b>1</b>	<b>1</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>1</b>										
<i>Music</i>																								
Delaware															2	3	3	3	4	4	4	4	4	4
Kentucky											1	1	1	1										
Louisiana																			1	1	1	2	2	
Maryland									1	1	1	1	1	1	1	1	1							
Michigan												1	1	1	1	1	2							
Mississippi												1	1	1	1	1	1							
Missouri													1	1	1	1	1	1	1	1	1	1	1	1

<sup>1</sup> Young Citizens' Leagues.

<sup>2</sup> Part-time.

Distribution of State Supervisors by Special Subjects, States, and Years—Continued

State	Years																							
	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19	1919-20	1920-21	1921-22	1922-23	1923-24	1924-25	1928-29	1929-30	1930-31	1931-32	1932-33	1933-34	1934-35	1935-36	1936-37	1937-38	1938-39	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	
<i>Music—Continued</i>																								
Montana																								
New York													1	1	1	1	1					1		
Ohio													1	1	1	1	1					1	1	
Pennsylvania									3	3	2	2	1	1	1	1	1	1	1	1	1	1	1	
Virginia																						1	1	
<b>Total</b>							1	1	4	5	5	6	7	7	10	10	11	6	8	8	8	11	10	
<i>Nature study or conservation</i>																								
Connecticut														1	1	1								
South Carolina													1	1										
Pennsylvania <sup>1</sup>								1	1				1	1										
<b>Total</b>								1	1				1	2	1	1								
<i>Penmanship</i>																								
Louisiana					1																			
<i>Practical and household arts</i>																								
Maine	2	2	2	2	2	2	1	1	1	1	1	1												
<i>Radio</i>																								
New York																						1	1	
Ohio													1	1	2	2	1	1	1	1	1	1	1	
<b>Total</b>													1	1	2	2	1	1	1	1	1	2	2	
<i>Safety</i>																								
Louisiana																								
Massachusetts															1	1	1	1	1	1	1	1	1	
<b>Total</b>															1	1	1	1	1	1	1	1	1	
<i>Sciences</i>																								
New York											2	2	1	1	1	1	1	1	1	1	1	1	1	
Pennsylvania									1	2	1	2												
<b>Total</b>									1	2	3	4	1	1	1	1	1	1	1	1	1	1	1	
<i>Social studies</i>																								
New York											1	1	1	1										
North Carolina											1	1												
Pennsylvania									1	1	1	1												
<b>Total</b>									1	1	3	3	1	1										
<i>Speech</i>																								
Missouri																						1	1	
<i>Visual</i>																								
New York	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	3	4	4	3	4	4	4	5	
North Carolina								1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
Ohio													1	1	1	1	1	1	1	1	1	1	1	
Pennsylvania													1	1	1	1	1	1	1	1	1	1	1	
<b>Total</b>	1	1	1	1	1	1	1	3	1	1	1	1	5	5	4	4	5	5	3	4	4	5	6	

<sup>1</sup> Part-time.  
<sup>2</sup> Gardens.

## Appendix C

### Representative Publications of State Departments of Education Concerning Instruction, by States.

[The following list of publications is selected as a sampling to show the types of publications on instruction distributed by State departments. It is not intended to be complete nor selective, merely representative.]

#### **Alabama:**

- A Guide to the Improvement of the Curriculum. Curriculum Bulletin No. 5, 1938.
- Social and Economic Conditions in Alabama and Their Implications for Education. Curriculum Bulletin No. 3, 1937.
- Teachers' Guide for the Study of Adolescent Pupils. Curriculum Bulletin No. 6, 1938. Mimeo.

#### **Arizona:**

- High School Bulletin: Handbook of Information, Regulations, Standards, and Recommendations for Arizona High Schools, 1939.
- Improvement of Instruction—Curriculum Notes and Aids.
- Instruction of Bilingual Children. Course of Study Bulletin No. 13, 1939.

#### **Arkansas:**

- Changing Attitudes Through Adult Education.
- Discussion Outlines for Pre-School Study Groups.
- The Need for Elementary School Libraries and How to Build Them.

#### **California:**

- Guide for Teachers of Beginning Non-English-Speaking Children. 1932.
- Science Guides for Elementary Schools (including such subjects as Birds; Common Insects; Ferns, Mosses, Lichens, and Related Plants).
- Teacher's Guide to Child Development in the Intermediate-Grades. 1936.

#### **Colorado:**

- Adapting the Reading Program to the Needs of the Individual Child.
- Course of Study for Elementary Schools.
- Course of Study in Traffic Safety.

#### **Connecticut:**

- The Hurricane and Flood of 1938 (prepared by school children). Mimeo.
- Study of High-School Marks. Mimeo.
- Unifying the Program of a Centralized Rural School. Mimeo.

#### **Delaware:**

- Integrated Curriculum Units: (Social Studies, Grades 1, 2, 3, 4). Mimeo.
- Play Day. Mimeo.
- Syllabus for the Training of Young Automobile Drivers.

**Florida:**

- Age-Grade-Progress Status of Elementary Pupils. Florida School Bulletin, Vol. 1, No. 3, Nov. 15, 1938.
- Conservation of Florida's Wildlife Resources. Florida School Bulletin, Vol. 1, No. 9, Feb. 15, 1939.
- Source Materials for Improvement of Instruction. Curriculum Bulletin No. 1. Mimeo.

**Georgia:**

- Guide to Curriculum Improvement. Bulletin No. 2, Georgia Program for the Improvement of Instruction.
- The Community as a Source of Materials of Instruction.
- The Open Road (Negro Education). Bulletin 2-A.

**Idaho:**

- Guiding the Language Experiences of Children. Mimeo.
- Making the Most of the Environment. Mimeo.
- Study Problem in Reading Readiness. Mimeo.

**Illinois:**

- Elementary School Standards. A Manual for Rating Small Schools.
- Laboratory Equipment, Apparatus, and Other Aids for High Schools in Illinois. Bulletin No. 298.
- Physical Education—An Integrated Program for the Elementary School.

**Indiana:**

- Health and Safety Education. A Tentative Course of Study for Secondary Schools, 1939.
- Home Economics Education for Junior and Senior High Schools, 1938.
- Instructional Aids in Industrial Arts, 1939.

**Iowa:**

- Suggested Program for Guidance in Character Education in the Small High School.
- The Development of Basic Study Skills in the Intermediate Grades. Mimeo.
- The Iowa Plan for Directed Study Through Work-Type Reading. (1939.)

**Kansas:**

- Science Bulletin—Elementary Schools, 1938.
- Study Bulletin for the Program for the Improvement of Instruction.
- Unit Program in Social Studies, 1936.

**Kentucky:**

- A Program of Curriculum Study in Kentucky.
- Library Books for Elementary Schools.
- Problems in Curriculum Construction for the Handicapped. Mimeo.

**Louisiana:**

- Course of Study in Safety Education for Louisiana Schools. Bulletin 325.
- Louisiana Program for the Improvement of Instruction. Bulletin 384.
- Program of Song for the Elementary Schools of Louisiana. Bulletin 289.

**Maine:**

Book List of Suggested Reading for Elementary and Junior High School Libraries, 1934.

Conservation Week in the Schools of Maine.

The Use of the Library.

**Maryland:**

Arithmetic Goals—Suggestions for Testing and for Corrective Work. Bulletin No. 3, March 1930.

Problems of Democracy. Bulletin No. 5, January 1939.

The Teaching of Oral and Written Expression in Maryland High Schools. Bulletin No. 3, January 1939.

**Massachusetts:**

Action Stories for First and Second Grades (Physical Education). Mimeo.

Catalogue of Visual Aids for Teaching. Division of University Extension.

Reading Lessons for Citizenship Training: Basic Principles of the Government of the United States. Mimeo.

**Michigan:**

Alcohol and Narcotics.

Instructional Practices in Elementary Schools.

Michigan Today: Its Human and Physical Resources as They Affect Education.

**Minnesota:**

Pupil Personnel Study of Pupils in Public Schools.

Suggested Program for Girls' Athletic Associations. Mimeo.

Suggested Program for Schools Organized on an Activity Basis, Grades I-VIII.

**Mississippi:**

Mississippi Program for the Improvement of Instruction: Curriculum Reorganization in the Elementary School.

Suggestions for a Guidance Program in Secondary Schools. Mimeo.

Unit Course of Study on Safety for Adults. Mimeo.

**Missouri:**

Four Years of Progress with Missouri Public Schools for the Negro.

Guidance and Counseling for Elementary Grades.

Missouri Schools—monthly news bulletin.

**Montana:**

Course of Study: Flag of United States of America.

Course of Study: History of Montana. Mimeo.

Units of Study in Various Subjects. Mimeo.

**Nebraska:**

Courses of Study for Normal Training High Schools.

Knighthood of Youth (Club Guide).

Standards for Recognition of Better Rural School Teaching.

**Nevada:**

- Nevada Educational Bulletin. (Published bimonthly.)  
Course of Study for the Elementary Grades. 1939.  
High-School Course of Study. 1934.

**New Hampshire:**

- Program of Studies Recommended for the Public Schools of New Hampshire:  
Alcohol, Tobacco, and Narcotic Drugs. 1935.  
Program of Studies Recommended for the Public Schools of New Hampshire:  
Character Education. 1931.  
Report of Council Committee on Safety Education. 1938.

**New Jersey:**

- Bulletin of Information Relating to the Helping Teacher Supervision in New Jersey.  
Handbook in Social Studies and Related Activities for Primary Teachers.  
Highway Safety: A Course of Study for High Schools.

**New Mexico:**

- Handbook on Organization and Practices for the Secondary Schools. Bulletin 101.  
Materials of Instruction, No. 2: Activities for the Non-Recitation Periods. Mimeo.  
Materials of Instruction, No. 3: Sources of Free and Inexpensive Materials. Mimeo.

**New York:**

- Curriculum Guides for Teachers of Two to Five-Year-Old Children.  
Physical Education Activities for Handicapped Children.  
Research Studies and Experimental Programs in Parent Education and Child Development. Mimeo.

**North Carolina:**

- Classification of the Song Materials in the Music Hour Series for Correlation with the Integrated Program. Mimeo.  
Handbook for Rural Elementary Schools.  
Suggestions for Applying the Social Studies.

**North Dakota:**

- Administrative Manual and Course of Study for North Dakota High Schools.  
North Dakota Elementary Courses of Study with Suggested Daily Program and Organization for Rural Schools.  
Teacher's Guide on Health Education, Grades 6-7.

**Ohio:**

- Art and Music Education.  
Development of a Leisure-Time Program for Rural Communities, 1939.  
Visual Instruction Manual and Descriptive Catalogue of Slides and Films.

**Oklahoma:**

- Adapting the Course of Study for Use in One- and Two-Teacher Schools.  
Classified List of 600 Books for Individual Reading in High-School English.  
Conservation Curriculum Circular.

