

# MONOGRAPH 5

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## Pupil Personnel Services as a Function of State Departments of Education

BULLETIN 1940 • No. 6  
MONOGRAPH No. 5

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**Pupil Personnel Services  
as a Function  
of State Departments  
of Education**

By

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BULLETIN 1940, No. 6

MONOGRAPH No. 5

*Studies of*  
**STATE DEPARTMENTS OF EDUCATION**

FEDERAL SECURITY AGENCY

PAUL V. McNUTT, Administrator

U. S. OFFICE OF EDUCATION

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

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

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

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

The report included in the present monograph deals with the historical development, functions, and activities in the pupil personnel area. Specifically, the report covers compulsory school attendance, school census, child labor, guidance, evaluation, and measurement. While State laws regulating compulsory education, the taking of the school census, and child labor often give joint responsibility to State and local authorities, this bulletin is concerned only with the functions exercised by State authorities.

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

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



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## Part I

# Compulsory School Attendance, the School Census, and Child Labor

### Origins

Out of a developing public opinion that every child should receive an education, grew two corollaries: (1) That there be free public education for all children, and (2) that all children attend school. As the latter dealt with compulsory measures for controlling human behavior, many problems of a social-economic nature had to be met before it could be fully realized. An analysis of American educational practices employed for the purpose of securing school attendance reveals that three principal means, based in law, have been used to contribute to this end; namely, the school census, compulsory attendance, and limitations on employment of minors. It is, of course, understood that the enumeration of children of school age and the restriction placed upon child labor are not exclusively for the purpose of securing school attendance; however, they are in all instances at least supplementary to that purpose. In most States at the present time, all three of these are in operation. In a few States it is thought that the need for a school census has passed, or that the values to be derived from a school census are now realized by other means. Consequently, a few States have discontinued the practice of enumerating school children.

In the evaluation of practices relating to the support of free public education and to the realization of universal attendance upon instruction, the enumeration of children of school age was thought essential, as it established records as to who they are, how old they are, and who is responsible for them. In short, it furnished the necessary objective data against which to check school enrollments and thus reveal the nonattending school children.

Laws to prevent children from working and laws to secure their attendance at school are answers to two sides of the same question, namely, child welfare. Child labor laws and compulsory education laws had their origins in a common problem, and to a considerable extent, grew up together, especially since the factory period. If the question was raised that employment endangered the physical welfare of the child, it found its counterpart in the question that the consequences of being out of school endangered the educational welfare of the child. Frequently the enactment of a legal provision governing child labor was accompanied or soon followed by a legal provision for compulsory school attendance, and vice versa. In fact, in the earlier period of the development of child welfare laws, legalized employment and legal educational compulsions were often two provisions in the

same statute. For example, statutory provisions for indentured apprenticeship dealt with both employment and the education of the apprentice, as well as with other provisions for his welfare, such as his care and support.

The problems with which compulsory attendance and child labor laws are concerned, especially those phases of the laws relating to exemptions from their operation, show various and wide relationships with general welfare problems. For example, the mental and physical condition of the child, the age at which he may leave school, and the age at which he may go to work, seasonal demand for labor, the kind of labor in which a child may engage, the school grade completed, the distance he resides from school, are all tied in with provisions for the general welfare of the child.

#### **State Functions Largely Follow Legal Prescriptions**

The school census, compulsory attendance, and child labor are founded in State statutes, and functions relative to them, unlike functions in many other phases of education, are in most instances defined and prescribed by law. In general, specific responsibility for carrying these functions into effect are placed by law upon local administrative units. In some instances, however, specific responsibilities for certain phases of the work are placed by a statute upon State departments. Two citations will serve to illustrate this point. The school law of Alabama requires that "the State superintendent shall prepare and submit for approval and adoption by the State Board of Education rules and regulations for the enforcement of school attendance." The law of Arizona prescribes that the superintendent of public instruction include in his report "the number of children attending public schools, the children between the ages of eight and sixteen years, the number attending private schools."

Moreover, State departments of education are universally vested with the general supervision and control of educational practices, which include the responsibility for seeing that school laws are properly administered and enforced throughout their respective States. A few examples will serve to indicate the extent of the general authority given State departments of education for seeing that educational practices based upon school laws function properly.

**Alabama.**—The law prescribes "the State superintendent of education shall enforce all the provisions of this code, and the rules and regulations of the State board of education."

**Arizona.**—The law makes it a duty of the State board of education "to see that the school laws of the State are properly enforced and recommend to the legislature needed changes in existing laws, or additional legislation."

**Arkansas.**—The constitution of the State says: "The supervision of public schools and the execution of the laws regulating the same shall be vested and confided to such officials as may be provided by the general assem-

bly." The school law (School Laws, 1937) provides that "the State board of education shall have general supervision of the public schools of the State" and take such "action" as it may deem necessary to promote the physical welfare of the school children and promote the organization and increase the efficiency in the public schools.

**Colorado.**—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." The school law states that the State board of education "shall have power to adopt any rules and regulations not inconsistent with law for its own government and for the government of the public schools." It also provides that the superintendent of public instruction "decides on points touching the construction of the school laws, which may be submitted to him in writing by any school officer, teacher, or other persons in the State, and his decision shall be held to be correct and final until set aside by a court of competent jurisdiction or by subsequent legislation."

**Florida.**—The law (School Laws, 1939) prescribes as a duty of the State board of education, "to provide for the proper enforcement of all laws relating to the State system of public education and all regulations of the State board." That the "State board shall have power to perform such duties and to exercise such responsibilities as are assigned to it by law or as it may find necessary for the improvement of the State system of public education in carrying out the purposes and objectives of the school code."

It is to be understood that the administration on the part of a State department of education of legal provisions relating to the school census, compulsory attendance, and employment of minors, requires in addition to any statutory authorization, an adequate staff and proper machinery for enforcement. Successful administration also depends upon the full-cooperation of all prosecuting and judicial officers. Important for all of these conditioning factors is a supporting public opinion. Effective administration also includes provisions for the collection and analysis of information necessary for the establishment of administrative policies and for follow-up studies to determine how successfully present administrative practices are operating.

In general, it may be said that the functions of State departments relative to the school census, compulsory school attendance, and child labor are concerned with (1) general responsibility for the administration and enforcement of laws, (2) specific responsibility, authorized by a definite legal provision, for some phase of the work, (3) responsibility for establishing policies to govern the carrying out of legal provisions by local administrative units, (4) collection and use of necessary information for the administration of the laws, and (5) the use of the results obtained from the operation of the laws to improve enforcement practices.

It is pointed out in reference to these functions that no clear-cut line of demarcation exists between what is wholly and exclusively a prerogative of a State department and what is wholly and exclusively a prerogative of a local administrative unit relative to the school census,

compulsory school attendance, and child labor. Each of these three requires the participation of both the State department and the local administrative unit for its operation. While each may have a rather distinct contribution to make, the functioning of one agency is usually dependent upon or conditioned by the functioning of the other. This, together with the fact that a State department is charged with the general responsibility of seeing that legal provisions respecting education be properly administered, makes the State department a responsible and cooperating agency in functions pertaining to the school census; compulsory school attendance, and child labor.

### Compulsory School Attendance

#### Development

*The battle for compulsory education.*—After the battle for free public schools had been won and a State system of schools had been established that guaranteed as a heritage to every child the opportunity for a common school education, the advocates of universal education soon found themselves engaged in another battle, the battle to realize fully the purpose for which free public schools were established; namely, the development of an intelligent citizenry as a basis for our democratic form of government. The individual States soon realized that it was one thing to provide by law tax-supported schools for all children within their jurisdiction, but quite another thing to get all children privileged to attend school to take advantage of such opportunity. When persuasion failed to secure the desired attendance, the citizens of the various States began to look to the State, as they had in the battle for free schools, for the establishment of legal compulsions that would correct this shortcoming on the part of a minority of the people.

In the battle for compulsory school attendance, the aid of the State was invoked for the reason that local school systems could not cope with the situation. They could not exert sufficient authority or pressure individually and independently to secure the desired attendance in their respective jurisdictions, nor could they collectively, through joint action, force children into school on a State-wide basis. As a consequence, State legislatures prescribed legal regulations for compelling school attendance. Thus the authority for requiring the attendance of children at school was established as a State prerogative.

However, the battle to write compulsory attendance laws upon the statute books of all the States was a prolonged and serious one, ending in 1918 after a half century of contest, and leaving to the future many problems, the solutions of which were necessary for making attendance laws fully effective. But the proponents of compulsory education were not baffled by the obstacles they encountered. They entered into a new fight, a fight to make the laws work by strengthening their

provisions, by compelling officials to carry out their responsibilities, and by securing more adequate school facilities to make attendance possible.

In the face of a strong opposition the advocates of law enforcement set about to find and to give publicity to the causes of nonenforcement. Over the course of years—even to the present time—it was found that certain of these causes remained constant. For example, there was sometimes disinclination on the part of officials, authorized to enforce the law, to do so; in some localities there was adverse public sentiment that made it difficult to obtain convictions in cases of prosecution; in some instances permissive and optional provisions, relative to responsibilities of various officials for attendance services were confusing; and in some localities there was lack of educational facilities. When a State once placed a compulsory education act upon its statute books, the State department of education thereby became officially connected with the cause. In some instances a State department of education was requested by the legislature to make an investigation of conditions pertaining to compulsory education.

It is to be remembered that even compulsory school laws did not become universal until 1918 and that after that time, and continuing into the present, much still remained to be desired in the way of school attendance, especially in some States. United States Commissioner of Education Eaton, in his report for 1870 presents information to show that nonattendance, absenteeism, and truancy existed on a very large scale throughout the States. He said:

For the evils, already so vast and still growing with such rapidity in most of our cities, many causes are assigned. The indifference or the poverty of parents, the inconvenience of location of schoolhouses, the unattractiveness of the schoolhouses, the insufficiency of school accommodations, and inefficiency of school teachers are among those generally given. Go up and down our cities, how few can even seat and how many less can give instruction to the total number of children of school age. Not a single State can do this. It may be said then, first, that this idea must be corrected in the minds of school officers and teachers; second, there must be ample instruction and accommodations for the entire population of school age; third, every appropriate measure must be adopted to overcome the indifference of parents; and fourth, if the evil is not otherwise remedied, the law should imperatively require every child to receive instruction, at least in the rudiments of an English education, a certain number of months each year within the period of proper school age.

In the *Report of the United States Commissioner of Education for 1885-86* he includes a report for the State of New York which says:

The aggregate attendance upon the common schools of the State does not increase in proportion to the growth of the population, notwithstanding the compulsory education act. Many plausible reasons are assigned, the principal being that the school trustees, serving without pay, are loath to enforce the

law, and that the buildings now in use are already quite full, in the majority of cases no accommodations existing for more scholars. Truancy and indifference of parents cause much trouble, and it is proposed to remedy the former by the establishment of a State reform school, and the latter, by the passage of a free textbook law.

From the *Report of the United States Commissioner of Education for the year 1886-87* it is learned that "seventeen States, seven Territories (including Alaska), and the District of Columbia have a compulsory education law; twenty-one States and two Territories have none." The Commissioner's report for that year adds that "in many instances, however, the compulsory attendance law, if not actually a dead letter, is practically so."

The following excerpt from an address made before the summer meeting of the National Education Association in 1890, at which time more than half of the present 48 States had compulsory attendance laws on their statute books, shows that opposition to legal compulsions for securing attendance was still active and still forcing the issues upon which the earliest opposition was based.

My attitude toward compulsory education laws and their enforcement is that of the conservative masses of American people . . . The American idea is a minimum of law, thoroughly enforced, with a maximum of freedom. The trend of the past two decades in this country has been indeed toward the Old World ideas, and we have sought to extend the domain of law into new fields, which had before belonged to that of freedom. This movement, I am persuaded, is temporary and superficial, the result of a cross-current in the deeper stream of our national life, yet there is not wanting evidences of a drift toward the breakers of socialism, sufficient to arouse concern in the mind of the patriot and the friend of liberty and humanity. To this drift is to be ascribed in large measure, I believe, the imperious demand which comes from many quarters that education shall be made compulsory, and that the compulsion shall be made effective. I hold that compulsory education is contrary to the dominant idea which has pervaded the development of American institutions, and further, that it is perilous to one of the most vital and essential of the institutions on which civilization rests—the family.

The family is the unit of our social fabric; it is antecedent to government; it derives its constitution and sanction from nature and nature's God. Education I hold to be a right inherent in the family and the parent. It is at this point that I part company with my friends who urge compulsory education.

So far as I am able to judge from the reports to which I have access, that is, the reports of the superintendents of States in which compulsory education laws have been tried, I am forced to the conclusion that so far such laws have been ineffective in this country.<sup>1</sup>

**Progress.**—In the half century that has elapsed since the speech made before the National Education Association referred to above the remaining States have enacted attendance laws, weak spots in

<sup>1</sup> A paper read before the National Education Association at St. Paul, Minn., July 1890, by Oscar H. Cooper, State superintendent of Texas, entitled "Compulsory Laws and Their Enforcement." Syracuse, N. Y., C. W. Bardeen, publisher.

the laws of some States have been strengthened, gains made on many fronts of the battle for attendance have been consolidated, and progress generally is to be recorded. There is still much to be accomplished, especially in certain States, in order to realize school attendance in accordance with the prescribed age fixed by law. Much of the progress that has been made since the roll of States having attendance laws was completed in 1918 can be attributed to State departments of education through the contribution they have made to the development of public opinion to support enforcement, through their assumption of authority and the exercise of it, through their interpretation of the provisions of the law, and through their promulgation of rules and regulations to govern local officials in their administration of the law. The gradual extension of the participation of State departments of education in local school administration, such, for example, as comes through their distribution of State aid, has tended greatly to strengthen the hands of State departments of education in their efforts to improve school attendance.