**Oregon:**

Handbook on Curriculum Study.  
Industrial Arts for Secondary Schools.  
Manual for Rural Elementary Teachers.

**Pennsylvania:**

Expanding the Classroom.  
Home Classes for Foreign-Born Mothers.  
Special Opportunities of Small Rural Schools.

**Rhode Island:**

Arbor Day Annual.  
Course of Instruction in Safety Education, 1938.  
Traffic Efficiency and Automobile Operation, 1938.

**South Carolina:**

Health Education—Elementary School Manual Series, Bulletin II.  
Latin—High-School Manual Series, Bulletin No. II.  
Suggestions for the Teaching of Mathematics in High School.

**South Dakota:**

Helps and Suggestions for Organizing the Young Citizens League.  
List of Books for High-School Library.  
The Young Citizen (monthly publication).

**Tennessee:**

Library Books for Elementary Schools.  
Taking Conservation Into the Schools.  
Tennessee Program for the Improvement of Instruction.

**Texas:**

Distinctive Characteristics of the Junior High School. Bulletin No. 356.  
Handbook for Curriculum Development.  
Language Arts of Junior and Senior High Schools of Texas.

**Utah:**

Bulletin on the Pre-School Child. Mimeo.  
Educative Elements in the Environment of the School Child of Utah.  
What the Teacher Can Do To Promote Health and Physical Education.

**Vermont:**

Books for Young People.  
Course of Study in Temperance Education.  
Guidance Manual for the Vermont Secondary Schools.

**Virginia:**

Folk Dances and Games for Physical Education Periods, 1938.  
Library Manual for Virginia Public Schools.  
List of Books Suggested for First Purchase for Virginia Elementary Schools.

**Washington:**

Administration of the Small High School, 1938.  
Reading Readiness.  
State High School Debates.

**West Virginia:**

Suggested Plans of Organization and Procedure for One-Teacher Elementary Schools.

The Hot Lunch at School.

Units in Conservation: Vol. 1, Grades 1-8; Vol. 2, Grades 7-12.

**Wisconsin:**

Improving the Reading Program in Wisconsin Schools.

Suggestions Regarding Levels of Accomplishment in Written Composition.

Teaching Industrial Arts in Wisconsin Schools.

**Wyoming:**

Course of Study for Rural Schools.

Industrial Activities for the Elementary School, 1931.

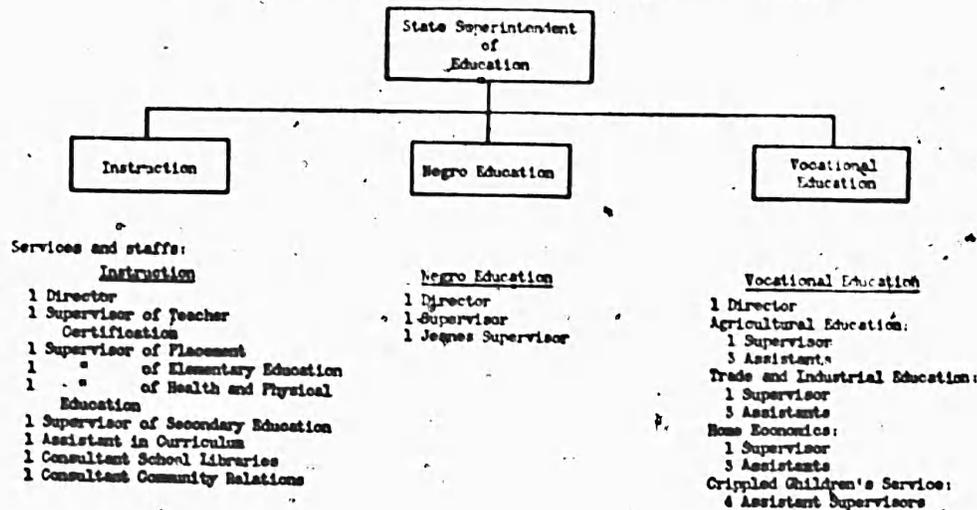
The Physically Handicapped Child, 1937.

## Appendix D

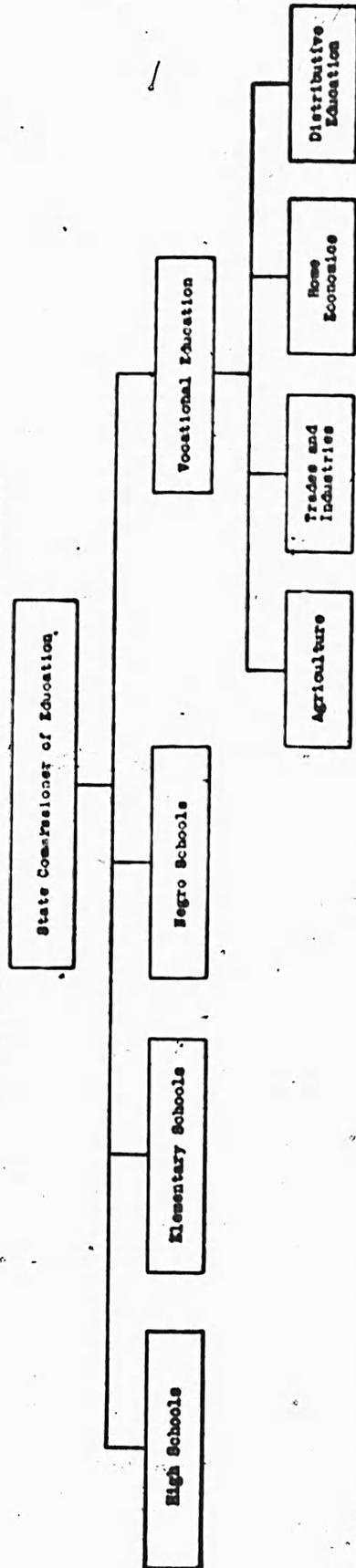
### Charts Showing Organization of Supervisory Staffs, by States

[The following charts show staff organizations as they function in supervision. Total staff organization, legal aspects of organization, including the place and functions of State boards for vocational education, are treated in a number of other publications of the U. S. Office of Education. In each of 14 States the chief State school officer is also the director of vocational education. This is indicated on the charts except in Ohio, South Dakota, Virginia, and West Virginia. As far as possible staff titles used are as reported from State departments.]

#### Staff Organization for Supervision of Instruction—Alabama



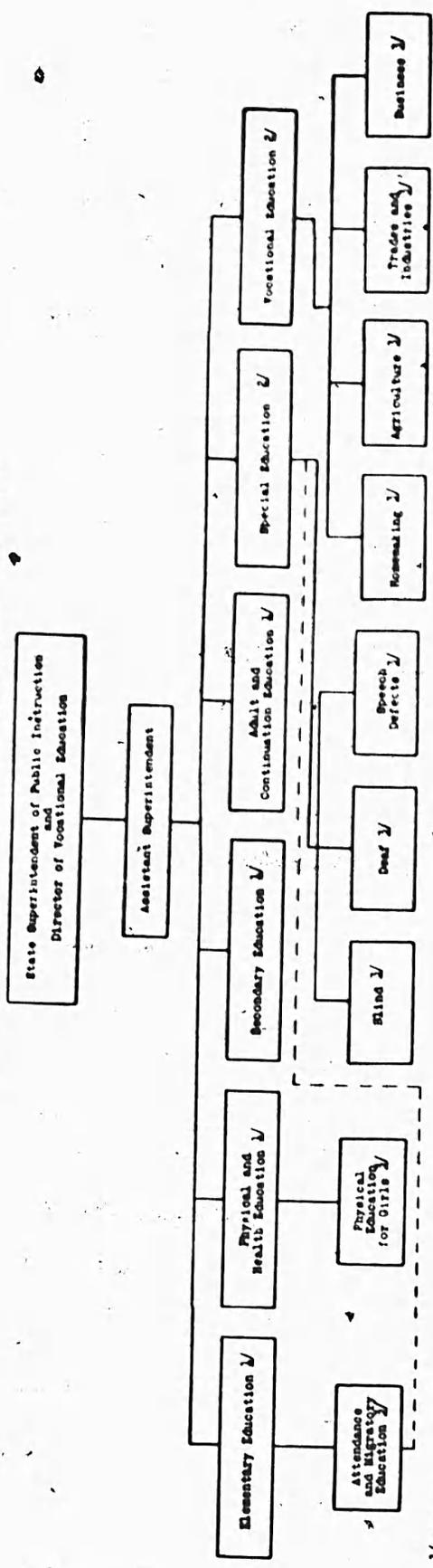
**Staff Organization for Supervision of Instruction—Arkansas**



**Staff**

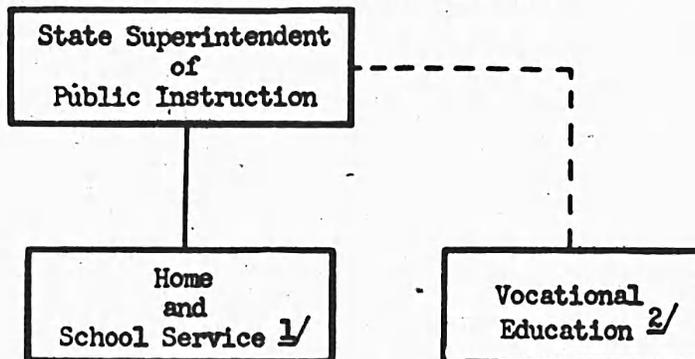
- 1 Supervisor of High Schools
- 1 Supervisor of Elementary Schools
- 1 Agent of Negro Schools and 2 Assistants
- 1 Director of Vocational Education
- 1 Supervisor and 4 District Supervisors of Agriculture
- 1 Supervisor; 1 Assistant Supervisor; 2 District Supervisors of Home Economics
- 1 Supervisor of Trades and Industries
- 1 Coordinator for Distributive Education

Staff Organization for Supervision of Instruction—California



1/2 Divisions  
 2/2 Commissions  
 3/2 Bureaus

Staff:  
 Chief and Assistant Chief, Division of Elementary Education  
 Chief, Bureau of Attendance and Migratory Education (also renders service to Physically Handicapped and Mentally Retarded Children)  
 Chief, Division of Physical and Health Education  
 Chief, Bureau of Physical Education and Health Education  
 Chief, Bureau of Physical Education for Girls  
 Assistant Chief, Division of Secondary Education  
 Chief, Bureau of Adult and Continuation Education  
 Chief, Bureau of Continuation of Speech Defects  
 Chief, Bureau of Education for the Blind  
 Chief, Bureau of Education for the Deaf  
 Vocational Education: Homemaking - Chief and 5 Assistants  
 Agriculture - Chief and 4 Assistants  
 Trade and Industries - Chief and 5 Assistants  
 Business - Chief and 4 Assistants

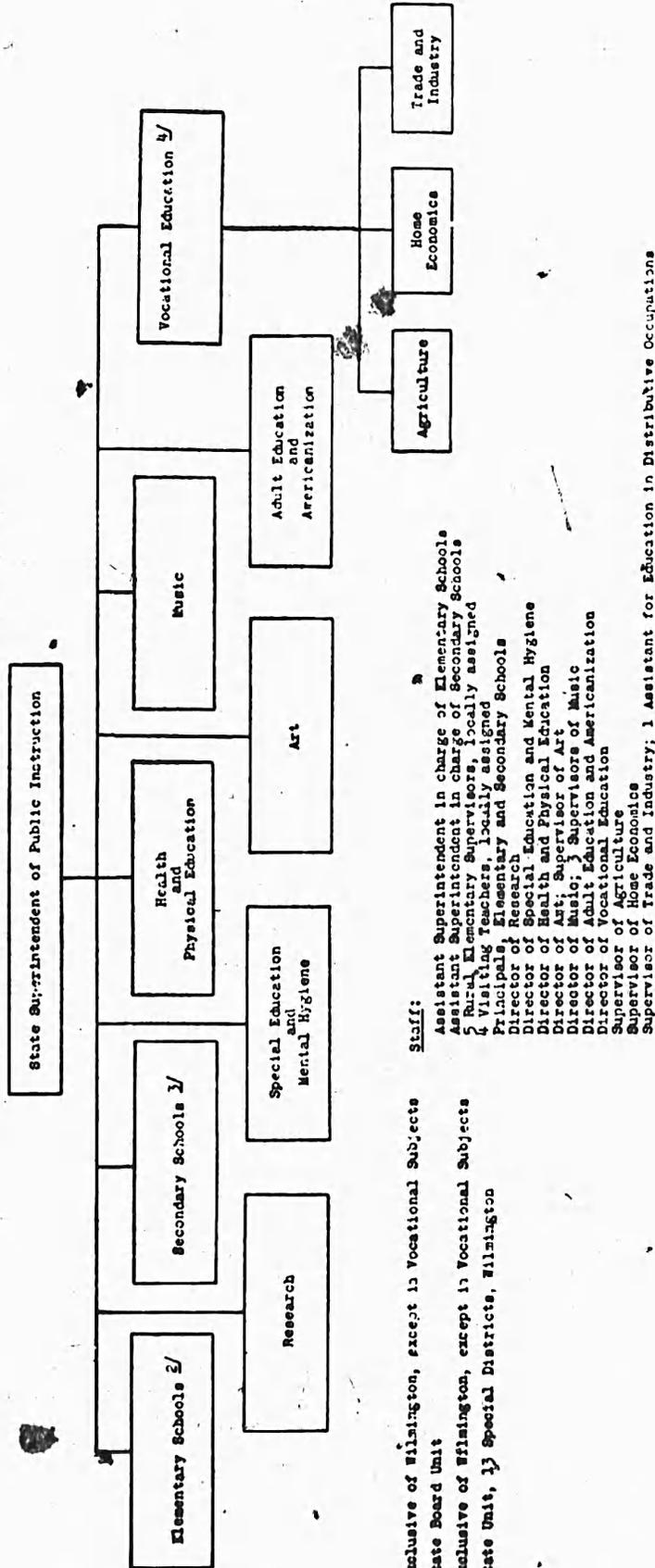
*Staff Organization for Supervision of Instruction—Colorado***Staffs:****1/ Home and School Service (Bureau)**

- An executive secretary of the Bureau of Home and School Service in charge of parent and safety education
- A supervisor of education of physically handicapped children

**2/ Vocational Education**

- A director and executive secretary of the Board
- Agriculture - A supervisor and an assistant supervisor
- Trade and Industry - A supervisor
- Home Economics - A supervisor

**Staff Organization for Supervision<sup>1</sup> of Instruction—Delaware**

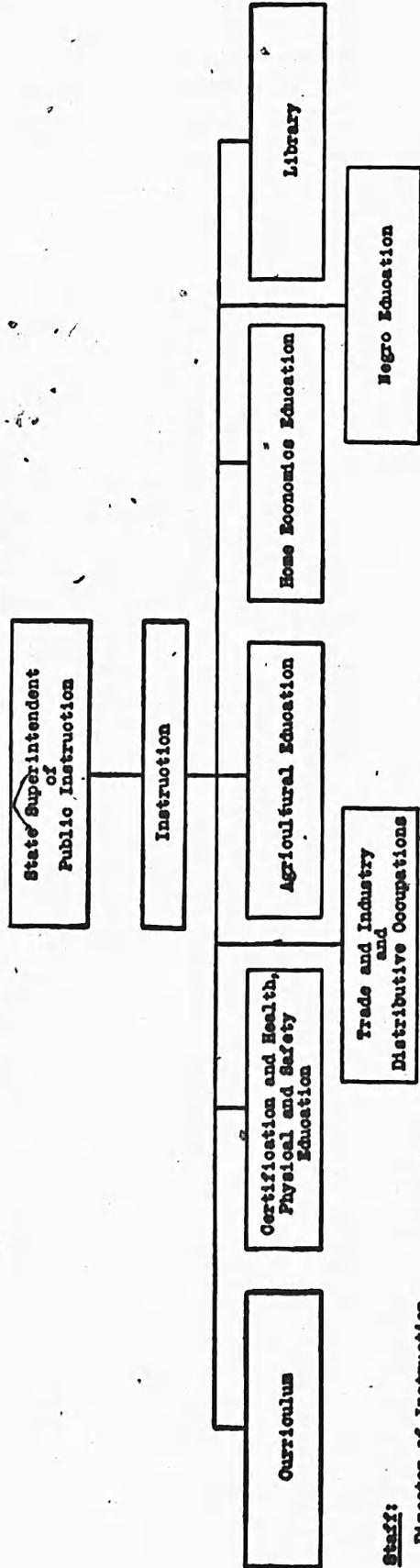


- 1/ Exclusive of Wilmington, except in Vocational Subjects
- 2/ State Board Unit
- 3/ Exclusive of Wilmington, except in Vocational Subjects
- 4/ State Unit, 13 Special Districts, Wilmington

**Staff:**

Assistant Superintendent in charge of Elementary Schools  
 Assistant Superintendent in charge of Secondary Schools  
 1 Rural Elementary Supervisor, locally assigned  
 2 Visiting Teachers, locally assigned  
 Principals, Elementary and Secondary Schools  
 Director of Research  
 Director of Special Education and Mental Hygiene  
 Director of Health and Physical Education  
 Director of Art  
 Director of Music, 1 Supervisor of Music  
 Director of Vocational Education  
 Supervisor of Agriculture  
 Supervisor of Trade and Industry; 1 Assistant for Education in Distributive Occupations

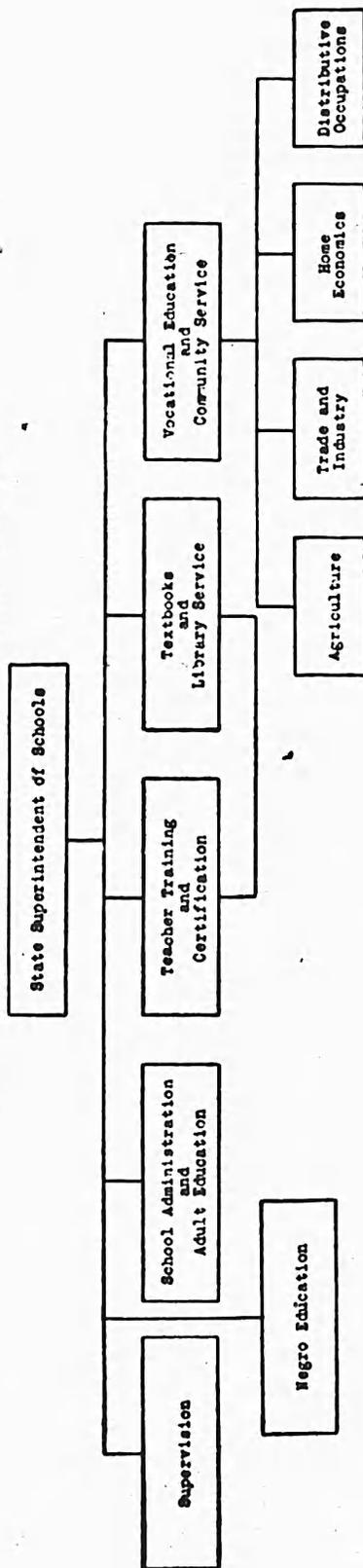
**Staff Organization for Supervision of Instruction—Florida**



**Staff:**

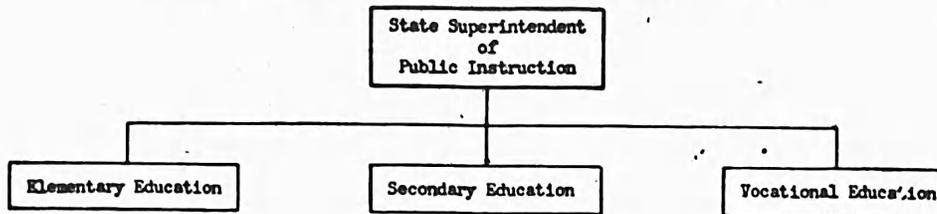
- Director of Instruction
- Assistant Director and Curriculum Consultant
- Supervisor of Certification and Consultant in Health, Physical and Safety Education
- Supervisor of Trade and Industrial Education and of Distributive Occupations
- Supervisor of Agricultural Education
- Supervisor of Home Economics Education
- Supervisor of Negro Education
- Library Consultant (half-time)

**Staff Organization for Supervision of Instruction—Georgia**



**Staff:**  
 Director, Division of State School Supervision; 7 Regional Supervisors  
 Director and Associate Director, Negro Education  
 Director, Division of School Administration, including Adult Education  
 Director of the two Divisions, Teacher Training and Certification and Textbook and Library Service, including direction of Georgia Program for Improvement of Instruction  
 Director, Division of Vocational Education and Community Service  
 1 Supervisor; 2 Assistant Supervisors; 5 Teacher Trainers in Agriculture  
 1 Supervisor; 1 Assistant Supervisor; 3 Teacher Trainers in Trade and Industrial Education  
 1 Supervisor; 5 Assistant Supervisors; 3 Teacher Trainers in Home Economics  
 2 Supervisors in Distributive Occupations

**Staff Organization for Supervision of Instruction—Idaho**



**Staff:**

Elementary Education: 1 Supervisor

Secondary Education: 1 Supervisor

Vocational Education: Director (also Supervisor of Agriculture)