Two tables follow which give comparative data on some items of attendance:

Table 1.—Age for compulsory school attendance for 4 different dates, by States<sup>1</sup>

State	1887	1902	1918	1939	State	1887	1902	1918	1939
1	2	3	4	5	1	2	3	4	5
Alabama.....	( <sup>2</sup> )	( <sup>2</sup> )	8-16	7-16	Nebraska.....	8-14	7-15	7-16	7-16
Arizona.....	( <sup>2</sup> )	8-14	8-16	8-16	Nevada.....	8-14	8-14	8-16	7-18
Arkansas.....	( <sup>2</sup> )	( <sup>2</sup> )	7-15	7-16	New Hampshire.....	8-14	8-14	8-16	8-16
California.....	8-14	8-14	8-15	8-16	New Jersey.....	7-12	7-12	7-16	7-16
Colorado.....	( <sup>2</sup> )	8-16	8-16	8-16	New Mexico.....	( <sup>2</sup> )	7-14	7-14	6-16
Connecticut.....	8-16	7-16	7-16	7-16	New York.....	8-14	8-16	8-16	7-16
Delaware.....	( <sup>2</sup> )	( <sup>2</sup> )	7-14	7-16	North Carolina.....	( <sup>2</sup> )	( <sup>2</sup> )	8-14	7-14
District of Columbia.....	8-14	8-14	8-14	7-16	North Dakota.....	10-14	8-14	7-15	7-17
Florida.....	( <sup>2</sup> )	( <sup>2</sup> )	8-14	7-16	Ohio.....	6-14	8-14	8-16	6-18
Georgia.....	( <sup>2</sup> )	( <sup>2</sup> )	8-14	8-14	Oklahoma.....	( <sup>2</sup> )	( <sup>2</sup> )	8-16	7-18
Idaho.....	8-14	8-14	8-16	8-18	Oregon.....	( <sup>2</sup> )	8-14	9-15	8-16
Illinois.....	8-14	7-14	7-16	7-16	Pennsylvania.....	( <sup>2</sup> )	8-16	8-16	8-18
Indiana.....	( <sup>2</sup> )	7-14	7-16	7-16	Rhode Island.....	7-15	7-15	8-16	7-16
Iowa.....	( <sup>2</sup> )	7-14	7-16	7-16	South Carolina.....	( <sup>2</sup> )	( <sup>2</sup> )	8-16	7-16
Kansas.....	8-14	8-15	8-16	7-16	South Dakota.....	10-14	8-14	8-16	8-17
Kentucky.....	( <sup>2</sup> )	7-14	7-16	7-16	Tennessee.....	( <sup>2</sup> )	( <sup>2</sup> )	8-16	8-16
Louisiana.....	( <sup>2</sup> )	( <sup>2</sup> )	7-14	7-14	Texas.....	( <sup>2</sup> )	( <sup>2</sup> )	8-14	7-16
Maine.....	6-16	7-14	7-15	7-16	Utah.....	( <sup>2</sup> )	8-14	8-16	8-18
Maryland.....	( <sup>2</sup> )	8-16	7-15	7-16	Vermont.....	8-14	8-15	8-16	8-16
Massachusetts.....	8-14	7-14	7-16	7-16	Virginia.....	( <sup>2</sup> )	( <sup>2</sup> )	8-12	7-16
Michigan.....	8-14	8-15	7-16	7-16	Washington.....	8-16	8-15	8-16	8-16
Minnesota.....	8-16	8-16	8-16	8-16	West Virginia.....	( <sup>2</sup> )	8-14	8-15	7-16
Mississippi.....	( <sup>2</sup> )	( <sup>2</sup> )	7-14	7-16	Wisconsin.....	7-15	7-14	7-16	7-16
Missouri.....	( <sup>2</sup> )	( <sup>2</sup> )	8-16	7-14	Wyoming.....	7-16	7-16	7-14	7-17
Montana.....	8-14	8-14	8-16	8-16					

<sup>1</sup> Upper age limits are frequently modified by exemptions for employed pupils.  
<sup>2</sup> No compulsory attendance law.  
<sup>3</sup> Inclusive.  
<sup>4</sup> Applies only to Baltimore City and Allegany County.

Table 2.—Age for free attendance at public schools for 2 different dates

State	1902 <sup>1</sup>	1934 <sup>2</sup>	State	1902 <sup>1</sup>	1934 <sup>2</sup>
1	2	3	1	2	3
Alabama.....	7-21	6 and up.	Nebraska.....	5-21	5-21.
Arizona.....	6-21	6-21.	Nevada.....	6-18	6 and up <sup>4</sup>
Arkansas.....	6-21	6-21.	New Hampshire.....	5 and up	5-21.
California.....	6-21	6-21.	New Jersey.....	4-20	5-20.
Colorado.....	6-21	6-21.	New Mexico.....	5-21	5-21.
Connecticut.....	( <sup>5</sup> )	6 and up <sup>4</sup>	New York.....	5-21	5-21.
Delaware.....	6-21	6-21.	North Carolina.....	6-21	6-21.
District of Columbia.....	6-17	6 and up.	North Dakota.....	6-20	6-21.
Florida.....	6-21	6-21.	Ohio.....	6-21	6-21.
Georgia.....	( <sup>5</sup> )	6-18.	Oklahoma.....	6-21	6-21.
Idaho.....	6-21	6-21.	Oregon.....	4-20	6-21.
Illinois.....	6-21	6-21.	Pennsylvania.....	6-21	6-21.
Indiana.....	6-21	6-21.	Rhode Island.....	( <sup>5</sup> )	( <sup>5</sup> )
Iowa.....	5-21	5-21.	South Carolina.....	6-21	6-21.
Kansas.....	5-21	5-21.	South Dakota.....	6-21	6-21.
Kentucky.....	6-20	6-18.	Tennessee.....	6-21	6 and up.
Louisiana.....	6-18	6-18.	Texas.....	8-17	6-21.
Maine.....	5-21	5-21.	Utah.....	6-18	6-18.
Maryland.....	6-21	6-21, <sup>6</sup> 6-20 <sup>7</sup>	Vermont.....	5-21	6-18.
Massachusetts.....	( <sup>5</sup> )	( <sup>5</sup> )	Virginia.....	5-21	6-20.
Michigan.....	5-20	5-20.	Washington.....	6-21	6-21 <sup>10</sup>
Minnesota.....	5-21	5-21.	West Virginia.....	6-21	6-21.
Mississippi.....	5-21	5-21.	Wisconsin.....	4-20	4-20.
Missouri.....	6-20	6-20.	Wyoming.....	6-21	6-21.
Montana.....	6-21	6-21.			

<sup>1</sup> Annual report of Commissioner of Education, 1902, vol. I.

<sup>2</sup> Compulsory school attendance laws and their administration. U. S. Department of the Interior, Office of Education, Bulletin 1935, No. 4.

<sup>3</sup> No limit by law.

<sup>4</sup> By local boards, over 5.

<sup>5</sup> Not specified.

<sup>6</sup> White.

<sup>7</sup> Negro.

<sup>8</sup> Earlier than 6, local.

<sup>9</sup> Not limited.

<sup>10</sup> 5-24 in certain districts.

*A transition.*—A transition is taking place both in theory and practice relative to the means to be employed for securing school attendance. In the early history of compulsory education, both in law and in practice, emphasis was placed upon compulsion—the prosecution of the violator and the imposition of a fine. If public sentiment was such that convictions were doubtful or if enforcement was assigned to an ex officio attendance officer without additional remuneration, the law was in abeyance. Little thought at first was given to the improvement of conditions that were causing nonattendance.

However, it was soon realized that such a factor as low family income was an absolute deterrent to the efforts of parents to provide their children with the necessary clothing, books, and medical services to keep them in school. The next step, therefore, in the progress toward universal school attendance was to provide public aid for assisting parents to equip children for regular attendance at school and to place upon the truant officer the duty of investigating the needs of families for such aid and reporting the same to the public official having charge of the distribution of funds to the poor. Thus the



truant officer took his first authorized step on the road to becoming a social-welfare worker.

"Truant" officers have for many years been giving way to attendance officers and child welfare workers whose duties are broader and go further into the cause of nonattendance than do the duties of officers whose sole responsibility is exacting the law upon violators.

Another trend that is working for school attendance is the practice of apportioning State school funds and State aid on the basis of average daily attendance rather than on the basis of children of school age. This is a highly stimulating factor to the efforts of school districts to bring their children into school and to keep them in school.

Indiana may be cited as an example of such transition. Mr. Lawing who reported on an intensive study of attendance concludes that between 1918 and 1926 "Indiana made the most rapid progress of any of the States in the enforcement of attendance. . . . The educational authorities of the State department are convinced that these increases are due to the facts that the State has some real authority over local officers when it is needed, and that the State interpretation of the child labor law has been strictly enforced by local authorities."<sup>2</sup> Indiana is selected to represent the transition that has taken place in efforts to secure school attendance.

The first compulsory school attendance law in that State, approved March 8, 1897, included in its provisions that parents send children between the ages of 8 and 14 to school for a period of at least 12 consecutive weeks each school year and that county and city superintendents, on the approval of the secretary of the State board of charities and one member of the State board of education, appoint truant officers for their respective jurisdictions. On June 19, 1897, the State superintendent of public instruction and the secretary of the State board of charities sent a joint letter to county superintendents advising them of the new law and asking them to submit plans for dividing their counties into attendance districts and also to recommend persons for appointment as attendance officers. The result was the appointment of 230 truant officers in the State. The following year the State superintendent reported that as a result of the enforcement of the act during the first year, 21,447 children were brought into school, 13,565 of whom remained in school for more than 12 consecutive weeks.

In 1901 the legislature by enactment created county truancy boards composed of county boards of education. By 1909 the law was changed so that a truant officer was required to give only one notice in a year to a parent concerning the absence of a child from school. Notice of the first violation was deemed sufficient for any

<sup>2</sup> Standards for State and Local Compulsory School Attendance Service. John E. Lawing. Maryville, Mo., Forum Print Shop, 1934. p. 72-73.

subsequent violations before prosecution was undertaken. In 1913 the law was amended to extend the compulsory school age from 14 to 16 years of age for children not actually and regularly employed during the hours in which the common schools of the corporation were in session. In 1914 the law established a State board of truancy consisting of the State superintendent of public instruction, a member of the State board of education, and the secretary of the State board of charities.

In 1921 the period of compulsory school attendance was placed at between 7 and 16 years of age. The State board of attendance was created to succeed the State board of truancy, and was composed of the same members as the State board of education. The act which created this board authorized it to—

appoint a State attendance officer and fix his salary . . . and his duties not otherwise provided for; fix the qualifications of attendance officers; remove attendance officers from office for incompetency or neglect of duty; design and require the use of a uniform system of attendance reports, records, and forms needed for the full enforcement of this act; and shall perform all other duties necessary for the full and complete interpretation and enforcement of this . . . act.

The law of that year also prescribed "that every county and every city having a school enumeration of 2,000 or more children of school age, shall constitute a separate attendance district, and that the superintendent of schools of such a district shall nominate and the board of education shall appoint an attendance officer." This law also extended to cities and towns having fewer than 2,000 children of school age permissive authority to appoint additional attendance officers and to organize separate attendance districts.

An act approved March 13, 1932, amended the act of 1921 to read that—

if the county board of education is of the opinion that it is not necessary in the proper enforcement of this act to appoint an attendance officer, no attendance officer shall be appointed. If no attendance officer be appointed, the county superintendent of schools shall be ex officio attendance officer for all the schools of his county which are under his immediate jurisdiction and the school superintendent of any school city or school town which is not organized as a separate attendance district shall be ex officio attendance officer of such school city or town. The superintendent of schools of the county, city, or town who is ex officio attendance officer of such county, city, or town, may designate one or more teachers of such county, city, or town to act as attendance officers, under the direction of the superintendent, and to perform such duties in connection therewith as such superintendent may assign, and such teachers for their services as assistant attendance officers, shall receive no additional compensation.

That law further provided that a city constituting a separate attendance district "may hire additional attendance officers and may require

additional services of attendance officers not herein provided for."

In the *Annual Report of the State superintendent of public instruction for the year 1938-39* there appears under the heading "Attendance Division" the following statement:

This is the final report of the attendance division as the office has been abolished because of a reduction in appropriated funds.

It is regrettable that the State attendance division has been made inoperative by this action and that there is no longer a State attendance officer. In most of our cities and towns and counties, however, attendance workers will continue to carry on.

In the same report the following descriptive statement of the activities performed by attendance officers indicates the transition of functions related to school attendance.

These officers are worthy representatives of the schools, skilled in discovering the difficulties that beset children and in helping to eliminate them. School visitors are liaison workers between the schools and the homes. They are coordinators, bringing together in the interest of the pupils the various resources of the home, school, and community. The evolution of the attendance worker since 1897, when Indiana's original attendance law was passed, is an interesting study.

The account of the transition that has taken place in Indiana indicates a common tendency to reduce the number of attendance officers by making their appointment permissive and by either assigning their duties to other school officers or employees or by enlarging the duties of attendance officers with the consequent result that their functions and titles are changed. Substantially the same historical evolution in school-attendance procedures that is revealed by the story in Indiana could be traced in many States.

#### **Roll of States With Reference to (1) Placement Within the State Department of Attendance Services or (2) Nonresponsibility of the State Department for Such Services**

State departments of education vary with respect to the assignment of attendance services to some particular division or official. In some cases responsibilities for attendance functions are definitely placed in a particular division or assigned to some particular official. In other cases the assignment of such responsibilities is a general one to the State board of education or to the State superintendent as head of the State department of education. In some instances, the assignments are more or less specific as to responsibilities and services but without designation as to any particular division or official that is to discharge them. In some States there are no specific assignments to a State department of functions it shall exercise relative to school attendance. In such cases the only authorization under which a State department

has power to exercise attendance functions is that comprehended within such a general assignment of duties as the enforcement of school laws or the administration and supervision of the public schools. Such general assignments are carried out through the cooperation of various divisions and officials.

Moreover, it is to be understood that in no State can all the functions that may be exercised by the State department of education for improving school attendance and for maintaining it be centralized in one division or one official. These functions are too varied and general to be so administered. For example, a State department may contribute to the realization of better school attendance through conditions it may place upon local school districts for improved educational opportunities, through the supervision it may exercise over local school administrators, and through regulations it may make for social welfare services for which local school officials have legal responsibilities. Such contributions of the State department may be made through any one or a combination of several divisions or services.

State departments of education, generally, have divisions that render auxiliary services for major functions carried on by other divisions or by a State department as a whole. Consequently in State departments having no division specifically designated to function in compulsory attendance, divisions rendering auxiliary services may engage in activities that contribute to the improvement of school attendance under the compulsory education law. For example, State departments regularly collect and report data on school attendance. If a State department has no division with specific responsibilities for attendance services, data on school attendance may be collected, compiled, and reported by the division responsible for records and reports.

Probably in not more than about 15 States can it be said that there is any kind of assignment of responsibilities, made by statute or otherwise, for attendance services to a particular division or official of a State department of education, including the State board of education. Included in a list of State departments having specific assignments for attendance services made to a certain division or official are: Alabama, California, Connecticut, Delaware, Florida, Indiana, Kentucky, Maryland, New Hampshire, New York, and Pennsylvania.

In response to the inquiry as to what division and what officials have responsibilities connected with compulsory school attendance, some State departments of education were able to answer in specific terms; some advised that the State department of education had no responsibility for compulsory school attendance, in a few cases supplementing the statement to cover an unusual situation or to show an indirect influence; and others gave references to the State laws and materials issued by the State as the source of information for answering

the question. A summary, by States, of the answers given and of the information obtained from the references cited, follows:

**Alabama.**—Division of instruction, supervisor of school attendance and community relations.

**Arizona.**—Compulsory attendance not a department responsibility.

**Arkansas.**—No particular assignment in the State department.

**California.**—Chief, bureau of attendance and migratory schools.

**Colorado.**—Compulsory attendance not a State department responsibility.

**Connecticut.**—Division of attendance and employment, also known as division of law and attendance. Supervisors in the field.

**Delaware.**—There are four attendance officers appointed by the State board of education for services in the State-administered schools.

**Florida.**—Division of administration and finance, attendance service.

**Georgia.**—Compulsory attendance not a State department responsibility, except in an indirect manner. A local district is not entitled to receive school funds from the State treasury until it is shown that an attendance officer has been appointed and has entered upon his duties.

**Idaho.**—Compulsory attendance not a State department responsibility.

**Illinois.**—The State superintendent advises: "We have no authority whatsoever in the matter of compulsory attendance other than in an advisory capacity."

**Indiana.**—State board of attendance, which has the same personnel as the State board of education. The law provides for a State attendance officer, but the position was vacated a year ago owing to the failure of the legislature to continue the appropriation of funds for the purpose.