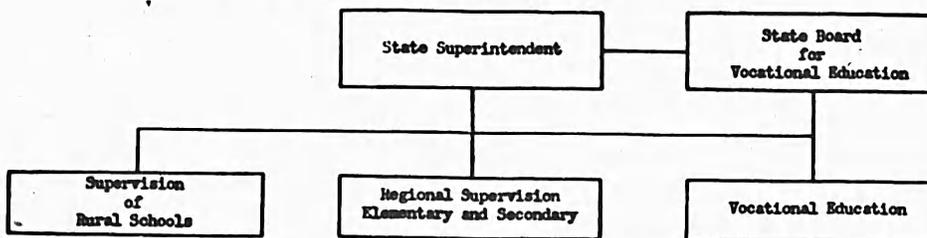
Trades and Industry: 1 Supervisor; 1 Assistant (for Distributive Occupations)

Home Economics: 1 Supervisor; 1 Instructor in Parent Education;

1 Teacher Trainer (one-third time in supervision)

Agriculture: Director of Vocational Education also part-time Supervisor of Agriculture; 1 Supervisor

**Staff Organization for Supervision of Instruction—Iowa**



**Staff:**

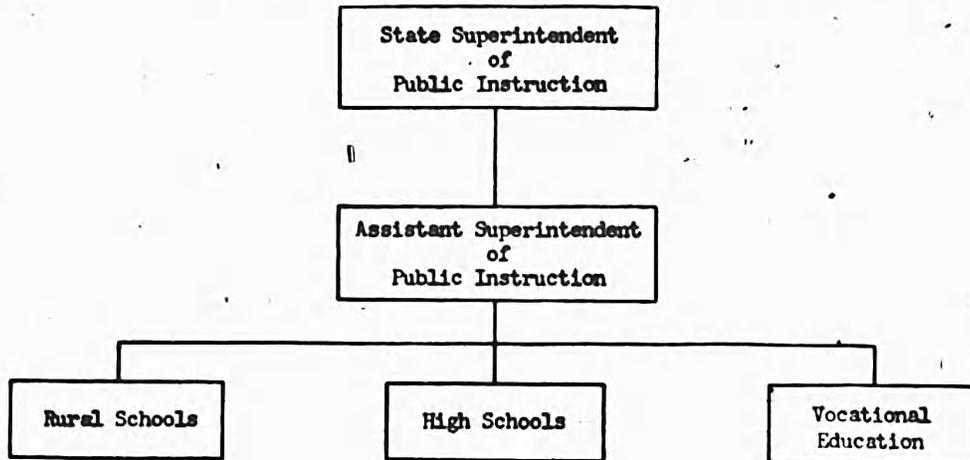
1 Supervisor of Rural Schools

4 Regional Supervisors

Director of Vocational Education; 9 Supervisors and Assistants;

(Fields represented: Agriculture, Trades and Industry, Home Economics)

*Staff Organization for Supervision of Instruction—Kansas*



**Staffs:**

Rural Schools: 2 Supervisors

High Schools: 2 Supervisors

Vocational Education: 1 Director

1 Supervisor - Agriculture

1 Supervisor - Home Economics

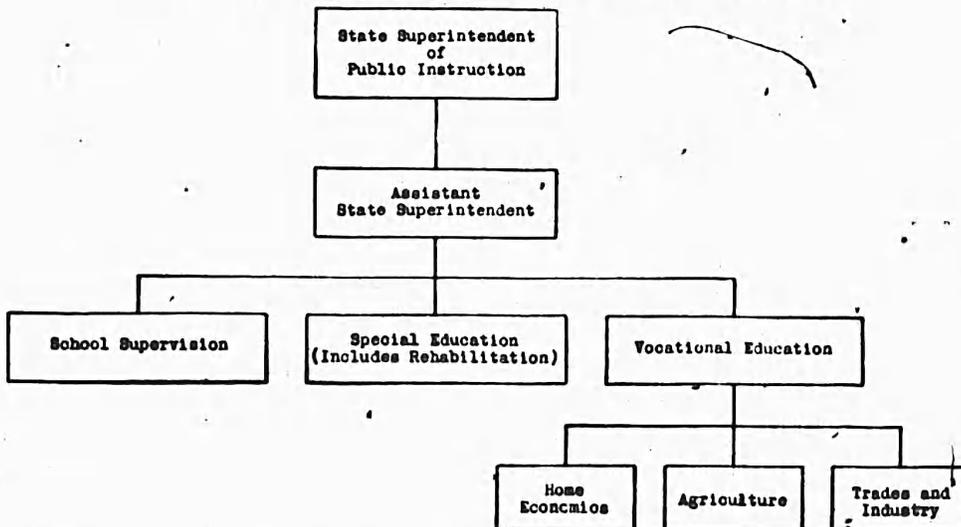
1 Assistant Supervisor - Home Economics

4 Traveling Teachers - Home Economics

1 Supervisor - Trades and Industry

1 Assistant Supervisor - Trades and Industry

*Staff Organization for Supervision of Instruction—Kentucky*



**Staff:**

Supervision: Director; Supervisor of Negro Education

Special Education: Director (part-time); 2 Supervisors (part-time)

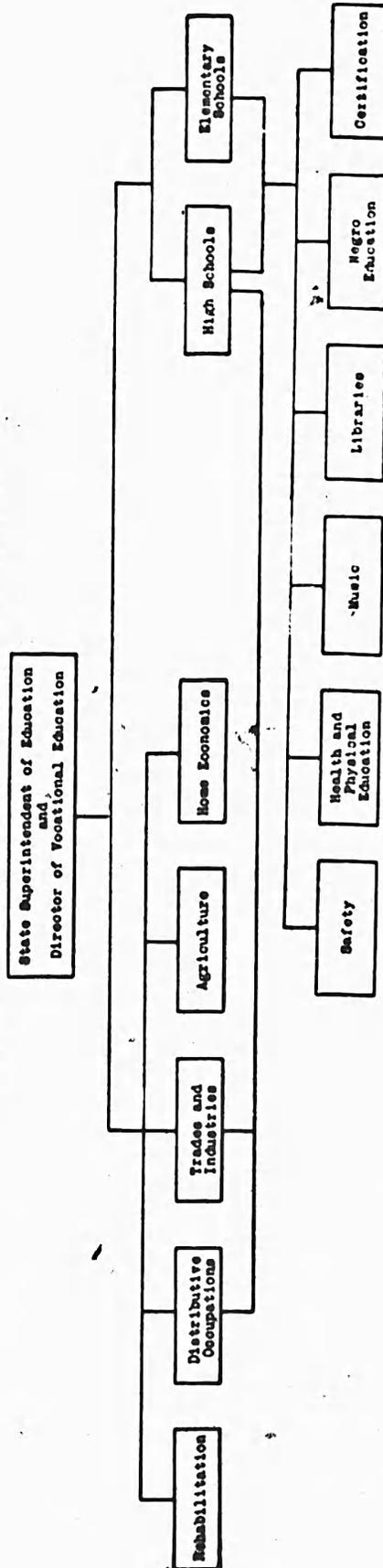
Vocational Education: Director and part-time Supervisor of Agriculture

Home Economics: 1 Supervisor; 1 Assistant

Agriculture: Part-time Supervisor (Director of Vocational Education)

Trades and Industry: 1 Supervisor

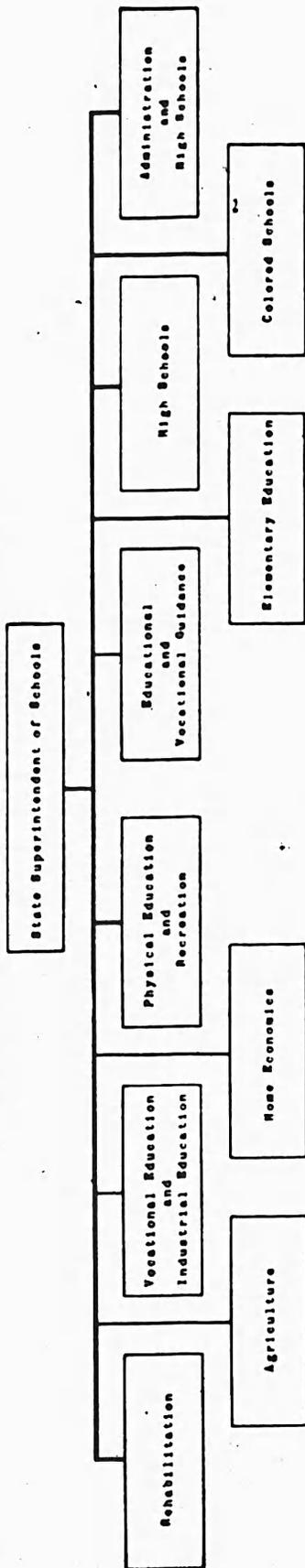
**Staff Organization for Supervision of Instruction—Louisiana**



**Staff:**

- 1 Supervisor and 2 Assistants in the 3 fields of Rehabilitation, Distributive Occupations, and Trades and Industries
- 1 Supervisor, 3 Assistant Supervisors in Agriculture
- 1 Supervisor, 2 Assistants in Home Economics
- 1 Supervisor of High Schools (according to a proposed reorganization, this Official is also Coordinator and Director of Instruction, including Vocational Education Fields.)
- 1 Assistant Supervisor of High Schools
- 1 Supervisor and 2 Assistants of Elementary Schools
- 1 Director of Safety
- 1 Supervisor of Health and Physical Education
- 1 Supervisor and 1 Assistant of Music
- 1 Supervisor of Libraries
- 1 Agent, 1 Assistant Agent in Negro Education
- 1 Director of Certification

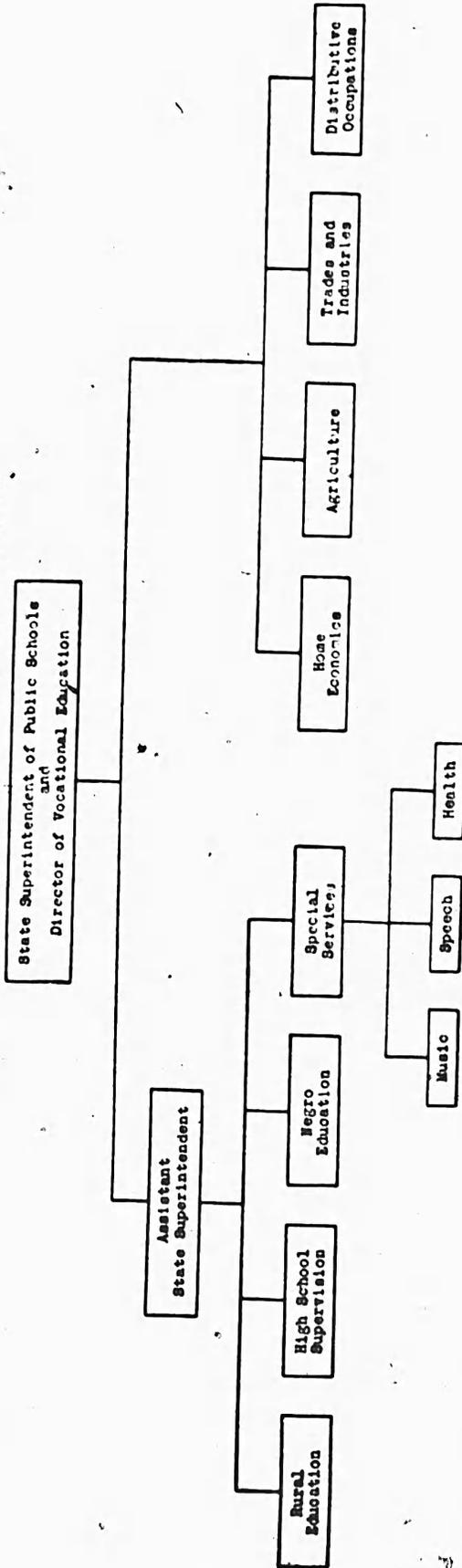
*Staff Organization for Supervision of Instruction—Maryland*



**STAFF:**

- Supervisor of Vocational Rehabilitation who also acts as Supervisor of Special Education and Attendance
- 2 Rehabilitation Assistants
- Supervisor of Agriculture (part-time)
- Supervisor of Home Economics
- Director of Vocational Education and Supervisor of Industrial Education
- Supervisor of Physical Education and Recreation
- Supervisor of Educational and Vocational Guidance
- 3 Supervisors of High Schools
- Assistant Superintendent in Administration and Supervisor of High Schools
- Assistant Superintendent in charge of Elementary Education
- Supervisor of Colored Schools

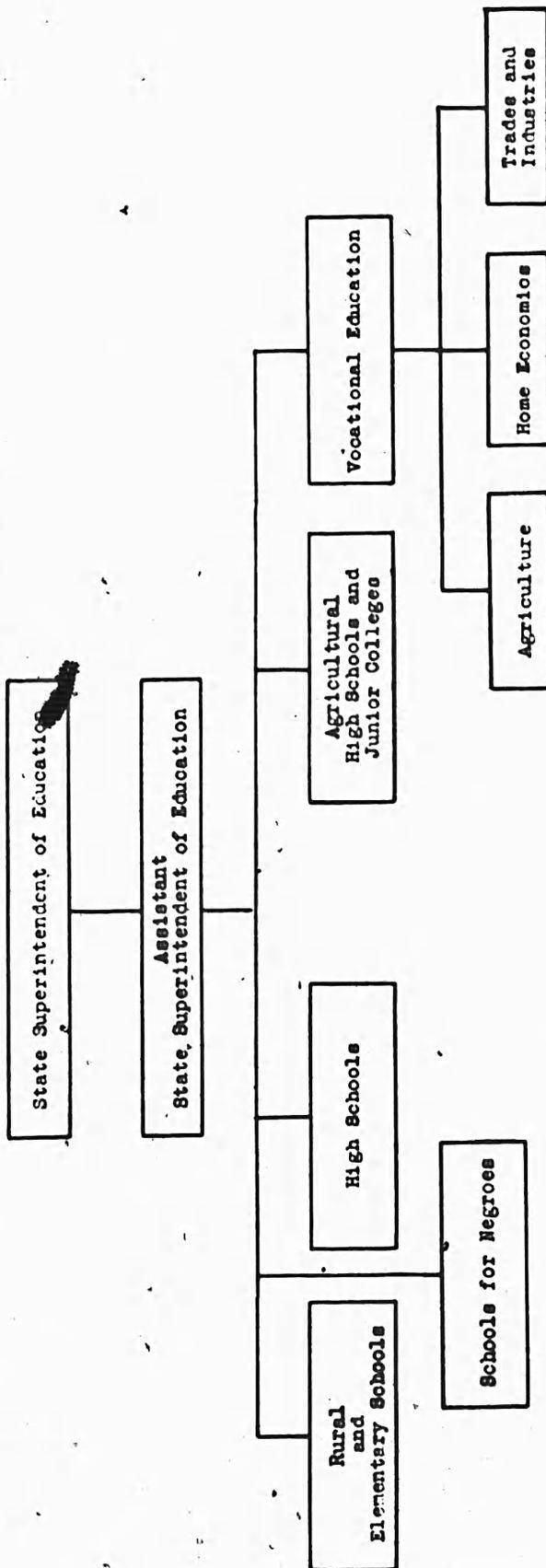
Staff Organization for Supervision of Instruction—Missouri



Staff:

- 1 Director of Rural Education; 5 Regional Inspectors
- 1 Director and 5 Inspectors of High Schools
- 1 Supervisor of Negro Education
- Special Services: 1 Supervisor of Music; 1 Supervisor of Speech; 1 Supervisor of Health
- 1 Supervisor and 1 Assistant Supervisor of Home Economics
- 1 Supervisor and 2 Assistant Supervisors of Agriculture
- 1 Supervisor of Trades and Industries
- 1 Assistant Supervisor of Distributive Occupations

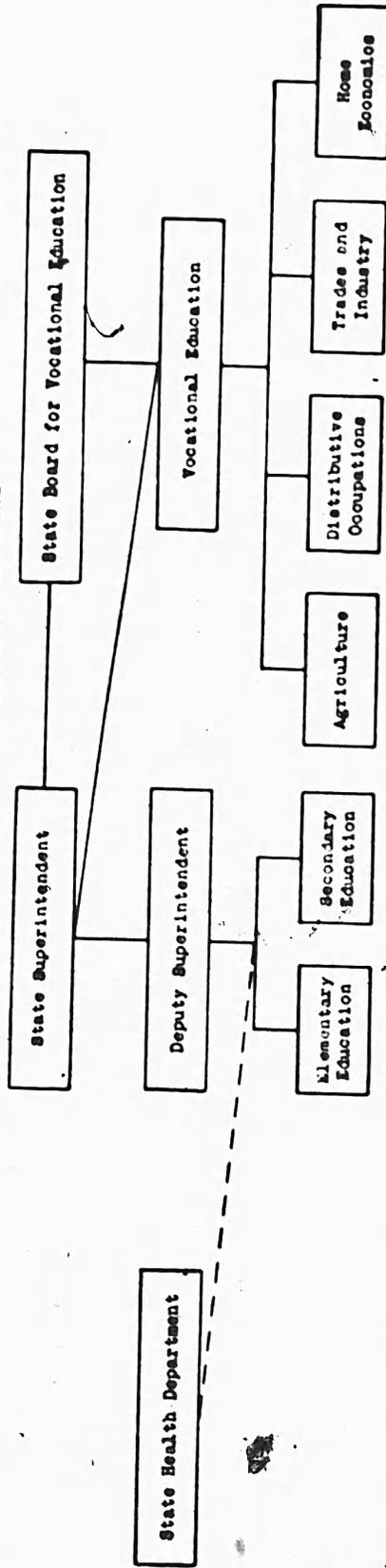
**Staff Organization for Supervision of Instruction—Mississippi**



**Staff:**

- 1 Supervisor of Rural and Elementary Schools
- 1 Agent, 1 Assistant Agent, 1 Jeanes Supervisor for Negro Schools
- 1 Supervisor for High Schools
- 1 Supervisor of Agricultural High Schools and Junior Colleges
- 1 Director of Vocational Education
- 2 Supervisors and 1 Regional Supervisor of Agriculture
- 1 Supervisor and 1 Assistant Supervisor in Home Economics
- 1 Supervisor of Trades and Industries

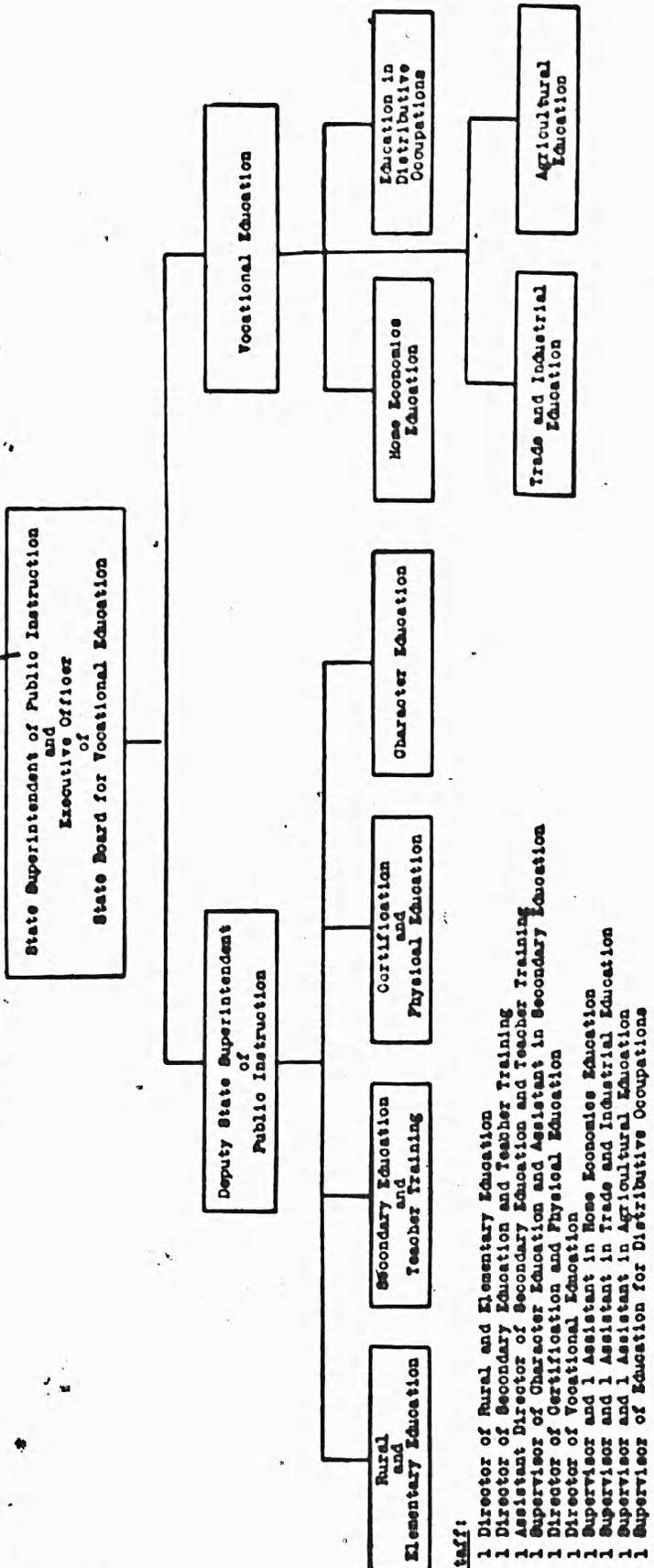
**Staff Organization for Supervision of Instruction—Montana**