**Iowa.**—Compulsory attendance not a State department responsibility.

**Kansas.**—Compulsory attendance not a State department responsibility. However, the State superintendent says that should the official of a local district fail to enforce the law, he would call upon the attorney general of the State to take the necessary action to have the law enforced.

**Kentucky.**—Division of census and attendance.

**Louisiana.**—Compulsory attendance not a State department responsibility.

**Maine.**—Not a State department responsibility.

**Maryland.**—State supervisor of vocational rehabilitation who serves as State supervisor of compulsory attendance.

**Massachusetts.**—Compulsory attendance not a State department responsibility.

**Michigan.**—Compulsory attendance not a State department responsibility.

**Minnesota.**—Compulsory attendance not a State department responsibility.

**Mississippi.**—The State department of education has no particular authority or function in connection with compulsory school attendance.

**Missouri.**—Compulsory attendance not a State department responsibility.

**Montana.**—Compulsory attendance not a State responsibility, but the State department of education acts, in case of an appeal on a violation, when settlement may be made without court action.

**Nebraska.**—Compulsory attendance not a State department responsibility.

**Nevada.**—Compulsory attendance not a State department responsibility.

**New Hampshire.**—Commissioner of education, child labor, and welfare division.

**New Jersey.**—Compulsory attendance not a State department responsibility. However, the State department can exercise influence through its control of county superintendents.

**New Mexico.**—Compulsory attendance not a State responsibility. It is entirely a local matter.

**New York.**—Bureau of child accounting and attendance.

**North Carolina.**—The State department does not have any duties or responsibilities in connection with compulsory school attendance.

**North Dakota.**—Compulsory attendance not a State department responsibility.

**Ohio.**—Division of school finance. The director of education and the auditor.

**Oklahoma.**—Compulsory attendance is regarded by the State department as not a department responsibility. The law, however, authorizes and empowers the State board of education to supervise city, district, and county truancy officers.

**Oregon.**—Compulsory attendance not a responsibility of the State department.

**Pennsylvania.**—Division of child accounting and research in the bureau of administration and finance.

**Rhode Island.**—No responsibilities except for advisory services and statistical reports.

**South Carolina.**—Compulsory attendance not a responsibility of the State department.

**South Dakota.**—State superintendent or authorized agent. By law, all truancy officers, including county superintendents, and school boards, are subject to the general supervisory control of the superintendent of public instruction.

**Tennessee.**—The State department of education has no control whatever over compulsory school attendance.

**Texas.**—Compulsory attendance not a responsibility of the State department.

**Utah.**—Compulsory attendance is not a direct or an immediate responsibility of the State department. State department influence is exercised through general advisory services, and the use of attendance data, when necessary, as a factor in the allocation of State funds.

**Vermont.**—Commissioner of education, for appeals relating to enforcement.

**Virginia.**—Compulsory attendance not a direct responsibility of the State department.

**Washington.**—Compulsory attendance not a State department responsibility.

**West Virginia.**—The State department of education does not exert a direct influence on compulsory attendance.

**Wisconsin.**—Compulsory attendance not a State department responsibility.

**Wyoming.**—Compulsory attendance not a State department responsibility.

### Compulsory School Attendance Services in a few State Departments of Education

**Pennsylvania.**—In Pennsylvania the functions of the State department of public instruction relating to compulsory school attendance are the result of evolutionary changes that have been taking place in theory and practice for a comparatively long period of time. An understanding of these important changes is essential to an interpretation of present functions exercised by the State department in securing school attendance.

The State superintendent in 1894 (as quoted in the Report of the Superintendent, 1919, p. XX) said: "The appointment of a truant

officer to arrest all idle youths who are found in public places during the school hours would remedy many evils in our cities and towns." This was shortly before the enactment of a compulsory school attendance law.<sup>3</sup> The same reference (p. XXI) quotes the same State superintendent as saying in 1897: "The effect of the compulsory attendance law will, of course, be very small where public sentiment does not aid the director in the enforcement of the law. Probably the most important duty now is to create public opinion in favor of punishing parents and guardians whose negligence deprives the child of its rights to an education."

In 1903 the State superintendent of public instruction in his report of that year said, in reference to a recent legal provision for increasing teacher's salaries (p. III):

If the increase in salaries results in better schools, it will do much to secure the ends for which the compulsory attendance law was enacted. Good teaching attracts children whilst poor teaching repels them. A good school is the place to which they like to go, whilst a poor school represses their normal activities and becomes for them a place of depression, suppression, and oppression which they will gladly exchange for the street, the store, the factory, or the coal breaker. Poor teaching must be blamed for much of the truancy and irregularity of attendance at school.

Very many people misconceive the aim of the compulsory law. They talk and write as if its efficiency were to be gauged by the number of arrests, prosecutions, fines, and imprisonments to which it gives rise. A wise attendance officer resorts to these only in extreme cases and after every other means of bringing the child to school has been exhausted.

In the State superintendent's report, 1909, page XV, it is stated that—

The efforts of the teacher to secure regular attendance by making the school attractive should be supplemented by the vigilance of the attendance officer who should ferret out the causes of absence and secure, if possible, by persuasive methods, and if not, thereby fines and prosecutions, the regular attendance of every pupil, whether enrolled in public or in private schools.

In 1926 the State department of public instruction, as revealed by the State superintendent's report of that year (p. 48) took the stand that—

In modernized attendance work activities include preventive measures which help to keep children well and happily adjusted in their school work. Such activities imply individual study of the child and are largely the work of the principal, the counselor, and the teacher—and the cooperation of a trained officer. In many instances corrective measures occupy most of the attention of the attendance officer.

<sup>3</sup> The first compulsory school attendance law was enacted May 16, 1895. It provided that a child between 8 and 18 years of age should attend school for at least 16 weeks each year. The appointment of attendance officers was permissive. With reference to this the law read: "If deemed necessary for the better enforcement of this act, boards of school controllers in cities, boroughs, and townships may employ one or more persons to be known as attendance officers."

The routine work of an attendance officer includes preparing the school census; seeing that all children of compulsory school age are enrolled in a public, private, or parochial school; follow-up transfers, verifying enrollment and dismissal of children going from one school district to another or passing through the juvenile court, and also children admitted and discharged by public and private child placement agencies; and taking the necessary steps, as a last resort, to enforce the school attendance law and the child labor law.

In the same publication (p. 47) the State superintendent outlined the work of the State department of public instruction relative to school attendance and said:

The effort of the department in relation to school attendance is to supply positive, constructive service through cooperation with school districts in:

Utilizing child helping agencies in the study and solution of problems of child care, treatment, and retardation.

Coordination of local contacts between the school and the home.

Organization of material and administrative plans for school progress and child guidance.

Securing regularity of school attendance through a uniform system of child accounting and carrying out the provisions of the school attendance law.

Securing compliance with the child labor law regulating the employment of minors.

In 1929, the State legislature, acting in accordance with the leadership furnished by the State department of public instruction, changed the attendance law to permit the employment of home and school visitors by the following provision:

The board of school directors of every school district in the Commonwealth of the first, second, or third class, shall, and any district of the fourth class may, employ one or more persons to be known as attendance officers, or home and school visitors to assist in the solution of school attendance problems. *Provided:* That all home and school visitors shall be legally certified as such by the department of public instruction, upon meeting such requirements as shall be prescribed by the State council of education.

The State department took advantage of this gain in legal provisions for attendance and used its good offices to secure the appointment by local school districts of home and school visitors, whose qualifications would be determined by the State council through the State department of education, in lieu of attendance officers. The State superintendent of public instruction issued the following statement in his report in 1930:

It is hoped that all school boards will give most careful consideration to the advisability of appointing properly qualified home and school visitors. If this cannot be done at once, the subject should be considered very carefully in selecting successors to any school attendance officer who may leave the employment of a district.

The general assembly in 1937 amended the law so that those school districts employing home and school visitors legally certified by the department of public instruction are reimbursed by the State for the



salaries of such home and school visitors on the same basis as are the salaries of elementary school teachers. Under this plan the fourth class (smallest) districts may receive as high as 75 percent of their salary from the State. The part played by the State department of public instruction—beyond those activities made mandatory by law—in furnishing leadership for improving school attendance is indicated by the fact that following the enactment of the above-mentioned amendment of the school attendance law, the State department issued a statement setting forth the significance of this new provision and encouraging the local school administrative units to take advantage of it for providing highly qualified officials for pupil personnel services. Bulletin 72, *Home and School Visitor—A Manual*, published by the department in 1939, shows some of the functions performed by the State department in the field of school attendance. Growing out of the State's responsibility for participation in the payment of the salaries of home and school visitors and for the determination of their qualifications, the State department through this bulletin promulgated statements covering:

1. *The purpose of the program in which home and school visitors are to engage.*

It is evident from this publication that the State department of public instruction exercises the right to say what basic principles shall obtain throughout the State in efforts to secure school attendance. In reference to the program with which home and school visitors are to be concerned it is stated on page 9 that—

The fundamental purpose of this program has shifted with the changing philosophy of education. The way in which provisions in our school laws are worded indicates quite clearly the earlier conception of this particular function. For the most part, home and school visitors have been conceived to be, literally, attendance officers. While this particular responsibility is not now ignored, it is met in a more fundamental and in a psychologically more defensible manner in that the home and school visitor, acting in the light of her special preparation and on the basis of an enlightened philosophy of education, not only concerns herself with the fact of nonattendance or irregular attendance and employment but also interests herself in the educational, psychological, medical, and social problems and needs of children who are attendance problems, and endeavors to effect adjustments that are both educationally and socially sound.

Irregular school attendance should be recognized as a symptom resulting from conditions in the child's school situation, in his home or general community environment, or in his physical or mental condition. Very seldom does his failure to attend school regularly result from any single factor, even though one of them may figure quite prominently as a contributing cause. It is therefore all the more necessary that a complete picture of the child and his determining influences be obtained by the home and school visitor in order that meaningful and lasting adjustments may be brought about for each child with whom the visitor works.

2. *The responsibilities of home and school visitors (p. 9).*

Granting that the essential functions of the home and school visitor must remain, legally, one of bringing about more desirable school attendance, it must be recognized that to this end, it is her responsibility:

(1) To help the child to find a meaningful place in the social picture and to make available to him whatever facilities may be at hand or may be developed;

(2) To help the school adjust its program to the particular needs, interests, and capacities of the children with whom she works;

(3) To help parents and others who may come into contact with these problems to realize that the school should be allowed and encouraged to make striking departures from a conventional "three R" program in order to meet the needs of its children; and

(4) To cause the community to recognize a responsibility to its children that is greater than the provision of school facilities:

3. *Duties of the home and school visitor.*

4. *Major problems in the home and school visitor program.*

5. *Techniques for the home and school visitor.*

The numerical importance of home and school visitors, under the encouragement of the State department, is indicated by the following data for the year 1939-40: Full-time attendance officers, 335; part-time attendance officers, 615; home and school visitors, 116.

In connection with the reference to the number of attendance officers, the State department of public instruction in a recent publication makes the following summary statement relative to the fundamental principle upon which attendance practices are based:

The number of attendance officials (335 full-time and 615 part-time) thus reported may seem to be small for the more than 2,500 school districts subject to service of this kind. A changed philosophy governing the solution of problems bearing on school attendance has developed in recent years. This philosophy rejects the idea that the enforcement of school attendance shall be primarily on the level of a police function. Instead of such a standard, modern students of child accounting emphasize, rather, the social-service criterion.

The specific functions of the State department of public instruction relative to attendance are carried on through the division of child accounting and research bureau of administration and finance. The division is headed by a chief and includes one professional member bearing the title "adviser" in child accounting. The division is the responsible agency for seeing that local school districts enforce the compulsory school attendance law. The authority and the leadership furnished by the State department of public instruction for securing and improving school attendance come through: The interpretation of school laws; the general and specific responsibilities for seeing that school laws are enforced; the establishment of basic principles relative to theory and practices to govern attendance work; the controls it can exercise by virtue of its authority to determine the qualifications

of home and school visitors, to certify them, and to reimburse—in part—local school districts for their salaries; and the requirements it places upon local school districts, private schools, and attendance officers for an extensive system of records and reports related to attendance. These records include current information on each transfer case.

In exercising its functions relative to school attendance, the State department of public instruction sends staff members on field trips to investigate attendance services and conditions in school districts, to counsel with local officials relative to attendance problems, and to promote the development of public opinion favorable to improved attendance; issues publications and duplicated materials and carries on correspondence for the improvement of school attendance; prescribes and provides various forms for use by local officials in recording and reporting information dealing with attendance; analyzes reports from school districts for irregularities in attendance, low percent of attendance; and errors in reporting attendance; and prepares for publication State reports on attendance.

**Kentucky.**—In Kentucky the State department of education is by law made responsible for “supervising and enforcing the compulsory attendance laws” within the school districts of the Commonwealth. A law enacted by the State legislature in 1934 requires that a division of “attendance” be included in the organization of the State department of education. In accordance with that legal provision a division of school census and attendance is maintained, the work of which is in charge of a director. The law of that year prescribes that “there shall be employed in the State department of education at least one person, whose full time shall be devoted to the supervision of the enforcement of the compulsory attendance and school census laws.”

In order to indicate the organization and extent of the attendance work which the State department is charged to supervise and enforce, it is here pointed out that each school district of the Commonwealth constitutes a separate attendance district, except in cases where local districts may unite to form one attendance district, subject to the approval of the State board of education. Controversies arising in the attendance districts are submitted to the State board of education for settlement. The State board also has the authority to dissolve a united attendance district (School Laws, 1940). The board of education of each attendance district appoints, on recommendation of the superintendent, “an attendance officer and such assistant attendance officers as are deemed necessary.”

The ways and means available to the State department of education for enforcing the compulsory school attendance law, supervising attendance services, and, in general, securing regular school attendance are many, including specific and general, and direct and indirect

means, some of which are remote and seldom if ever exercised. For example, while attendance officers are appointed by the local school boards, the law gives the State board of education, on recommendation of the superintendent of public instruction, the power to "remove from office for immorality, misconduct in office, incompetency, or willful neglect of duty, any school board members under its jurisdiction." The law also provides that "the superintendent of public instruction shall recommend, to the proper school authorities, the removal of any superintendent of schools, principal, teachers, or other public-school officer, who in his opinion is guilty of immorality, misconduct in office, incompetency, or willful neglect of duty." Such broad, though indirect powers vested in the State department of education makes it possible for that department to express itself with authority in the administration of public education, including school attendance, which by law is placed under its management and control.

An attempt to understand the activities carried on by the Commonwealth of Kentucky in the field of school attendance is best approached through a study of the theory and principles held relative to attendance as revealed through pronouncements made by the State department of education. Publications issued by the department indicate the following assumptions as basic to the formulation and execution of compulsory school attendance practices.

1. *That it is the responsibility of the State to see that all children receive sufficient educational training to become intelligent citizens and to be intellectually equipped to earn a livelihood for themselves and those who may be dependent upon them.*

This educational principle is clearly set forth by the State department of education in its Educational Bulletin, Vol. II, No. 7, September 1934, *School Census and Attendance Administration*, page 3, in the following words:

If the parent will not urge the child to take advantage of the free educational opportunities offered, it becomes the duty of the Commonwealth to insist that the parent do his part, as a parent, to secure the education of the child. When the parent treats the child unjustly the Commonwealth steps in and protects him. The parent who would allow his child to grow to manhood or womanhood without at least a common-school education is doing him a greater wrong than when he physically maltreats him. It is, therefore, that the child may receive his educational birthright and that a democratic government may assure itself of a citizenry sufficiently educated to appreciate and to be able to enter intelligently upon the responsibilities of citizenship, that there are laws requiring school attendance.