**Staff:**

- 1 Supervisor of Elementary Education (Rural)
- 1 Supervisor of Secondary Education
- Director of Vocational Education who is also part-time Supervisor of Trades and Industry
- 1 Supervisor and 1 Assistant in Agriculture
- 1 Supervisor in Distributive Occupations
- 1 Supervisor in Home Economics

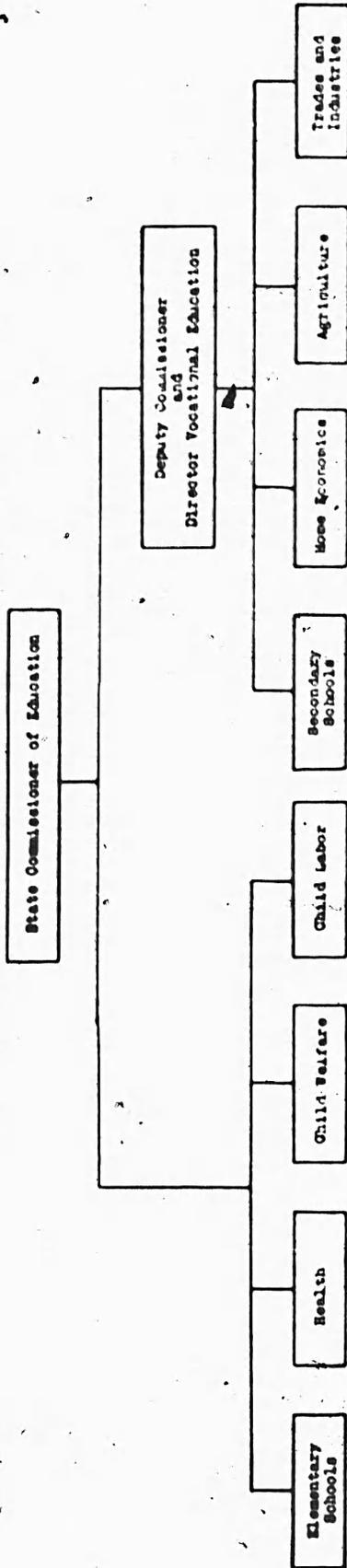
**Staff Organization for Supervision of Instruction—Nebraska**



- Staff:**
- 1 Director of Rural and Elementary Education
  - 1 Director of Secondary Education and Teacher Training
  - 1 Assistant Director of Secondary Education and Teacher Training
  - 1 Supervisor of Character Education and Assistant in Secondary Education
  - 1 Director of Certification and Physical Education
  - 1 Director of Vocational Education
  - 1 Supervisor and 1 Assistant in Home Economics Education
  - 1 Supervisor and 1 Assistant in Trade and Industrial Education
  - 1 Supervisor and 1 Assistant in Agricultural Education
  - 1 Supervisor of Education for Distributive Occupations



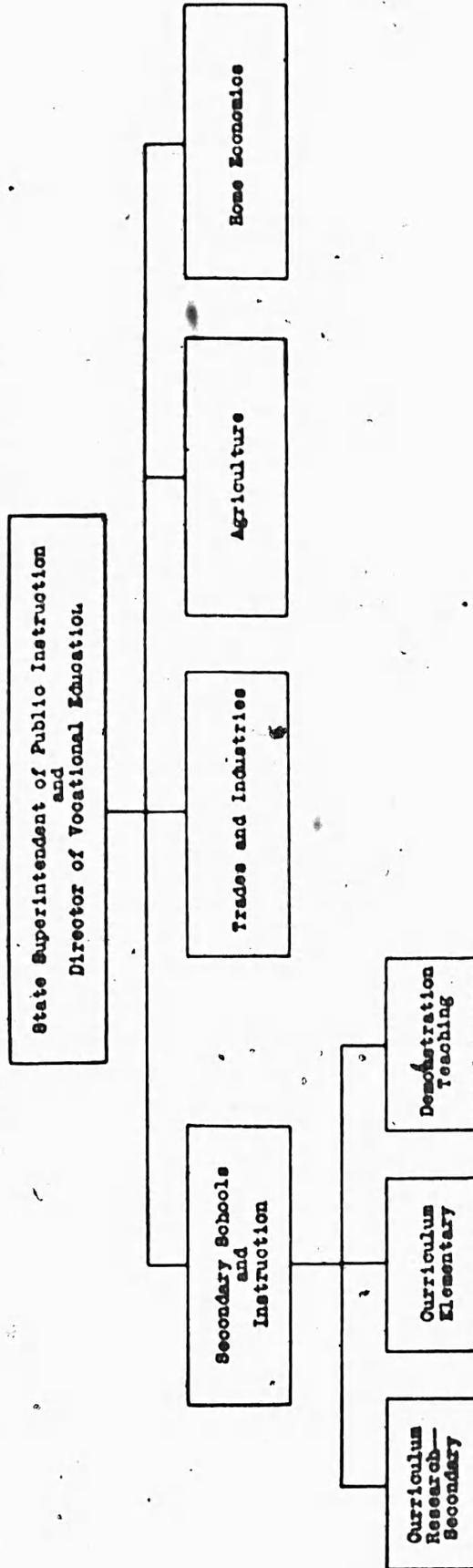
**Staff Organization for Supervision of Instruction—New Hampshire**



**Staff:**

- 1 Elementary School Agent
- 1 Supervisor of Health
- 1 Inspector of Child Welfare
- 1 Supervisor of Child Labor
- 1 Deputy Commissioner and Director of Vocational Education
- 1 High School Agent
- 1 Supervisor of Home Economics
- 1 Supervisor of Agriculture
- 1 Supervisor of Trades and Industries

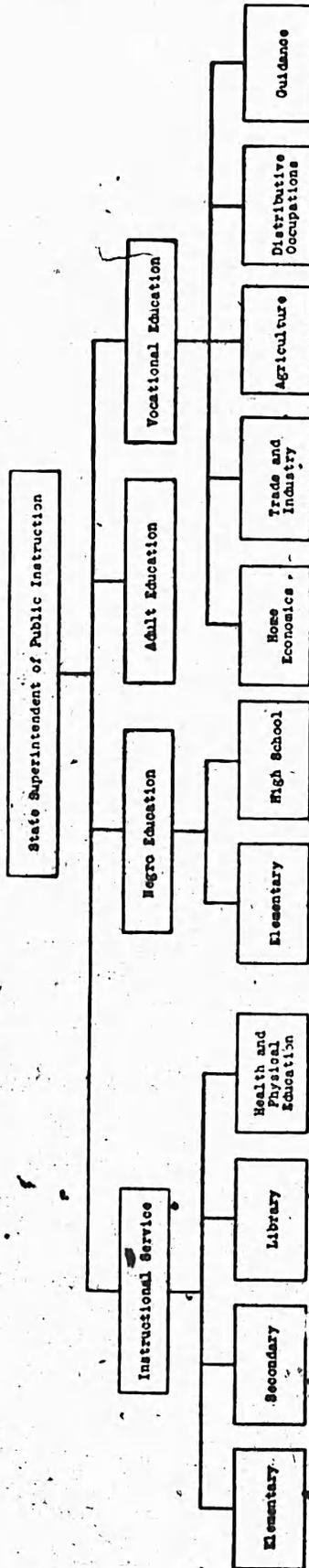
**Staff Organization for Supervision of Instruction—New Mexico**



**Staff:**

- 1 Supervisor of Secondary Schools and Assistant Director of Instruction
- 1 Part-time Research Worker in Secondary Curriculum
- 1 Curriculum Worker, Elementary
- 1 Supervisor of Trades and Industries
- 1 Supervisor of Agriculture
- 1 Supervisor of Home Economics

**Staff Organization for Supervision of Instruction—North Carolina**



**Staff:**

**Instructional Service:**

Director  
 Elementary Supervision: 1 Associate  
 Secondary Supervision: 1 Associate  
 Library: 1 Advisor  
 Health and Physical Education: 1 Advisor

**Negro Education:**

Director  
 Assistant Director  
 Elementary: Supervisor  
 High School: Inspector

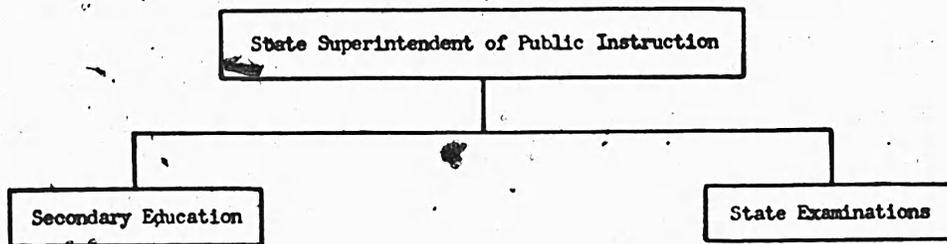
**Adult Education:**

Director

**Vocational Education:**

Director  
 Total of 26 Professional Staff Members

*Staff Organization for Supervision of Instruction—North Dakota*



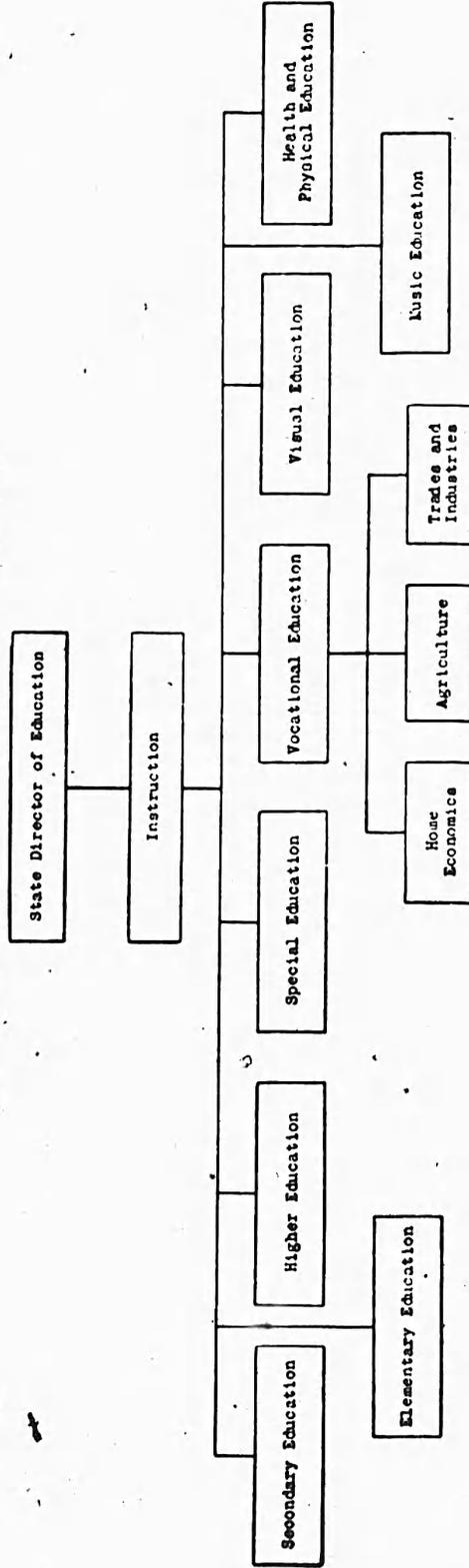
Staff:

Director of Secondary Education

Director of State Examinations

N. B. Vocational Education is independent, with an Executive Officer and Director located at the University .

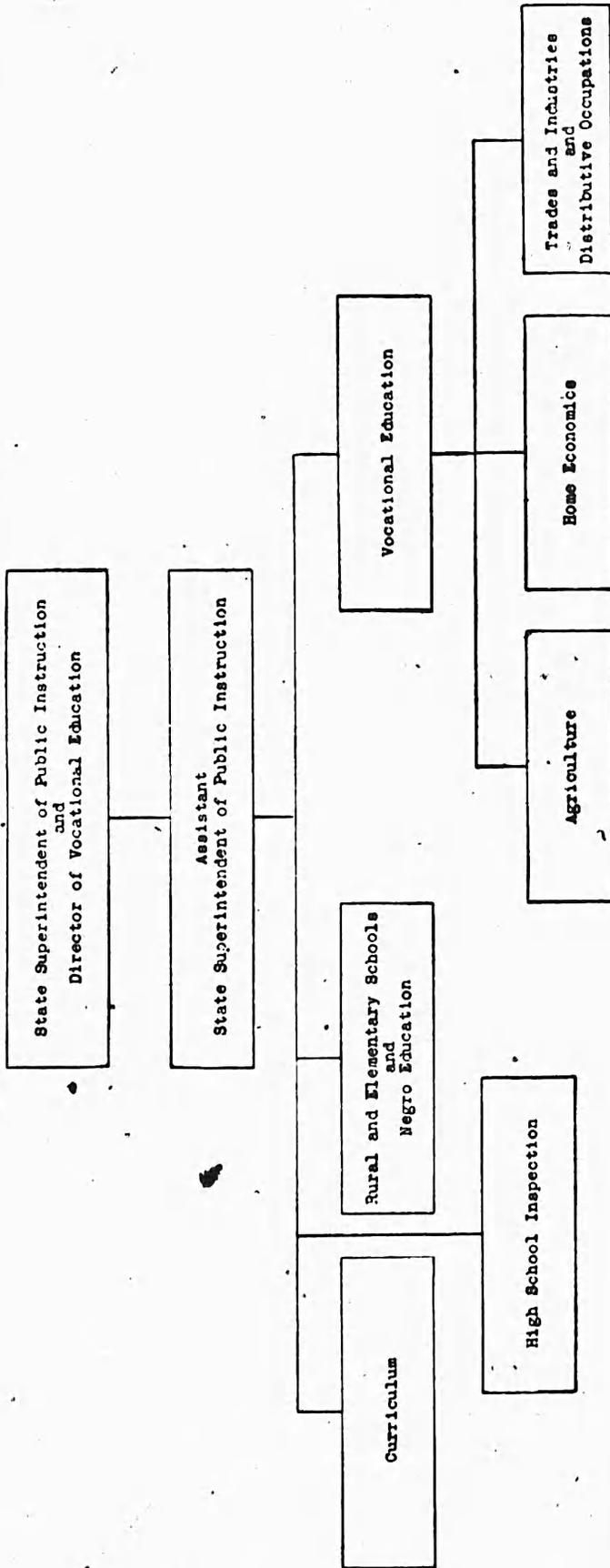
**Staff Organization for Supervision of Instruction—Ohio**



**Staff:**

- Director, Division of Instruction  
 5 Supervisors or Directors, 1 each in charge of the 5 Services indicated  
 1 Psychologist, 1 Supervisor of the Deaf, 2 half-time Supervisors of Sight-saving Classes, and 2 Supervisors of Crippled Children in the Service of Special Education  
 8 Supervisors or Assistant Supervisors in Homemaking  
 3 Supervisors or Assistant Supervisors in Trades and Industries  
 4 Supervisors or Assistant Supervisors in Agriculture

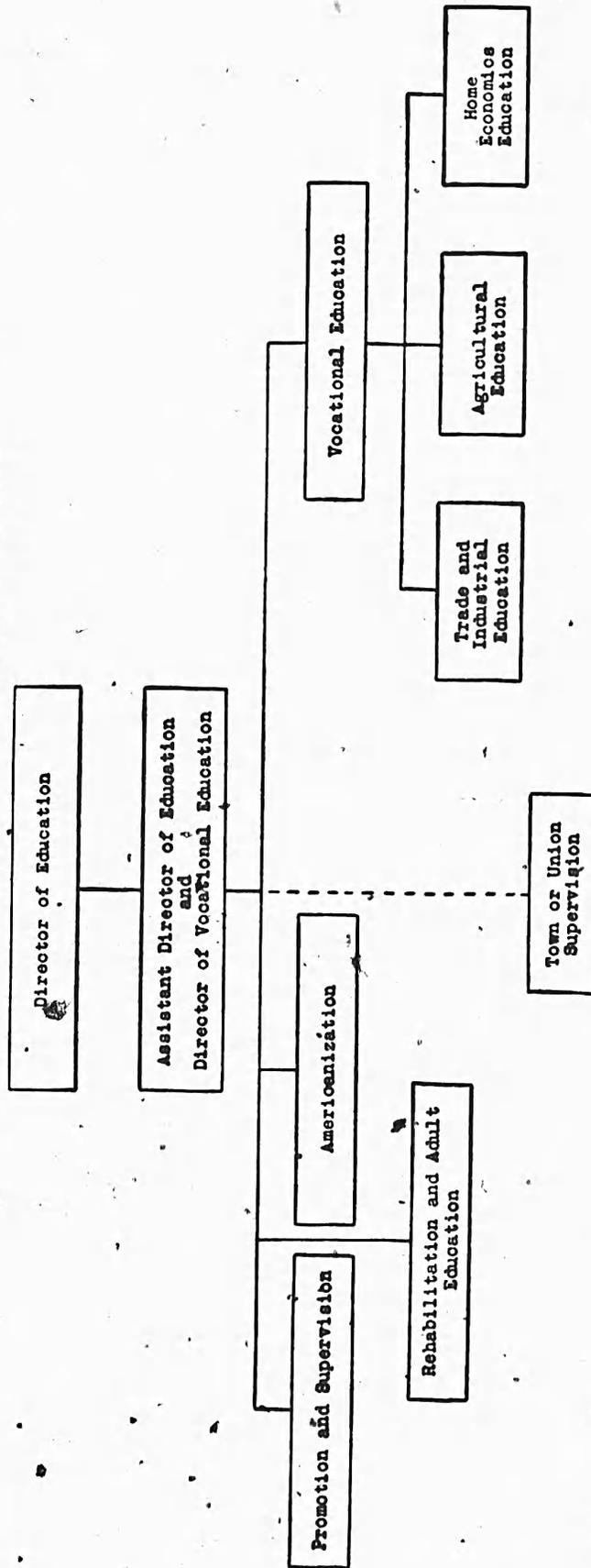
**Staff Organization for Supervision of Instruction—Oklahoma**



**Staff:**

- Director of Curriculum
- Chief High School Inspector and 3 Assistants
- Director of Rural and Elementary Schools
- Chief Supervisor and 2 Assistant Supervisors for Rural and Elementary Schools
- 1 Supervisor and 5 Assistant Supervisors of Agriculture
- 1 Supervisor, 4 Assistant Supervisors, and 1 District Supervisor (Negro) of Home Economics
- 1 Supervisor and 4 Assistant Supervisors of Trades and Industries and Distributive Occupations

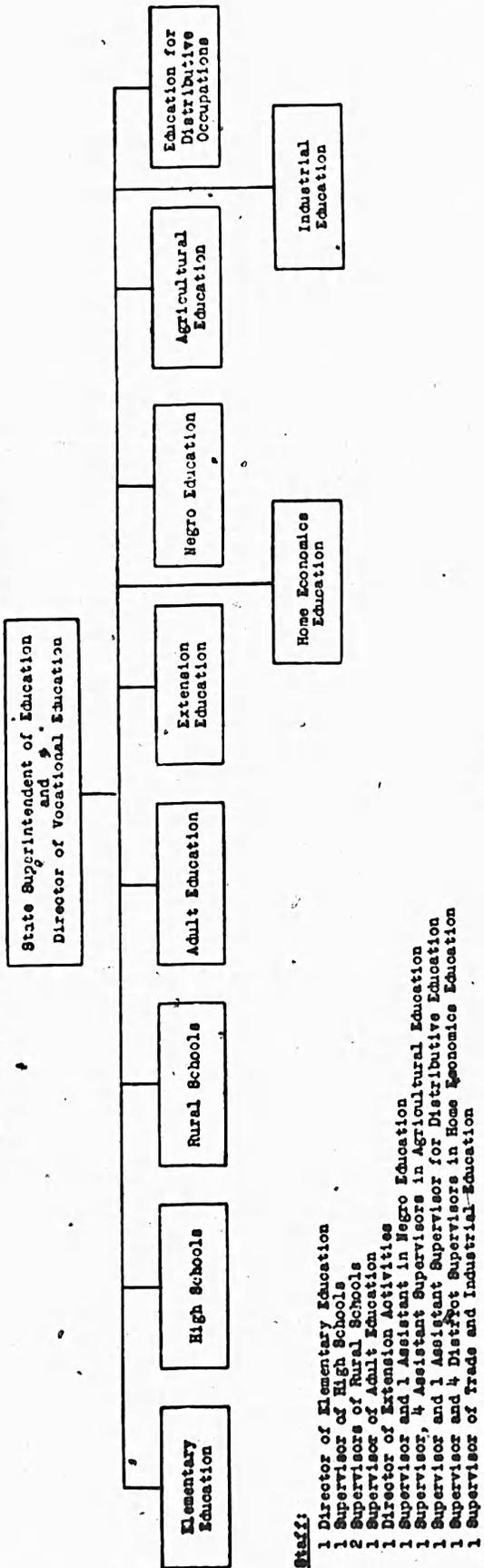
**Staff Organization for Supervision of Instruction—Rhode Island**