2. *That it is costly to extend educational privileges to compensate for the educational loss resulting from absences.*

In the above publication (p. 5) the State department of education states its position on this principle as follows:

Experience has shown that the child who is present during only part of the term is frequently not promoted at the close of the school term. The

cost of reeducating these children who have already been over the work is a very large item of expense to the school district and the cost in the loss of many years of time to the children involved cannot be reckoned. Improved attendance would prevent much of this loss both to the district and to the children.

3. *That efforts to secure regular attendance are most effective when directed toward the elimination of the causes of absence.*

In the bulletin to which reference is made (p. 6) this principle is definitely enunciated by the State department of public instruction in the following language:

Absence is an effect not a cause; therefore, all absences should be investigated to determine the cause. An investigation may bring to light causes which may be corrected, and thus prevent future absences. Since actual violations of the law constitute but a small proportion of the total sessions of absence, the actual enforcement of the law should be but a small part of the duty of the school with respect to attendance.

4. *Preventive and corrective measures are the chief aspects of attendance services.*

This basic assumption, which is made in the aforementioned bulletin, constitutes a pronouncement of the State department of education for the guidance of all school officials of the State in their efforts to secure regular school attendance. On pages 6 and 7 it is stated:

There are in general two aspects to attendance work: (1) The preventive measures which help to keep children well adjusted in their school work. These include providing the child with a well-trained and competent teacher, the use of modern, well-written textbooks, a course of study adjusted to modern needs and flexible enough to make provisions for individual differences in pupils, a study of the individual child to determine his needs and make his adjustment to satisfy these needs. This phase of the work belongs largely to the superintendent, the principal and the teacher but requires the cooperation of the attendance officer to make it most effective. (2) The corrective measures that remedy more or less permanently conditions deterrent to the child's normal development and to his regular attendance at school. These will be largely the problem of the attendance officer.

5. *That attendance officers be competent to deal efficiently with the home and school problems involved in attendance.*

This assumption relative to the qualifications of attendance officers is emphasized by the State department, on page 6 of the bulletin mentioned, in the following statement:

This person (the attendance officer) is really the point of contact between the home and the school and is often the only point of contact. He must know how to investigate causes of absence without arousing opposition; how to get the facts and, at the same time, build up and strengthen at each contact the belief in the minds of parents, pupils, and in all with whom he comes in contact, that he is fair and just, impartial and sincere in his efforts to fulfill the duties of his position. Since he is to go as the representative of the school to homes of the taxpayers who support the schools, he should go not as a militant representative of the law but rather as an ambassador to establish the best possible relations of cooperation and helpfulness between the

school and the home. He must feel himself to be an essential part of the educational organization of his district, not an arm of the law injected into the educational field.

Specific functions exercised by the State department of education in attendance work include:

1. *The promulgation of rules and regulations for the purpose of supervising and enforcing the compulsory attendance laws.*

"Rules and Regulations of the State Board of Education for the Administration of the Compulsory Attendance" laws have been prepared and included in a printed bulletin of the department.

2. *The determination of the qualifications of attendance officers.*

The State board of education, upon the recommendation of the superintendent of public instruction, prepares rules and regulations for the certification of attendance officers for qualifying them for their positions. The law fixes the minimum age (25) for attendance officers, but leaves the State board the power to make other rules and regulations to govern their qualifications. The effect of such influence is indicated by the following excerpt from page 12 of the *Report of the Superintendent of Public Instruction, November 1939*:

It is interesting to note that at the present time over fifty percent of the attendance officers are college graduates and experienced teachers.

3. *The certification of attendance officers.*

Each attendance officer and each assistant attendance officer is required to hold throughout this tenure of service a valid certificate. Certification is vested in the State board of education and certificates are issued through its executive officer, the superintendent of public instruction.

4. *A responsibility for prescribing the duties of attendance officers.*

In addition to such duties as are designated in the law, the attendance officer is obligated by the law (Common School Laws, 1940) "to perform such other duties as may be assigned him by the State board of education." By this legal provision the State department can exercise broad powers over the work of the attendance officers in the school districts throughout the Commonwealth.

In accordance with this authority, the department of education has prescribed (Educational Bulletin, Vol. 11, No. 7, September 1934) the attendance officers' duties to include:

- (1) The investigation and treatment of poverty, parental incompetency, and social and economic difficulties in families any one or all of which may contribute toward depriving children of educational opportunity. . . .
- (2) Investigation of absences that are due to alleged valid excuses, but are scattered absences, and have been accumulated by a child who is not interested in school.
- (3) Investigation of all cases of illness causing irregular attendance or continued absence from school. . . .
- (4) Securing regular attendance on the part of pupils of noncompulsory attendance age. . . .
- (5) The investigation and treatment of maladjustments of children including the truants, and the use of agencies that might help in dealing with such

problem children. This sometimes requires a careful analysis of home and neighborhood situations, with a solution arrived at cooperatively with parents, teachers, principals, and superintendents.

5. *The prescription of forms to be used in connection with attendance work.*

The State board of education is, by law, given broad powers over the preparation and use of forms necessary for recording and reporting information by local school officials. With this basis of authority the State department of education has developed numerous forms to be used in connection with attendance and prescribed items included in them that are effective for the direction and control of attendance services in the school districts of the Commonwealth. Included in such forms are: School enrollment card, notice of transfer, report of withdrawals, reentrance report blank, record of case in court, physician's statement, and final notice. In connection with these forms the State department has issued printed instructions for their use and directions as to how the authorities they represent are to be carried out by the school officials.

6. *The prescription of procedures to govern the withdrawal and transfer of pupils.*

In accordance with the specific legal obligation that "the State board of education shall prescribe the forms to be used in the operation of" the section of the school law dealing with withdrawals and transfers of pupils, the State department has prescribed and provided forms for these special purposes and issued directions for their use. The following directions to school officials concerning transfers indicate the control exercised by the State department of education in this attendance problem:

Notice of transfer (Form C-A-4) shall be used by the principal or teacher to report immediately the transfer or discharge of any pupil whether within the school district or to another school district. The notice shall be made in duplicate and both copies sent to the attendance officer. The principal or teacher in charge will retain the stub. The attendance officer shall check each transfer to its completion before changing the record on the permanent census card. In case the transfer is to another school district the attendance officer shall mail the duplicate of the transfer notice to the attendance officer of the school district to which the child is moving. The attendance officer of the school district to which the child moves shall locate the child and return the duplicate transfer properly filled in to the attendance officer of the school district sending the transfer notice. The attendance officers shall change their census records when the above procedure has been completed.

7. *The direction of prosecutions for violations.*

The State board of education has broad powers exercised through the superintendent of public instruction, for instituting court procedures for violation of school laws, and for this purpose may call to its assistance the services of the county attorney or the Commonwealth's attorney. The State board of education and the State attendance

officers, in addition to local school officers, have separate and original authority to direct the institution of legal proceedings against violations of the attendance laws.

8. *The making of field trips for securing regular school attendance.*

Staff members of the State department of education in connection with field trips contribute in many ways to the improvement of general educational conditions that are essential for good school attendance. Staff members, especially the State attendance officer, render to local school officials directing and consultative services relative to supervision of attendance officers, inspection of attendance records, and investigation of law enforcement.

9. *The holding of conferences of attendance officers.*

In accordance with the school law enacted in 1934, the superintendent of public instruction, in order to carry out the educational policies of the State board of education, may call and conduct conferences of . . . attendance officers, and other regular public-school employees, on matters relating to the condition, need, and improvement of the schools." In accordance with this specific legal provision, the State department holds conferences at which the problem of improved school attendance is considered.

10. *The receiving and making of reports.*

The State department of education requires from school officials, including attendance officers, reports that cover a wide variety of data and other forms of information concerning school attendance, and prepares and issues a considerable amount of information that shows the status of attendance in the school districts of the State. As an indication of the completeness of the coverage of these reports, the items prescribed on the monthly report required by the State department of education are here listed: Absences reported, absences investigated, visits to homes, visits to schools, visits to business firms, visits to court, visits to other agencies, total visits, transfers sent, transfers received, phone calls made, letters written, form letters mailed, teachers' meetings attended, final notices served, children provided with clothing and also with food and medical attention, days spent in office, and days spent in field.

**Maryland.**—In Maryland the State supervisor of vocational rehabilitation is in charge of attendance and in that capacity bears the title of State supervisor of attendance. County attendance officers are appointed in the various counties by the county board of education, but their appointments are invalid without the written approval of the State superintendent of schools. It is not to be implied from these statements that no other officials on either the State or county staffs are concerned with attendance services. As a matter of fact, school attendance is made a concern of administrative or supervisory officials who have, in the discharge of their regular duties, opportunity to



render services that may directly or indirectly contribute to improved school attendance.

It is to be noted in this connection that the State superintendent of schools approves appointments not only of attendance officers but also of county superintendents of schools and of county supervisory officials. These functions, together with his general responsibility to enforce the school laws and to cause the State comptroller to withhold school appropriations when necessary as a means of enforcing the State school laws or the bylaws of the State board of education, place broad control over attendance in the hands of the State superintendent as chief executive officer of the State board of education and head of the State department of education.

The authority of the State department of education over school attendance is further extended through the action taken by the State board of education in passing a bylaw—which in Maryland has the force of statutory law—governing the qualifications of attendance officers. The standards thus set provide that "no person shall be employed as attendance officer unless such person shall have academic and professional preparation equivalent to that represented by an elementary school teacher's certificate of the first class."

To provide opportunities for attendance officers to further their qualifications for attendance services, the State supervisor of attendance assists the University of Maryland in organizing and conducting a 3 weeks' training course for attendance workers every third summer. Workers who attend are given college credit and secure renewal of their certificates. This is in line with the policy of the State department of education that requires summer school attendance of all persons in the field of education every fourth year for renewal of teaching certificates.

The State department of education controls and influences attendance work in the counties as a part of its general program for the improvement of educational conditions. Many of the activities of the department for this comprehensive purpose include attention to problems encountered in efforts to obtain satisfactory school attendance throughout the State. The conception of attendance work by the State department as a social service indicates that attendance is not regarded as an isolated problem to be given an entirely separate treatment from other educational problems, but that it is an integral part of the effort of the State to give every child an education commensurate with compulsory school attendance age. Consequently the State department makes use of all opportunities available to it, as occasion arises, to work with and through all school officials within its jurisdiction for securing proper school attendance. Supervisory and inspectional field-trips by members of the staff specializing in various phases of education, conferences of county superintendents

called by the State superintendent, studies of educational problems made by the State department, may each be concerned with the improvement of educational situations of which regular school attendance is an integral part.

Uniform records and reports are submitted monthly from each county and are tabulated in the State office to check the percentage of attendance in the various types of schools in each county. A monthly mimeographed statistical bulletin is distributed on the basis of these reports. The forms for attendance records and attendance services are prescribed by the State department. The annual report from each county shows for each school monthly attendance and enrollment. The State department calculates an annual index of attendance for white elementary schools and colored elementary schools in each county, taking into consideration the percent of attendance, percent of late entrants, and percent of withdrawals for preventable causes.

Group conferences and annual State meetings are planned and conducted by the State supervisor for the professional advancement of county workers. At these meetings there are discussions of individual problems that can be solved through group action and talks are given by representatives of other State agencies who come in contact with the problems of attendance workers. These group conferences and annual meetings provide, in the opinion of the State department, effectively for bringing these workers together to discuss common problems.

In the *Seventy-Third Annual Report of the State Board of Education (1939)* a report is given of the annual group meeting of attendance officers called by the State department, which includes a statement of the plan for attendance services by the various county attendance officers. They are:

The building up of a permanent record card for each child; the use of improved cumulative records for problem cases; requiring birth certificates of all children entering school the first time and checking with health records; calculating an index of attendance for each school, using late entrance and withdrawals as well as attendance; developing attendance consciousness on the part of teachers and principals; improving attendance in colored schools through transportation and school consolidation; improving attendance through an enriched junior high school program; meetings with school faculty to discuss problem cases; more attention to problem cases in first grade; developing a county program with the social agencies to provide shoes and clothing for needy children; better arrangements for the issue of employment certificates; promotion of a program of enlarged capacity in institutions to care for mental cases now in public schools; eliminating the causes for which the school is responsible which bring about withdrawal of pupils; urging elementary and high school teachers to know the homes and home conditions of each problem case; seeing that children enter school when it opens; improving attendance through hot lunches.

The State supervisor of attendance during his field work hears from each attendance worker of his problems and with him works out

a plan of procedure for meeting them. He arranges for an attendance worker to visit another one who is carrying out a program on which the first worker needs advice and help. The supervisor studies various procedures worked out by individual attendance workers and disseminates information about them to other workers. Through correspondence he takes care of questions which arise regarding improvement of records and reports, proper agencies with which to take up problem cases, desirable case work procedures, ways of improving the training of workers, etc.

Cooperation with other State agencies such as the State department of labor, public welfare, State employment, department of health, and the like, are maintained by the State supervisor of attendance, and questions that arise in different counties between school officials and these various departments are cleared through the State office.

*New York.*—The specialized services for school attendance in the State Education Department of New York are assigned to the bureau of child accounting and attendance, which consists of a chief, assistant, two attendance supervisors, stenographer, and three clerks. This bureau is in the division of school administrative services which comes under the assistant commissioner for institutional services. This official is immediately responsible for all administrative relationships with district superintendents of schools. The bureau of child accounting and attendance, as an integral part of the services included in the division of school administration, has the advantage of the cooperation of officials engaged in such activities as pertain to the reorganization of local school districts, transportation, and problems of education in rural areas. In dealing with these last-mentioned problems this division cooperates with such other divisions within the State education department, and also with other State departments, as may contribute to the promotion of services and the closer affiliation of those persons working in the rural education field. Attendance services, especially as they are concerned with the improvement of situations that condition school attendance, profit from these relationships.

The bureau of child accounting and attendance is itself specifically charged

with the supervision of the work that is carried on by local school authorities in connection with the attendance of children upon instruction and cooperates with local attendance officers and other school officials, as well as with those welfare groups whose purpose is to preserve, insofar as possible, opportunities for school advantages for those children who must overcome adverse conditions of some sort. This bureau is responsible for the administration of the compulsory education law and for the supervision of the issuance by superintendents of schools of employment certificates and vacation work permits.

\* Organization and Functions of the New York State Education Department, No. 1118, June 1937. The University of the State of New York Press.

The authority over school attendance granted by law to the New York State Education Department is broad and sweeping. In this State the legal provisions governing both school attendance and employment of children are made a part of the same law (art. 23) and are dealt with as related activities under the heading "Compulsory Education." By section 643 of this article it is prescribed that—

the Commissioner of education shall supervise the enforcement of this law and he may withhold one-half of all public moneys from any city or district, which in his judgment, willfully omits and refuses to enforce the provisions of this article, after due notice, so often and so long as such willful omission and refusal shall, in his judgment, occur, or continue.