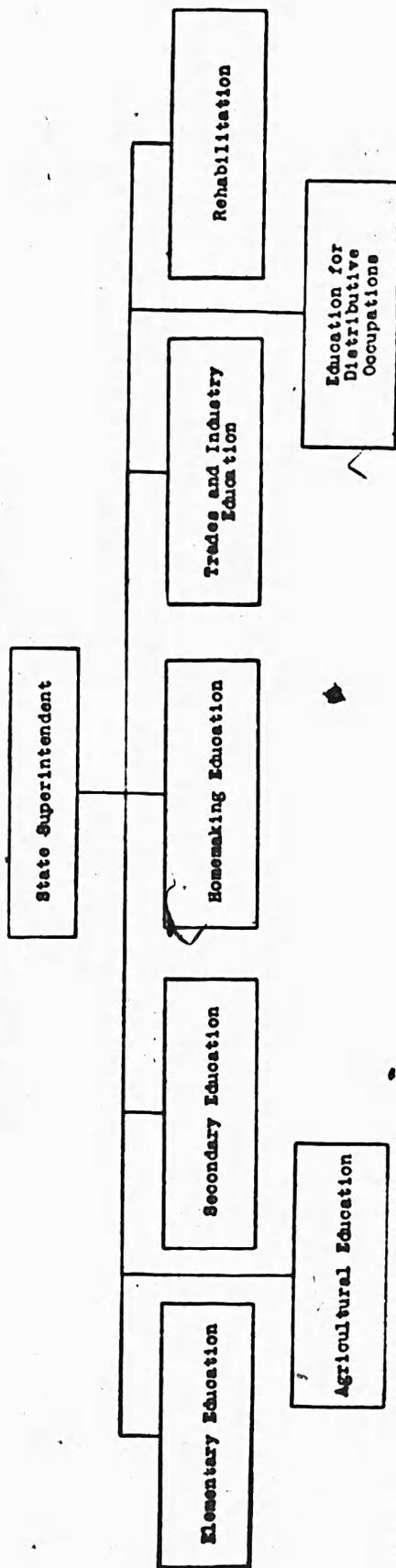
**Staff:**

- Chief, Division of Promotion and Supervision
- Chief, Division of Rehabilitation and Adult Education
- Supervisor of Home and Community Classes in Americanization
- Supervisor of Agricultural Education
- Supervisor of Trade and Industrial Education
- Supervisor of Home Economics Education

**Staff Organization for Supervision of Instruction—South Carolina**



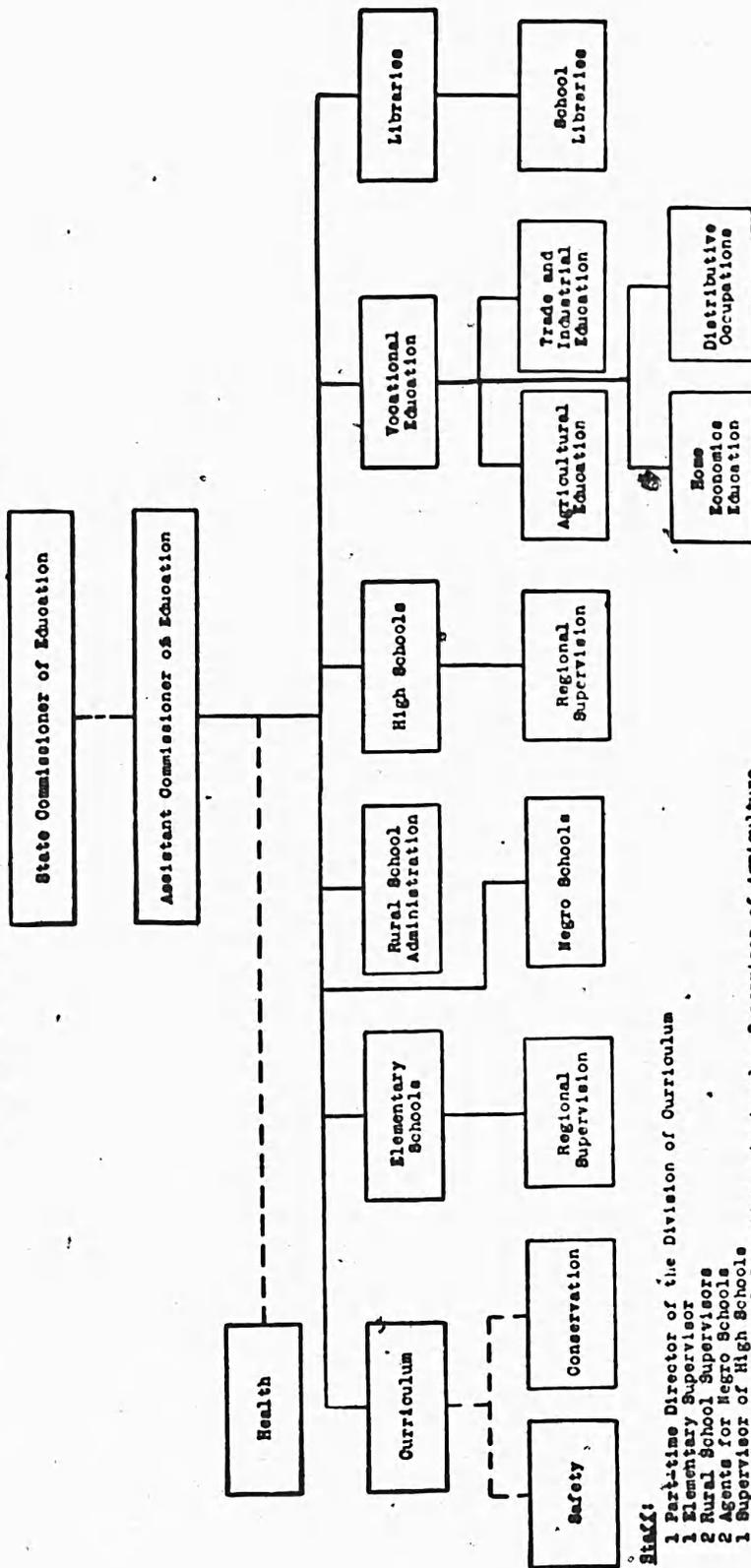
**Staff Organization for Supervision of Instruction—South Dakota**



**Staff:**

- Supervisor of Elementary Education
- Assistant Supervisor of Elementary Education
- Supervisor of Secondary Education
- Supervisor of Agricultural Education
- Supervisor of Homemaking Education
- Supervisor of Trades and Industry Education
- Supervisor of Distributive Occupations
- Supervisor of Rehabilitation

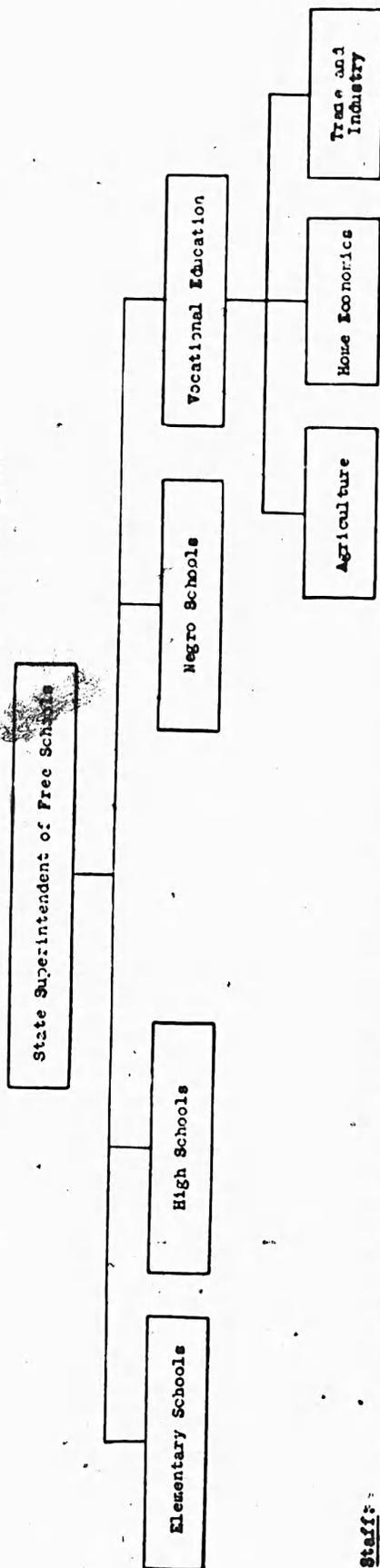
Staff Organization for Supervision of Instruction—Tennessee



Staff:

- 1 Part-time Director of the Division of Curriculum
- 1 Elementary Supervisor
- 2 Rural School Supervisors
- 2 Agents for Negro Schools
- 1 Supervisor of High Schools
- 1 Director of Vocational Education, who is also Supervisor of Agriculture
- 3 Assistant Supervisors of Agriculture
- 1 Supervisor, 2 Assistant Supervisors of Home Economics
- 1 Supervisor of Education for Distriuctive Occupations
- 1 Supervisor of Trade and Industrial Education
- 1 Director of School Libraries
- 1 Health Education Coordinator

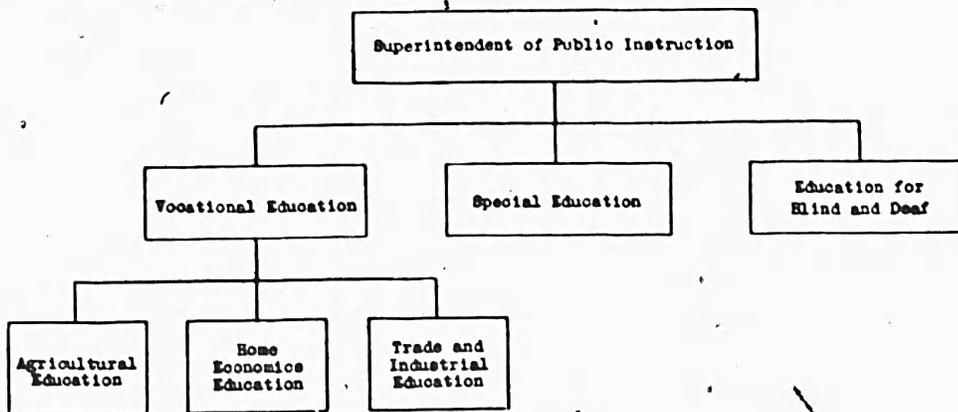
**Staff Organization for Supervision of Instruction—West Virginia**



**Staff:**

Supervisor in charge of Division of Elementary Schools and an Assistant Supervisor of Elementary Schools  
 Supervisor of High Schools, in charge of Division  
 Supervisor of Negro Schools, in charge of Division  
 Assistant Director of Vocational Education, who is also Supervisor of Agricultural Education  
 Supervisor of Trade and Industrial Education  
 2 Supervisors of Home Economics Education

*Staff Organization for Supervision of Instruction—Wyoming*



**Staff:**

Commissioner of Education  
 Deputy Superintendent  
 Director of Vocational Education and Supervisor of Trade and Industrial Education  
 Supervisor for Agricultural Education  
 Supervisor for Home Economics Education  
 Director of Special Education  
 Supervisor for the Blind and Deaf