In carrying out the legal obligation to enforce the compulsory attendance law, the State education department interprets the law to enforcement officers; prepares and issues directions for securing proper school attendance; prescribes procedures to be followed in the appointment of qualified attendance officers; holds conferences of attendance workers; prescribes forms for use in attendance services; reports on attendance conditions in the State; and carries on a campaign for the development of public opinion to support the State's efforts in providing educational and welfare conditions conducive to good school attendance.

The State directs the work of attendance officers through attendance supervisors connected with the bureau, who, when on visits to the various school districts, consult with local attendance officers. Information regarding the law and its enforcement is also sent to all school districts. The chief of the bureau, through correspondence, advises on various sections of the compulsory education law and studies the different sections, giving suggestions at various times for amendment, one of the latest amendments being the raising of requirements for attendance supervisors throughout the State, with the exception of town officers.

The State education department prescribes and furnishes the register of attendance for use by schools in meeting the provisions of the compulsory education law and issues specific directions for keeping it and for the use to which it is to be put. The bureau also sets up all the various forms to be used in collecting and recording information on attendance. It is also required, by legal provision, that the commissioner of education prescribe or approve the form and contents of all certificates, physical examination records, schooling records, work permits, and badges prescribed by law.

The State education department looks behind the objective data on nonattendance to discover what factors are operating that are contributory to absence of pupils. To this end it, therefore, includes in its program for improved school attendance, the promotion of ways

and means for supplying pupils with needed welfare services. It also attacks the problem of transportation of pupils as an influence on school attendance. With reference to this the State education department has said in its instructions to school officials (State Department Bulletin No. 1141, Child Accounting and School Attendance, June 1, 1938, pp. 18 and 19):

There is frequently a direct relation between distance from school and attendance. Investigators have found, in certain instances, distances from school to be the most important influence of all. The prompt and effective adjustment of transportation problems is therefore one which should receive the most careful attention.

The State education department takes the viewpoint that services for the improvement of school attendance are not the responsibility solely of attendance officers, but that all school officials and welfare officers have responsibilities to discharge that contribute to improved school attendance. The State education department has outlined in one of its publications (Child Accounting and School Attendance, No. 1141, June 1, 1938, University of the State of New York Press) a statement on "powers and duties of school authorities and others in connection with attendance." These powers and duties and *cooperative* responsibilities are specifically outlined by points for: Boards of education, trustees, town boards, health officer, welfare officer, courts, superintendents of schools, principal or head teacher, attendance officer, teacher, medical inspector, school nurse, census enumerator, and parents.

The extent of the control of the State education department over attendance services throughout the State is indicated by instructions issued (op. cit.) to cover the duties of the attendance officer:

1. To visit the schools of his district, particularly when school opens, to know conditions therein.
2. To investigate cases where minors on the census are not enrolled: to require the attendance of any of them required by law to attend and otherwise to assist principal or teacher in making census and enrollment report.
3. To investigate cases of absence (or tardiness) given him by school authorities and to make promptly report of facts and disposal of the case, to said school authorities.
4. To secure the aid of the welfare officials in cases of indigence where necessary.
5. To make a study of the welfare agencies of his district, to cooperate with them, and to secure their assistance where cases need help.
6. To summon parents and children to preliminary hearings when arranged by the superintendent or his representative upon request of officer in order to settle troublesome cases in conference.
7. To make complaint in court where other efforts have failed to secure enforcement of the law.
8. To cooperate with other attendance officers and assist them, particularly in connection with resident pupils not attending in district of residence.

- 9. To make daily record of work done and to make three copies of monthly report—one to be retained, two for superintendent, of which one is to be forwarded to the Bureau of Child Accounting and Attendance.
- 10. To attend conferences, supervisory district, county, or other, called by the district superintendent or by the State education department for the consideration of attendance and child adjustment problems.

In pointing out the duties of attendance officers, the State department emphasizes that all possible ways and means should be attempted to secure compliance with the compulsory education law before resorting to prosecution of violators.

It states (op. cit., p. 47) that—

Where knowledge of the requirements of the law presented to parents by the attendance officer, together with such other assistance as he and others can give, fails to remedy the situation and is met with evasion or defiance, it becomes necessary for the officer to take the matter to the courts charged with the responsibility of imposing the penalties provided by law to be imposed upon parents failing to comply with its provisions.

In connection with this statement of the duties of attendance officers, it is pointed out that the State education department emphasizes the importance of all schools, both public and private, understanding the pupil in order to meet his individual needs—physical, mental, and social—and that for this purpose his home and community backgrounds should be studied, as his social attitudes and his progress in educational training are conditioned by them. As a consequence of the acceptance on the part of education of these expanded services to pupils, the State education department further outlines the duties to be performed by attendance officers and holds that (op. cit., p. 38)—

the responsibilities of teachers and all other school representatives have greatly changed and broadened. Nowhere is this more evident than in the work of the attendance officer. Formerly his duties were closely akin to those of a policeman. Now, as the representative of the school in the home and in the community, he is required to understand school and child situations and he must cooperate intelligently with other school officers. He must be able to interview parents and to investigate cases with skill and understanding and with the purpose of rendering assistance. He must interpret school situations to parents and to children, merit the confidence of public officials concerned with child welfare and family relief, and cooperate with private agencies affecting children and families. His work has become primarily social instead of legalistic. He adjusts every case which can be so adjusted by conference and preliminary hearing and secures court assistance only when other procedures have not been able to terminate the neglect of children.

The State education department also influences school attendance through the interpretation it places upon significant attendance terms and the regulations it prescribes to govern functions they represent. Two examples (op. cit., p. 24) serve to indicate this:

Tardiness is frequently a cause of considerable loss and confusion. It should be remembered that from the standpoint of the law, tardiness is

absence. Where persistent, it should receive the same attention as other absence, and parents and children proceed against it if necessary in order to correct the trouble. School work is seriously interfered with by persistent tardiness which is always accompanied by other bad conditions, indicating disorganization and poor management.

A question frequently asked is whether a pupil is to be marked tardy if the bus bringing him is late in arriving. The answer is that *if a pupil is not in his place at the required time, he is tardy and is to be so marked*. The register must show the fact. The letter "B" may be used to indicate cause of tardiness. The pupil is not responsible and his report card need not show tardiness of this sort, if school authorities so determine.

On the superintendent's or principal's monthly report two letters may be used where tardiness is involved, as 17B-15T, meaning 17 cases of tardiness due to bus and 15 to other causes.

The totals for the year will be of interest and value in showing the regularity of bus service.

The bus driver should be required to make a written report to the principal as to the cause of lateness when he fails to arrive on time. Such instances are surprisingly few when the service is well organized.

Also the following example (op. cit., p. 23):

The success of a school in attendance is to be judged by the record of all pupils registered, not by its success with those only who are over 7 and under 16 years. Any procedure not requiring regular attendance of all registered pupils would develop habits of tardiness and irregular attendance among younger children which no amount of later effort could eradicate, while pupils over 16 years and in some instances their parents might feel that irregular attendance was for such pupils to be allowed. This would be decidedly bad as giving special privileges to certain children and, further, would interfere with their school progress and with the work of the school. Each minor between 5 and 21 years of age has a right to attend school. The requirement of regular attendance is not a contravention of this right. It is an expression of the duty of school authorities to set up suitable rules and regulations for the proper and successful administration of the schools in their charge. The board of education or the trustee should establish a rule requiring regular attendance on the part of all pupils registered and insist upon its definite observance.

While the State education department has no direct responsibility for the selection of attendance officers, it does exercise an indirect influence through the recommendations and requirements it makes concerning procedures to be followed in their selection and in the establishment of qualifications for the position. In certain school districts the selection and appointment of attendance officers is the full responsibility of the local board of education; in districts having civil service provisions, the school board is limited in its appointing powers to a list of eligibles provided by the municipal civil service commission. For districts where the appointment of an attendance officer is the full responsibility of the board of education, the State education department has issued instructions, in accordance with legal provisions, for the composition of an eligibility board to determine the qualifications of candidates, and offers the aid of the bureau

of child accounting and attendance in preparation for the written examination of candidates, and in the consideration of their records, interviews given those who have satisfied examination requirements. For districts where such office is a classified civil service position, the State education department and the State civil service commission have agreed to a list of regulations, issued by the State education department, to bring about desirable cooperation between local boards of education and municipal civil service commissions to the end that procedures most effective for the selection and appointment of desirable attendance officers shall obtain. Local boards of education are required, upon the appointment of an attendance officer, to file with the bureau of child accounting and attendance of the State education department a statement of his qualifications.

The State education department also influences and exercises control over school attendance through the forms it prescribes for recording and reporting data and other forms of information on school attendance. The department through its bureau of child accounting and attendance sets up the various forms to be used and furnishes the same to local authorities. In its instructions, the department states (op. cit., p. 47):

It is important that attendance officers have on file both with the school authorities and with the bureau of child accounting and attendance a definite record of their work in fulfilling the duties of their office.

Copies of the monthly reports of the work of attendance officers are transmitted to the bureau of child accounting and attendance. Reports on attendance are analyzed by the bureau and also sent to the supervisors in the field for study by them and at the end of each year the record for the entire school year is analyzed by the supervisors and a copy of their findings is sent to each superintendent.

**Connecticut.**—The compulsory school attendance law is administered by the State board of education. In towns under State supervision, the administration is direct through the supervising agents who are also attendance officers. The "compelling agents" (officials charged with the enforcement of school laws) under the employment statute are also "attendance agents" and to them are assigned the towns that do not have truant officers and are not in the State supervision system. In most of the large cities there are truant officers. In these cities the State board of education does not attempt to enforce the attendance law except when assistance may be rendered to the local truant officers. The "supervising agent," in connection with the teacher, endeavors to secure by personal visitation and by notices, regular attendance. If these efforts fail, the whole case is transmitted to the State department of education and a special agent investigates, prosecuting if necessary.

The administration of the compulsory school attendance law—



including investigation and prosecution, on a State-wide basis when necessary—is placed in the division of attendance and employment, also known as the division of law and attendance. The State board of education has one “prosecuting agent,” appointed in accordance with legal provisions. (Laws relating to Education, 1940.) There are also two field agents (supervisors) who attend to compulsory school attendance matters in connection with other duties. There is one principal clerk in the division of law.

A report on “enumeration of children” which includes data, for each child, on nonattendance and the reasons for the same is made annually by each “town” and a copy sent to the State board of education by December 1. The State department of education requires a special “report of attendance” by school districts to be made the last Friday of each calendar month. Included in this report is the date of birth of each child, his age, and a record of his absences. The report requires that the cause of each absence be specifically stated. Notices to parents of the nonattendance of their children are issued under the name of “Connecticut State Board of Education.” A violation of the school attendance law that is to be taken to the court is made on a form “attendance at school complaint” in the name of the State of Connecticut and signed by a “prosecuting attorney” and the “prosecuting agent of the Connecticut State Board of Education.” All forms for making reports, issuing notices, and taking action relative to school attendance are prescribed and furnished by the State department of education.

The department concerns itself not only with the enforcement of the school attendance laws but with the causes of nonattendance and remedial measures. The State requires the physical and mental examination of the “uncared-for, neglected, delinquent, or dependent child” and prescribes the items to be included in the examination, before commitment to any State institution. An “investigation report” is also made on a case going to the juvenile court. This report includes information on the family of the child, the social and economic conditions under which he lives, and his school and employment records. State aid for education and the transfer of pupils from one district to another for special educational advantages at public cost, also contribute to adjustments in educational opportunities that make for better school attendance of pupils of compulsory school age.

The State department extends its influence to secure the proper attendance of children of compulsory school age enrolled in private schools through a legal authorization (Law relating to education, sec. 44, 1940) that provides:

Attendance of children at a school other than a public school shall not be regarded as compliance with the laws of the State requiring parents and other persons having control of children to cause them to attend school,

unless the teachers or persons having control of such school shall keep a register of attendance in the form and manner prescribed by the State board of education for the public schools, which register shall, at all times during school hours, be open to the inspection of the secretary and agents of the State board of education, and shall make such reports and returns concerning the school under their charge to the secretary of the State board of education as are required from boards of education concerning the public schools, except that no report concerning finance shall be required. The secretary of the State board of education shall furnish to the teachers or persons having charge of any school, on their request, such registers and blanks for returns as may be necessary for compliance with the provisions of this section.

**Delaware.**—The State board of education is obligated by law to prescribe rules and regulations, "providing for the enforcement of school attendance." The boards of education of the "special school districts" are required by law to enforce the provisions of the compulsory school attendance law in accordance with the rules and regulations of the State board of education. The State board of education employs four visiting teachers to serve as attendance officers in the State board unit<sup>5</sup> which consists of 157 attendance units.

Persons conducting private schools are required to report to the State board of education annually as to enrollment, age of pupils, and attendance. They are also required to submit a monthly report on forms provided by the State board of education, to the State board of education. These reports include the name of each pupil enrolled, the date of enrollment, and total days of attendance.

The department of public instruction furnishes the *Compulsory Attendance Law* form required to give notice to parents; the *Permit to be Excused from Public-School Attendance*, one copy of which goes to the department of public instruction, and the *Application to be Excused from Public-School Attendance* which is sent to the State department of public instruction if the child lives within the State board unit.

The department of public instruction analyzes, compiles, and includes in the annual report, data on compulsory school attendance which show the number of families that have been given nonattendance notices, children involved, cases brought before courts, parents fined, and parents paying costs.

### Control of State Departments of Education Over Private-School Attendance

Some States lay upon private schools certain legal prescriptions that must be met in order that attendance upon instruction given by them may be accepted as fulfilling legal requirements for compulsory education. Such prescriptions constitute State controls over compul-

<sup>5</sup> In Delaware there are 13 special districts and also the city of Wilmington, each having its own school board and superintendent. The rest of the schools of the State are in the State board unit and are administered by that board. One third of the total State enrollment is in the State board unit.

sory education, and State departments of education have either general or specific authorization for seeing that they are enforced. These prescriptions vary from specific provisions that are potent controls to prescribed generalities which are almost impotent unless given effective administrative interpretation. Below are provisions obtaining in States having rather specific prescriptions for controlling attendance in private schools.

**Alabama.**—Schools holding a certificate issued by the State superintendent of education, showing that such schools conform to standards provided by law. Teachers are certified by the State superintendent. A tutor must hold a certificate issued by the State superintendent of education.

**Connecticut.**—Instruction must be equivalent to that provided in public schools. Schools must keep a register of attendance in the form and manner prescribed by the State board of education.

**Florida.**—Instruction at a private school or with a private tutor that meets all requirements prescribed by law and by regulations of the State board of education.

**Indiana.**—Taught in the English language and open to the inspection of local and State attendance officers.

**Kentucky.**—Approved by the State board of education; in session for a term not shorter than that of the public schools.

**Maine.**—Required to give equivalent instruction for a like period of time as public schools; course of study and methods of instruction to be approved by the State commissioner of education.

**Michigan.**—Must meet State requirements as to courses of study.

**New Hampshire.**—Pupils may attend a private school approved by the State board through the commissioner of education.

**New Mexico.**—Children may attend private or denominational schools maintaining courses of instruction approved by the State board of education.

**North Dakota.**—The approval of private and parochial schools by a county superintendent is subject to appeal to the State superintendent of public instruction.

**Rhode Island.**—Private schools must be approved and registered by the State board of education.

**Virginia.**—Parents may send their children to a private denominational or parochial school or have them taught by a tutor or teacher of qualifications prescribed by the State board of education and approved by the division superintendent for the periods each year that the public schools are in session.

### Conclusions

1. Probably no State department of education is without sufficient legal authorization, either of a general or specific character, to enable it to exercise a strong influence for the enforcement of the compulsory school attendance law. General authorizations to State departments in which inhere potential power for enforcement include such legal provisions as relate to: Responsibility for the enforcement of all school laws, supervision of the public system of education, prescription of rules and regulations for the improvement of educational conditions, and interpretation of school laws.

2. A State department of education has a responsibility for fur-

nishing general leadership and for exercising functions, inherent in a State agency for education, that look to the establishment of provisions for public welfare which will contribute to the elimination of economic and health conditions affecting the operation of compulsory school attendance laws.

3. There are some indirect but powerful practices, based upon legal-authorizations, that may be used by State departments of education, in States where such authorizations exist, for securing better school attendance. Especially to be mentioned are: Imposition upon local school officials of conditions for receiving State aid; approval of appointments or qualifications of local school officials having any kind of responsibility for the enforcement of school-attendance laws; State aid for transportation of pupils.

4. State departments of education have a responsibility for assistance in bringing about proper and adequate educational opportunities, for youth of compulsory school age, that will be conducive to school attendance.

5. State departments of education have a responsibility for developing practices relative to transfer, occasioned by change of residence, that will contribute to the elimination of nonattendance due to this cause.

6. A State department of education has a responsibility for contributing to the development of public opinion in the State and in the local community that will support the enforcement of the compulsory school attendance law. The lack of such supporting public opinion is in some States the greatest deterrent to the enforcement of provisions for compulsory education.

### School Census

A census of children entitled to public-school privileges is the historic method for obtaining objective data on which to base plans for needed school facilities and for the distribution of State funds for educational purposes. On the following pages is information relative to the functions exercised by State departments of education that pertain to the enumeration of school children.

#### Roll of States

**Alabama.**—Functions concerned with the school census are made the responsibility of the division of administration and finance, supervisor of research and surveys. The enumeration is taken every 2 years and the law authorizes that it be made in accordance with rules and regulations of the State board of education. The State superintendent prepares all forms for taking and compiling the census and submits them to the State board of education for approval. All forms are furnished by the State. Consolidated reports are sent by county and city superintendents to the State department. The State department uses the census data for the distribution of school funds and for general school planning.

- Arizona.**—The State of Arizona does not take a school census.
- Arkansas.**—An annual enumeration of all educable children of census age is made, in accordance with law, under the supervision, direction, and control of the State board of education. The State board is charged with the responsibility of setting up a general plan for taking the enumeration, including "directions." In case of illegal enumeration, by the local officials, the State board of education is authorized by law to require another enumeration. State department work concerned with the school census comes under the assistant commissioner of education. The State department prepares and prints all forms used for enumerating and compiling census data. Reports on the enumeration made by the local units are sent to the State department. The department checks the reports for accuracy. Census data are used by the department for planning purposes and for the distribution of the common school fund.
- California.**—The State of California does not take a school census.
- Colorado.**—Reports on the annual school census are certified by county superintendents to the State superintendent of public instruction. The forms used are prepared and furnished by the State department. State school funds are apportioned on the basis of the school census.
- Connecticut.**—State department work pertaining to the census is the responsibility of the division of attendance and employment. The State department of education prescribes and issues detailed instructions and suggestions to be followed by enumerators in taking the annual school census. The State department prescribes and furnishes all forms used in connection with the school census. The census data are used by the State department as a basis for apportioning funds, for enforcement of child labor provisions, and for educational planning.
- Delaware.**—The law prescribes that local school superintendents take the school census when required by the State board of education. No school census has been taken for 10 years.
- Florida.**—The State department prescribes the forms used for the enumeration of school children and for compiling and reporting the data. County superintendents report physically handicapped children to the State superintendent.
- Georgia.**—The census work is assigned to the division of school administration. The census is taken every 5 years and for this purpose the office of the State superintendent of schools prepares rules and regulations governing the taking of the census, prepares the forms, sends them out, and upon the return of the forms to the State office, tabulates, prints, and circulates the reports. The census reports are used as a basis for distributing State school funds.
- Idaho.**—The State board of education prepares the forms used in connection with the school census. The forms are printed commercially and furnished to the county superintendents.
- Illinois.**—There is no *obligatory* school census law and the State department does not exercise any authority in the matter. ~~While~~ no *official* census is required, most school districts do take a census, and a copy of the data is sent to the State department and included in its annual report.
- Indiana.**—By an act of the legislature, approved March 9, 1933, average daily attendance was substituted for school census figures as a basis for the distribution of school funds by the State and as a consequence the school census was discontinued.

**Iowa.**—Census data are received by the State department from county superintendents and are prepared by the statistician for inclusion in the biennial report of the department. The forms used in making the school enumeration are purchased by local school boards from school supply houses. The biennial census data are used as a basis for the distribution of State funds.

**Kansas.**—The State department prescribes and furnishes the forms for the annual school census. Summary reports of the local enumerations are sent by county superintendents to the State superintendent. Tabulations are made in the State department to be used as the basis for the distribution of State funds.

**Kentucky.**—The census work is assigned to the Division of census and attendance. The State department of education prescribes and furnishes the forms for the local districts to take an annual school census and for keeping a continuous school census by means of monthly forms. The State department of public instruction receives summary reports of the census returns and distributes State funds on the basis of the census data.

**Louisiana.**—All forms used in making the annual school census and in reporting the data are prepared and furnished by the State board of education. The local (parish) school boards send reports on the census to the State superintendent. Census data are used by the State department as a basis for the distribution of school funds.

**Maine.**—The forms for taking the annual school census are prescribed and furnished by the commissioner of education. The "town" superintendent transmits a certified report to the State commissioner. If the State commissioner of education on examination of the census report from any town finds that the census has been inaccurately taken, he reports to the Governor and council who may require the census to be retaken.

The commissioner of education distributes school funds on the basis of census data.

**Maryland.**—The State board of education is obligated by law to prescribe, through the State superintendent, rules and regulations for taking the biennial school census, and the forms used in connection therewith. The county superintendents make census reports for their respective counties to the State superintendent. The census data are used by the State department in studying school problems. The State superintendent distributes public-school funds on the basis of census data.

**Massachusetts.**—The State commissioner of education prepares and furnishes the forms for the annual school census taken by the school officials of the "towns." The enumeration by the "towns" are reported to the commissioner of education. The State department uses the census information for studying school problems.

**Michigan.**—The general administration and enforcement of the census law is through the department of public instruction, division of child accounting. Michigan adopted as a part of its uniform child accounting law, a continuous census. The department of public instruction requires data on age and sex. These data are used for the distribution of the "primary" school interest fund money in the State. For the collection of these data the State department prescribes two forms, one a field sheet and "family record," the other a blank for recording the "children of school age," by sex.

- Minnesota.**—The forms for taking the annual census are prescribed and furnished by the State superintendent. The State commissioner of education receives census data from the county superintendent. He uses these for studying problems in the administration of the schools of the State and for apportioning certain funds. The law provides that the "income tax school fund" be distributed to all the districts in the State on the basis of population of compulsory school age.
- Mississippi.**—The director of information and statistics in the State department of education has charge of the school census. The necessary blanks are prepared in his office and sent to the county superintendent of each county. One copy of the returns is sent to the State department. The census data are used as a basis for the distribution of State school funds. The State board is authorized by law to reject, for cause, any local enumeration and order another enumeration made.
- Missouri.**—The State department of education prepares the enumeration blanks for the annual school census and sends them to the county superintendents for the use of enumerators. An abstract of the county enumeration is sent to the State superintendent on a form prescribed by that official. The State superintendent uses census data for educational planning and includes them in his annual report.
- Montana.**—The forms for taking the annual school census are prescribed by the State department. County reports are made to the State superintendent who uses the census data as a basis for the apportionment to counties of the "common-school interest and income funds."
- Nebraska.**—The State department of public instruction prescribes the forms used in connection with the annual school census. County superintendents make reports on the enumeration to the State superintendent. Census data are used by that official in apportioning school funds.
- Nevada.**—The law prescribes that the State board of education is "authorized to provide for the taking of a school census . . . whenever in the judgment of the said State board it appears advisable." A school census is not taken.
- New Hampshire.**—The forms used for the annual enumeration of school children are prepared and furnished by the State board of education. That board is also empowered to require a local board to provide adequate census enumerators. The census report to the State board of education is made by local school districts. The census data are used by the State department for educational planning.
- New Jersey.**—The State department of public instruction furnishes forms for school districts of the State that desire to keep a continuous census.
- New Mexico.**—The forms for the annual census, which include items prescribed by law, are suggested by the State department. By regulations of the State board of education, county superintendents report on the number of children, by sex, of census age. The distribution of the current school funds of the State to the local districts is based on the census figures.
- New York.**—The functions of the State department of education pertaining to the school census fall within the bureau of child accounting and attendance. Blanks and instructions for the annual enumeration of children in all cities except the first class—first-class cities are required to keep a continuous census—are furnished by the bureau. The State department requires a report known as Census and Enrollment Annual Report, from all school districts of the State. The bureau checks these

reports for accuracy and also to determine whether all children are legally accounted for by enrollment either in public or private schools or by being legally exempt from attendance. Each year an analysis of these reports is published by the bureau. Blanks for the census enrollment reports are supplied by the State, and the school census blanks for rural districts are also furnished. The supervisors of attendance connected with the bureau inspect the various census set-ups and give suggestions as to keeping records and as to changes which appear to be necessary.

**North Carolina.**—The State board of education is "directed to adopt such rules and regulations as it may deem necessary for taking a complete census of the school population and for installing and keeping in the office of the county superintendent in each county of the State a continuous census of the school population." The director of finance and statistics advises that "we do not conduct a school census except by having State records furnished us by each unit showing the enrollment and average daily attendance of the various units."

**North Dakota.**—The forms for the annual school census are suggested by the State department of education. The census data are reported by county superintendents of schools to the State department of public instruction. The State department uses the census as a basis for prorating certain school money to the school districts.

**Ohio.**—In accordance with legal provisions, the State department prescribes forms for taking an annual census. An abstract of the census taken in the local units is reported to the State department. A report on the census is included in the annual report of the department to the Governor. The law prescribes that certain apportionments of money be on the basis of the school census.

**Oklahoma.**—The law prescribes that the forms used for taking the annual school enumeration shall be furnished by the State superintendent. It also provides that he shall furnish instructions for their use. County superintendents of schools make a census report for their respective counties to the State superintendent. The school census data are used by the State superintendent in apportioning school funds, in reporting to the Governor, and in the study of administration problems.

**Oregon.**—The State department of education prescribes and prints the forms used in connection with the annual school census and furnishes them, through the county superintendents, for the use of the local school districts. Each county superintendent includes the census data in his annual report to the State superintendent. The State superintendent of public instruction is required by law to report to the legislative assembly, biennially, the number of persons of census age. He also uses the census data as a basis for the apportionment of income from the permanent school fund of the State. The State department also uses the census figures in its research studies of administrative problems.

**Pennsylvania.**—The forms used in connection with the school census are prescribed and furnished by the State superintendent of public instruction. A summary of the census data is furnished the State superintendent by each local superintendent. The State department uses the census data for research purposes and for administrative planning.

**Rhode Island.**—The blank forms used for the annual school census are prescribed and furnished by the State director of education. A summary



of the census returns from each "town" is transmitted to the State director, who uses the information for checking on school attendance and for administrative planning.

**South Carolina.**—The State department prescribes and furnishes the forms used for an annual complete census of all children of school age.

**South Dakota.**—The State department of education receives a copy of the report on the school census made by a county superintendent to the commissioner of school and public lands. The State department compiles and uses these data in State reports and studies. The State superintendent also distributes "property tax replacement appropriation on basis of school census."

**Tennessee.**—The forms used in taking and reporting the biennial enumeration of school children are prescribed and furnished by the State commissioner of education. Reports on the enumeration are made by county superintendents to the State commissioner of education. The commissioner uses the census data in making his annual report on education and in studying school administrative problems.

**Texas.**—The State department of education, through the director of the census division, has "general oversight" of the administration of the census law. The State office prescribes and furnishes the forms used in taking and reporting the enumeration. It also corrects by "checking and rechecking" the summary reports received from county superintendents. The census data are used by the State department of education for studying school administrative problems and for "paying State per capita."

**Utah.**—The annual school census is taken locally under the general direction of the State superintendent of public instruction. The forms used in taking and reporting the census are prescribed and furnished by the State department of public instruction. The clerk of the school board of each district prepares a census report which is sent to the State superintendent. The census data are used by the State department for studying educational conditions and for distributing the district school fund.

**Vermont.**—The State department of education requires the clerk of each local school board to furnish a "tabulated summary of school census," listing children by age and sex. Census data are used by the State department in studying administrative problems.

**Virginia.**—The law prescribes that the school census be taken every 5 years and also empowers the State board of education to take a census at any time it deems "such census necessary for the equitable distribution of State school funds." A report of the census returns for each county to the State superintendent is required. The census data are used for the apportionment of school funds and other problems of an administrative nature.

**Washington.**—The State department of education has no responsibility for the annual school census.

**West Virginia.**—"The State department of education does not exert a direct influence on the school census." The State department prescribes and furnishes a summary form to be used by county superintendents in making a required report to the State department. The State department uses the census data for studying educational problems in the State.

**Wisconsin.**—The State superintendent prescribes and furnishes the blanks for taking and reporting the annual school census. Reports of the census returns are furnished the State superintendent. That official uses the census figures for the allotment of certain funds to the schools.

**Wyoming.**—The law provides that the State department of education prescribe the rules and regulations for taking the annual census and also prescribe and furnish the forms to be used. Reports on the enumeration are filed with county superintendents, and copies sent to the State department of education. The State department uses the census data in computing distribution of the "land income fund" and for studying administrative problems.

States using the school census in the distribution of State school funds to the local school districts are confronted with the problem of making the school census represent more nearly the educational load of the various districts. To this end, State departments of education are discussing ways and means for obtaining a more accurate census count by districts. Several State departments are authorized to require that the census in any school district of the State be retaken if, in the judgment of the State superintendent, the accuracy of the enumeration is open to question. The expense for such a re-enumeration is usually placed by law upon the local school district. This provision stimulates the local district to greater accuracy in taking the school census. Moreover, the forms issued by the State departments of education are drawn more carefully than previously with a view to prevent padding to the individual districts and the overlapping among school districts in their enumeration reports.

### Conclusions

A school census is in most States a statutory requirement. This is true despite the fact that some States make but limited use of census data for any significant purposes that could not be served equally as well or better by other means. However, the accuracy with which the school census is taken and reported and the applications made of census data for the solution of current administrative problems should determine the advisability of continuing the school census. Certainly a school census should not be discontinued until a substitute means has been developed for realizing the objectives for which the census was originally intended to serve. In any case, the State department of education has responsibility for planning, advocating, and executing—insofar as it has authority to do so—practices that it deems best for securing accurate pupil accounting.

The main purpose of a census is to keep account of all children of school ages in order to have at hand good estimates of future school needs and also to make possible a better enforcement of the compulsory school laws. The kind of a census which best satisfies this need is the continuous census which is found, State-wide, in only 2 States—Kentucky and North Carolina. The continuous census (keeping the census record up to date by individual entries and deletions as

they occur) is often carried on by individual school systems. It should be extended to each State as a whole. Next to a continuous census, one every year is best. A census every 4 or 5 years is of little value for pupil accounting. State departments of education could render a valuable service to education by encouraging individual school systems to use the continuous school census, by issuing publications describing its use so that its final adoption by the State as a whole will follow.

### Child Labor

In only a few States does the chief State school officer in the State department of education have anything to do with child-labor laws and regulations. These States are Connecticut, Delaware, Kentucky, Michigan, Missouri, Nevada, New Hampshire, New Jersey, New York, Ohio, Oklahoma, and West Virginia. In 3 of these States—Missouri, Oklahoma, and West Virginia—the only function seems to be to furnish the blanks used by local schools in issuing work permits. The functions of the State department in the other 9 States are as follows:

#### Roll of States

**Connecticut.**—The division of attendance and employment of the State department of education appoints and supervises all enforcement officers and has full control of the issuance of work permits.

**Delaware.**—The State superintendent is empowered to issue employment certificates.

**Kentucky.**—The director of attendance and census handles child-labor affairs insofar as the State department of education is concerned. The State department issues all forms used in child employment and cooperates with the State labor department in the enforcement of the labor laws. The State department is specifically empowered to cancel work certificates and inspect records of child employment in places of employment.

**Michigan.**—The department of public instruction receives duplicates of work permits issued to the State and incorporates data from these permits in statistical reports.

**Nevada.**—The State superintendent has the authority to enforce the child-labor law insofar as it concerns the employment of minors under the age of 14.

**New Hampshire.**—The State department furnishes forms for use by local schools in issuing work permits and supervises the enforcement of the child-labor laws of the State. Upon request, the board of health cooperates in determining health conditions of factories.

**New Jersey.**—Special "age and school" certificates are issued by the commissioner of education.

**New York.**—The bureau of child accounting and attendance of the State department of education supervises the issuance of employment certificates, and jointly with the State labor department, the child-labor laws.

**Ohio.**—The division of finance of the State department of education prescribes the form of the work certificates used in the State, receives duplicates of work certificates, and reports on the data on these certificates in its statistical reports.

### Conclusions

The division of responsibility between the school and those familiar with labor conditions in regard to child labor seems fairly clear. The compulsory school laws of the States give prime responsibility to the school to see that children of certain ages should be in school. Society, too, is more and more placing upon the school the responsibility for the supervision of extracurricular and out-of-school environment of the child. The school is definitely interested in the all-round development of the child, and labor officials are likewise interested in proper working conditions for children of various ages if they are to be permitted to work.

For these reasons it seems clear that the school official should be the prime judge as to the issuance of individual work permits, while the labor official should have prime responsibility for working conditions. Both should be concerned with naming the occupations and hours which pupils might work since a knowledge of both the occupation and the pupils' abilities and needs are involved.

Since there is need for uniformity throughout a State in order to have a joint administration of those phases of child-labor laws affecting the uniformity of school-attendance laws, the rules for the issuance of work permits should be in the hands of the State department of education. This department should also have the authority to vary the conditions on which work permits are issued to conform with the changing needs. The issuance of work permits by local school authorities should be under the general control of the State department of education. Statistical information on the issuance of work permits should be on file in the State department of education for use in planning and revising practices relating to school attendance and employment of children.

## Part II.

### Guidance in State Departments of Education

#### Development and Early Activities

**G**UIDANCE SERVICE in schools is a development of the last few decades. At first such service consisted simply of furnishing information about occupations and employment opportunities. The development did not get its real impetus until about the time of World War I, or soon after when various trade, intelligence, and achievement tests, and the first specific aptitude tests were introduced into educational and industrial circles. Since then, of course, the whole field of personality development has become the subject of study and the guidance area has been widened to cover all the aspects of the intellectual, emotional, and vocational needs of pupils.

Guidance work in State departments of education naturally came after the actual development of guidance techniques in the schools, since State departments of education do not operate schools and most of them do not have facilities for experimental work in the field. The development of guidance work in State departments of education may be divided into two periods. The first is roughly 1920-30. This was a period when the concepts of individualized instruction and the child-centered school were slowly taking hold of the field worker in instruction in State departments of education. No guidance work apart from such instructional services was envisaged except for very specialized services as relate to handicapped children. Wisconsin, New York, California, and other State departments developed services for these very obvious misfits in the ordinary curriculum.<sup>1</sup> It was during this period that some State departments, California, for example, accepted the concept that guidance is an emphasis in education rather than a separate instructional service. State departments in which administration has accepted that philosophy have tended to incorporate and integrate guidance directly into their supervisory programs.

The early part of the decade 1930-40, the second period of development, was a period of exploration on the part of State departments of education. A majority of them became interested in this new phase of education and undertook various promotional activities such as those described below:

*Inclusion of occupational information in State courses of study.*  
During this period a few State departments of education included in

<sup>1</sup> Specialized services for handicapped children are described in Monograph No. 10 of this series entitled *State Supervisory Programs for the Education of Exceptional Children*.

their courses of study for junior and senior high-school pupils a course in occupations designed to give the pupils a background of information that would serve them in their consideration of an occupational interest. This work was sometimes outlined as a separate course, sometimes as a part of a civic course dealing with the organization of society. In some instances it was made a required subject by the State department of education. In connection with the study of occupations the State departments of education frequently planned for a detailed study by each pupil of an occupation in which he was especially interested, and further provided that the pupil should compare his interests and abilities, as he understood them, with the demands of the occupation he was studying. This latter activity was the beginning of what later became services in measuring pupils and in keeping cumulative records of information valuable for guidance purposes.

*Library books on guidance.*—Some State departments of education, manifesting an active interest in guidance, began to call attention to the need for library books that were of value for guidance work. At least one State department of education at this time went so far as to provide specifically for State aid to school libraries to be expended for books on occupations and guidance.

*State and regional meetings on guidance.*—A number of State departments of education called meetings and held conferences, both on a State and regional basis, of school people to discuss and plan for the introduction of guidance services in the schools. Sometimes meetings were called to deal exclusively with guidance; sometimes guidance was a subject on the program of a general or supervisory meeting held by the State department. These meetings and conferences at which guidance was discussed did much to bring the new developments in this field to the attention of school officials and teachers, and laid a foundation for organizing guidance services as an integral part of public-school education.

*Publications on guidance.*—A number of State departments of education prepared and published bulletins on principles and practices of guidance which served to orient and to direct principals and teachers in the organization of guidance services in their schools. During this period this State service was probably the most important factor in stimulating, on a State-wide basis, the interest of principals and teachers in providing at least some guidance work in their schools.

*State committee on guidance.*—A few State departments of education either appointed a State committee to study and to report on a program of guidance, or participated in the work of such a State guidance committee. The work of these committees contributed in a significant way to the development of guidance programs in the schools of their respective States.

*State staff committees on guidance.*—A few State departments of education during this period had a staff committee on guidance that served to arouse the interest of all members of the State staff working in the field of instruction, in the promotion of guidance services. This represented a unified effort to provide State leadership for guidance services on a basis as broad as the school program itself.

*Designation of a staff member for guidance responsibilities.*—In some State departments of education a staff member—the supervisor of secondary education, the supervisor of vocational education, or the director of research and curriculum—was specifically designated for responsibilities in guidance.

During the latter part of the decade 1930–40, the growth of guidance activities in State departments of education was marked by the isolation of guidance as a specific service apart from instructional services in some of the State departments in which the philosophy of integration had not been accepted. Some States named full-time guidance workers; others designated certain members of their supervisory force to pay some attention to guidance as an independent service.

### Organization and Personnel

The New York State department was the first to appoint personnel or full-time guidance service. This was in 1929. It is only recently that any outstanding growth has occurred in the number of persons specifically designated to work in the guidance field and these have been more frequently in vocational guidance—set up as a service in the vocational division. Many States are concerned with guidance but have no personnel especially appointed for this function. Those carrying guidance along with other activities without separate personnel especially designated, are Arizona,<sup>2</sup> California, Delaware, Idaho, Iowa, Minnesota, New Hampshire, North Dakota,<sup>2</sup> Ohio, Oklahoma, Oregon, South Carolina, Virginia, Washington, West Virginia, and Wyoming. States having specialized services for guidance may be divided into those in which the specialists are paid entirely by the State and those in which they are located in the vocational division of the State department and are paid partly from Federal funds. New York and Kansas are in the first category; Maine, Maryland, Massachusetts, Michigan, Missouri, North Carolina, and Vermont are in the second.

The organization of the New York State Department of Education, so far as its guidance functions are concerned, is shown in figure 1. The guidance bureau is under an assistant commissioner who has charge of vocational and extension education and adjustment services. It consists of a chief and two other professional employees. In addition to the guidance bureau, there are two other divisions of the

<sup>2</sup> Since this study was made, Arizona and North Dakota have organized guidance services in their vocational divisions.

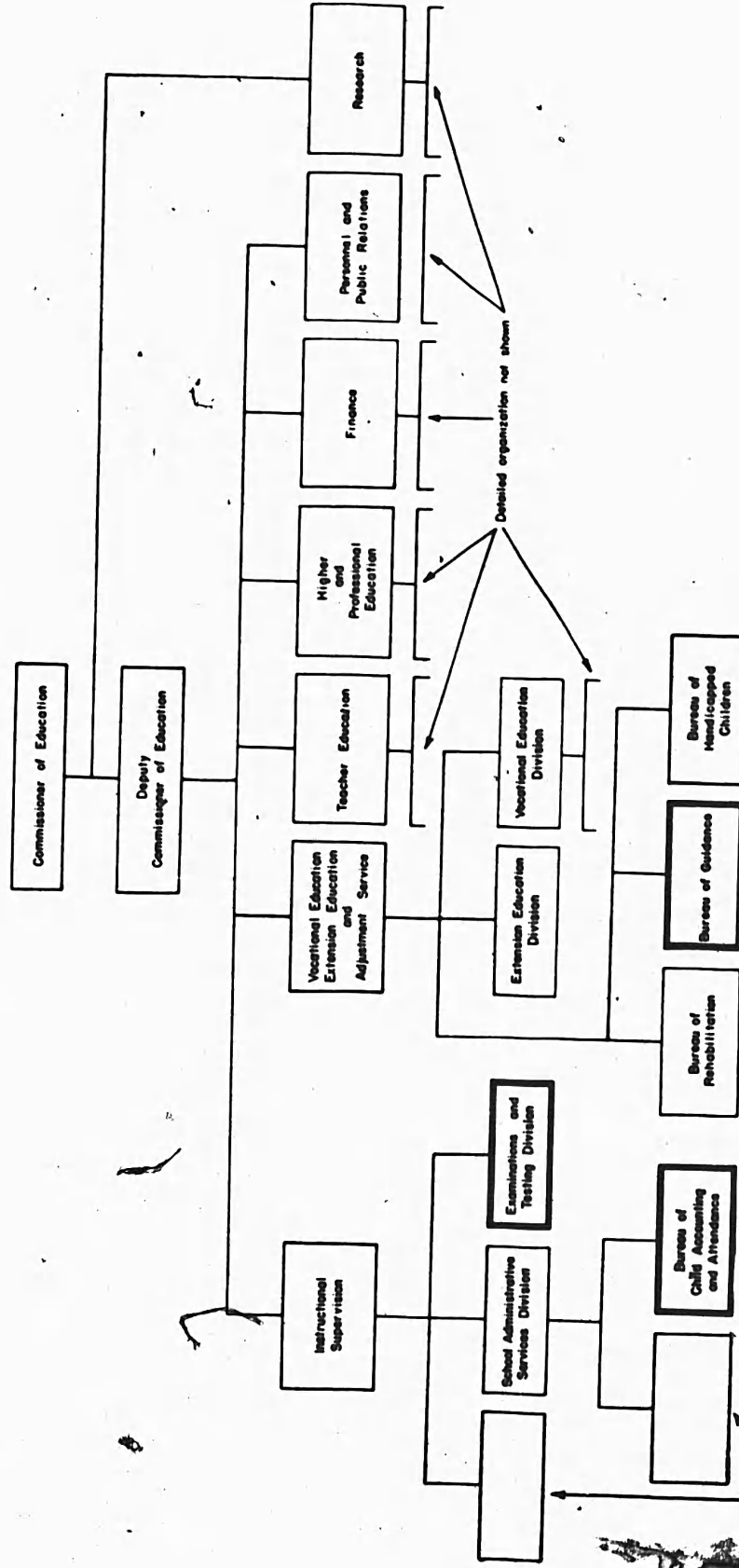


Figure 1.—The place of the guidance bureau and other agencies closely allied with the guidance function in the New York State Department of Education



State department which carry on guidance functions, i. e., the bureau of child accounting and attendance and the division of examination and testing, both of which are under the assistant commissioner for instructional supervision.

The States having their guidance service in the vocational education division usually make such service coordinate with the other divisions within vocational education. See figures 2 and 3.

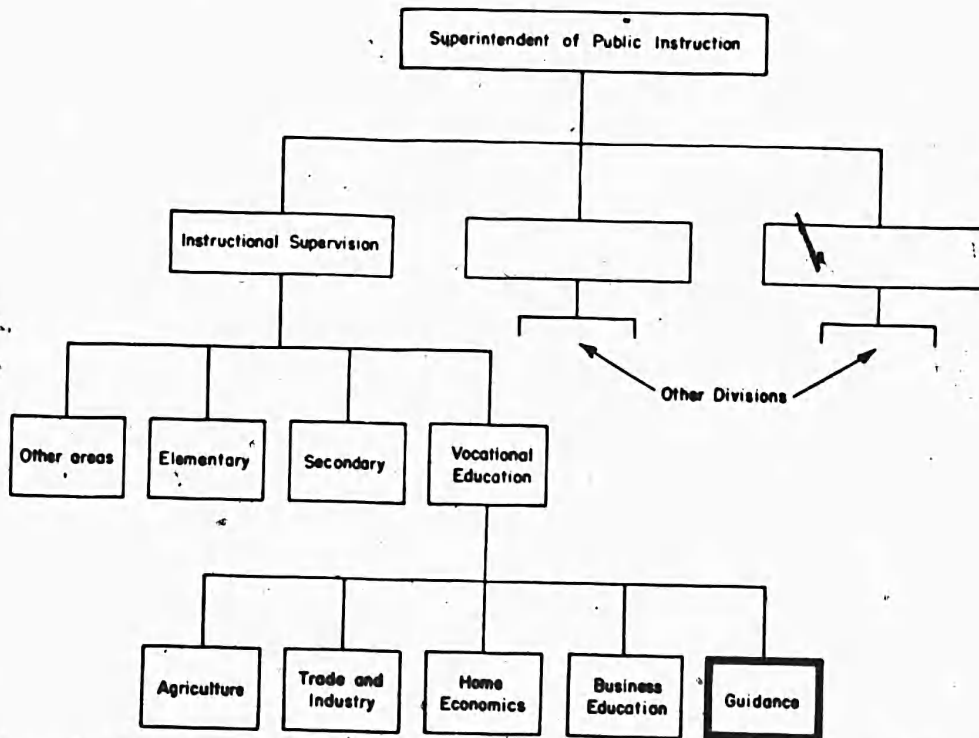


Figure 2.—The place of vocational guidance in the vocational educational division: Type I—In States where the supervision of vocational education is a part of a general supervisory division

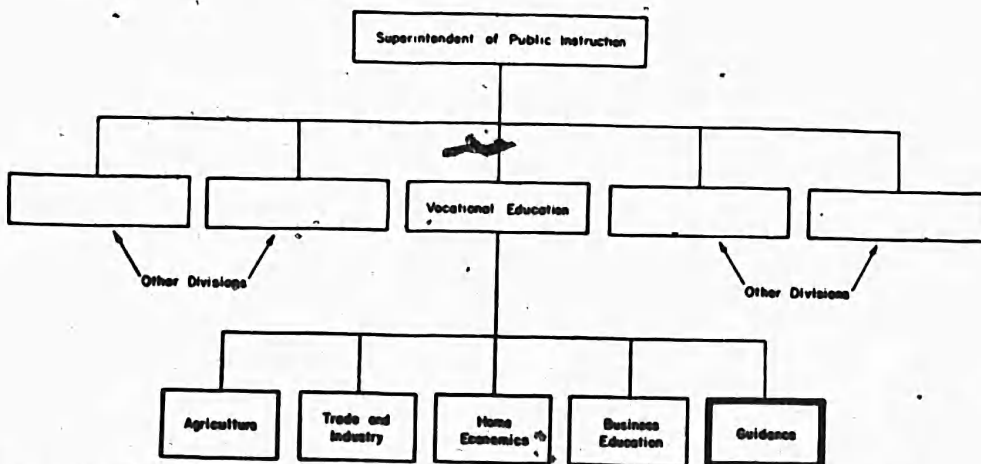


Figure 3.—The place of vocational guidance in the vocational education division: Type II—In States where the supervision of vocational education is separate from other supervisory services of State departments of education

It should be noted that in those States in which the guidance personnel in vocational divisions is partly paid for out of Federal funds, the work of this personnel would be restricted to *vocational guidance* for training purposes if only Federal and State matched funds were used. However, with two exceptions (Maryland and Michigan) the State also contributes unmatched State funds so that the guidance activities of the personnel are unrestricted as to educational area. These services have been, as far as organization goes, under the supervision of the vocational division of the department since the Federal money and its State-matched portion is expended through the vocational division.

### Guidance Activities

The activities of State departments of education in the field of guidance seem to fall into the following three categories which will be discussed in turn: (1) Production of materials designed for classroom use; (2) production of materials on principles and procedures for counselors and other school officials; and (3) field supervision and evaluation of guidance.

#### Production of Materials Designed for Classroom Use

Materials produced for the improvement of guidance in the classroom are of two general types: (a) Curriculum materials in the social studies or other fields of instruction, for use in regular classes in the elementary and high school, which are designed from the guidance viewpoint, that is, from the point of view of aiding the classroom teacher in guiding and counseling the individual child in the light of his interests and needs; (b) curriculum materials for use in special guidance classes most of which give direct information regarding occupations and educational preparation for occupations.

*Material designed for regular classes.*—Curriculum materials designed for personal guidance, prepared by State departments for use in regular classes are well illustrated by the publication of the Missouri Department of Education, *Guidance and Counseling for Elementary Grades*.<sup>3</sup> This bulletin contains the following five sections, each of which represents a different approach to the problem of what the teacher can do to meet the needs of children:

How could interest cycles contribute to pupil growth and development?

How could experience units contribute to pupil growth and development?

How could extracurricular activities help build wholesomely integrated personalities?

How could the case-study technique help the teacher to discover and to eliminate certain maladjustments?

How could effective counseling contribute to pupil growth and development?

<sup>3</sup> *Guidance and Counseling for Elementary Grades*. Prepared by the Guidance Committee in the Elementary School Curricular Program, State Department of Education, Jefferson City, Mo., 1937.

The first two sections are clearly methods of evolving a curriculum in accordance with the developmental needs of the individual pupils. These procedures illustrate an effective form for correlating the instructional program and the needs of children. Curriculum units worked out from the point of view of using interest cycles to direct child growth and development were based upon such criteria as the following:

Interest cycles should be developed in terms of the dominant interests of the group, by the teacher and the group planning together.

The teacher, through a broad review of the significant values which might come from the interest cycle, should guide the group into significant aspects and areas.

The interest cycle should contribute to the growth and development of wholesome social attitudes of the individual through his living effectively the group life of the school.

The interest cycle should continuously contribute to the development of a poised personality by developing integrated patterns of emotional stability.

In guiding the interest cycle the teacher should utilize the best psychological and sociological researches available from the standpoint of the child and his learning.

The interest cycle should be a continuously evolving series of experiences, planned and developed by the teacher and pupils in the light of the pupils' interests and discoveries and guided by the teacher in the light of the needs and capacities of the pupils.

Examples of experience units are provided for those "teachers who may prefer to help their pupils to develop social understandings and to make desirable personal adjustments" through units which are more closely allied to traditional subject-matter fields than are the interest cycles. The units are to be thought of as "cores of experiences in thinking, feeling, and acting in which certain pertinent data from history, geography, civics, biography, and current literature are used to help the pupils to get more accurate social understandings and deeper insights of whatever problem of human experience they are studying." The combination of interest cycles and experience units is suggested as a method of leading pupils into a more integrated and complete development than is possible through the use of other methods less directly pointed to the pupils' interest and possibilities of active participation.

An even more intimate tie-up of guidance with instruction, and perhaps a more unusual one, is illustrated by the *Reading Readiness* pamphlet issued by the Washington State Department of Education. This study is an analysis of factors which influence reading readiness with suggestions for types of experience which are essential to progress in learning to read. It is suggested that "the teacher must know each child and consider his development physically, mentally, emo-

<sup>4</sup> *Reading Readiness*. Prepared by the Reading Readiness Committee of the State Department of Education, Olympia, Wash., 1938.

tionally, and socially so that through guidance of experience he will have the opportunity of developing as rapidly as his capacity permits." The study then suggests criteria which the teacher may use in selecting experiences which will aid the child in building reading readiness:

- Will the experience be one about which the child will likely encounter reading material in his early years in school?
- Does the experience add new information by clarifying old concepts, by enriching a common experience, or by giving totally new information?
- Is it within the child's ability to comprehend without confusing?
- Does it give real, honest, and worth-while information?
- Does it provide for growth, that is, does it lead the child to do some thinking problem solving?
- Is the experience varied?

*Material designed for guidance classes.*—The second type of curriculum material designed for classroom use, that for use in special guidance classes, has been produced by several of the State departments. Pennsylvania<sup>5</sup> has a series of courses of study for the seventh, eighth, and ninth grades which give direct information regarding occupations and educational preparation therefor. The *Seventh Grade Course in School Opportunities* gives the pupil an understanding of the purpose and the offerings of the junior high school and at the same time surveys the educational possibilities of the whole secondary field. The *Eighth Grade Course in Occupations* offers an introduction to the field of occupations. A large number of occupations are grouped into five main fields and three training levels. In this course each pupil studies at least one typical occupation in each of these main fields. This is preparatory to the choice of a curriculum in the ninth or tenth grade. In the *Ninth Grade Course in School Opportunities and Occupations* the pupil makes a study of specific occupations in which he is interested and their relationship to the educational opportunities offered by the school.

The State Department of Education in Oregon has developed a course in guidance for high schools called *Orientation*.<sup>6</sup> It suggests that this be used in the ninth and tenth grades of the schools of the State. The course covers such topics as "Your School," "How To Study," "Personal Development," and "Study of Occupations."

Broader courses than those dealing strictly with vocational opportunities and educational preparation for these opportunities are courses of orientation to life in general—covering personal development of all types, intellectual as well as social. Such a course is that issued by the

<sup>5</sup> State Department of Public Instruction, Harrisburg, Pa.

*Seventh Grade Course in School Opportunities*, Bulletin No. 48. 1928.

*Eighth Grade Course in Occupations*, Bulletin No. 60. 1931.

*Ninth Grade Course in School Opportunities and Occupations*, Bulletin No. 77. 1933.

<sup>6</sup> *Orientation*. State Department of Education, Salem, Oregon. 1933.

State Department of California called *A Course in Senior Problems*.<sup>7</sup> This course was developed in the schools of the city of Los Angeles, but was thought by the State department of education to be of value to all schools in the State. The purposes of this course are best shown by the outcomes desired which are as follows:

- Wiser choice of vocations and the gaining of employment.
- Added social poise and improved conduct.
- Clearer understanding of postgraduate problems.
- Change in attitude toward family responsibility and adjustments in the family.
- More integrated personalities.
- Better use of leisure time.
- Better understanding of the purchasing power of the dollar.
- Better reaction to senior activities.

A third type of material for classes in guidance is that of manuals which describe an occupational area. An example is *Aviation in Pennsylvania Schools*.<sup>8</sup> This pamphlet gives the early history of aeroplane experimentation together with brief descriptions of modern aeroplanes, modern airports, and air-line routes.

Still another type of guidance material for pupils is represented by descriptions of individual occupations and their requirements. The New York State department has described the necessary educational qualifications for most of the professions. This has been done mainly because of the fact that the University of the State of New York is responsible for the preparation of handbooks describing the legal requirements for entering the professions. Information about the procedures for entering these professions is valuable in educational guidance in the State of New York. The use of the handbooks is limited, however, by the fact that they do not give information regarding working conditions, supply and demand, and personal qualifications needed in each of the occupations. Handbooks have been issued for the following occupations: Medicine, pediatry, dentistry, pharmacy, veterinary medicine, nursing, certified public accountancy, optometry, certified shorthand reporting, architecture, and engineering and land surveying.

In Connecticut the State department of education, with the help of WPA funds, has cooperated with the schools of several cities of the State in issuing information about occupations. In cooperation with the schools of Stamford a handbook<sup>9</sup> has been issued to describe the various industries and occupations of that city. For New Haven,

<sup>7</sup> *A Course in Senior Problems*. Education Bulletin No. 6. State Department of Education, Sacramento, Calif. 1939.

<sup>8</sup> *Aviation in Pennsylvania Schools*. Bulletin No. 215. State Department of Public Instruction, Harrisburg, Pa. 1939.

<sup>9</sup> *Industrial Stamford*. Department of Adult Education, Stamford Public Schools. 1938.

handbooks<sup>10</sup> have been prepared for the occupations of salesgirl, dental hygienist, laboratory technician, and general businessman. In cooperation with Bridgeport mimeographed bulletins have been issued on the occupations of teacher, architect, plumber, commercial artist, machinist, librarian, clinical laboratory technician, and pharmacist, and on the occupational possibilities of the aviation industry.<sup>11</sup> With Hartford,<sup>12</sup> 80 occupations have been analyzed for demand, qualifications, the time to be taken to learn the trade, duties, conditions of work, future possibilities, and local training facilities.

#### Production of Materials on Principles and Procedures for Counselors and Other School Officials

*Occupational trends.*—Materials on occupational trends are sometimes prepared by the State supervisors of trade and industrial education. Such trends are not established from original data, as such a procedure could not be carried on under such funds as are allocated to State departments of education. The data are obtained primarily from national studies made by other agencies. Among the more comprehensive studies of trends are those made by the California State Department of Education under the series title *Occupational Trends in California with Implications for Vocational Education*.<sup>13</sup> The bulletins issued in that series include studies of population, basic economic resources, construction industry, distributive occupations, service occupations, and occupational trends in cities. These studies used as source material studies made by California agencies as well as those made by national bodies.

*Guidance programs and counseling methods.*—State departments of education often encourage schools to set up guidance programs. The Minnesota State department in its *Curriculum for Secondary Schools*<sup>14</sup> outlines such a program for the junior high school of which pertinent portions are quoted here.

#### GUIDANCE

The junior high school program calls for generous amounts of systematic guidance of pupils if it is to furnish an intelligent basis for differentiating

<sup>10</sup> Adult Guidance Service, New Haven, Conn.,

The Dental Hygienist in New Haven. 1938.

The Salesgirl in New Haven. 1938.

The Laboratory Technician in New Haven. 1938.

Starting a Business of Your Own. 1939.

<sup>11</sup> Occupational Bulletins 1-12. Bridgeport Adult Guidance Service, Bridgeport, Conn.

<sup>12</sup> The Hartford Occupational Briefs. WPA Adult Education Program, Hartford, Conn.

<sup>13</sup> Occupational Trends in California with Implications for Vocational Education. State Department of Education, Sacramento, Calif.

I. Nature of the Population. Bulletin No. 10. 1937.

II. Basic Economic Resources. Bulletin No. 11. 1937.

III. Construction Industry. Bulletin No. 12. 1937.

IV. Trends in Distributors Occupations. Bulletin No. 4. 1938.

V. Trends in Manufacture. Bulletin No. 9. 1938.

VI. Trends in Service Occupations. Bulletin No. 7. 1939.

<sup>14</sup> Curriculum for Secondary Schools. Bulletin No. 1. State Department of Education, St. Paul, Minn., 1931.

educational selection or for determining occupational, recreational, or social preference.

Conscious, deliberate effort should be made to guide boys and girls carefully in academic and vocational choices through—

- (1) Curriculum selection, in which the aim is . . . to help pupils to select intelligently such electives in the eighth and ninth years as will meet their needs for educational specialization.
- (2) Occupational information, which provides a broad basis for determining individual preferences for occupational life.
- (3) Disciplinary and social needs, which center in problems of behavior and moral and social direction.

These phases of the guidance program can be realized only through the setting up of the machinery for such a program in each school that the guidance possibilities inherent in the curriculum, providing both constant and differentiating education, may be fully realized for individual children. In addition to the possibilities for such training inherent in the subjects of the program, specific help may be given by means of talks on guidance, occupational information, visitation, personal conferences, club activities, home-room, classroom, and auditorium programs, the school paper, and other allied activities which provide opportunities for stressing civic and social training.

Therefore, while no definite time allotments have been designated for guidance work on the program, it is desirable that each junior high school initiate a definite, well-organized guidance procedure which will lead to the achievement of the purposes listed above through utilizing as many of the following resources or agencies as possible:

- (1) The centralizing of the guidance program in the principal or in a competent instructor or staff with special fitness and training for curricular and vocational guidance.
- (2) Guidance by the home-room teacher, who is able to render valuable assistance in both educational and direct personal guidance through the opportunities furnished for teacher and pupil relations, through talks to her group on curriculum purposes and vocational opportunities, through social organizations and activities and by conferences on questions of social, moral, and personal concern.
- (3) Work of the classroom teacher, who adapts her instructions and presents the subjects in such a manner as to include guidance or try-out relationships and whose contacts with pupils afford a wonderful opportunity to form judgments of their personal make-up or educational possibilities.
- (4) Work of the special teachers, including librarians, physical directors, and school nurses, who supplement the work of the regular classroom teachers in furthering the understanding of children and in helping them to find themselves.
- (5) Intelligence and achievement tests, which help both teachers and pupils to evaluate their strength and weaknesses.

The Pennsylvania State Department of Education has issued a bulletin entitled *Suggestions for Developing Guidance Practices in*

*Secondary Schools*,<sup>15</sup> which describes the various guidance functions of the school, including the counseling service—individual and group—the methods for analyzing the pupil, the methods of recording the information about the pupil, the exploratory function of school subjects, the study of occupations, the organization of guidance programs and their evaluation. Sample forms for various guidance procedures are also given. Other studies of interest in the guidance field issued by the Pennsylvania department are *Home and School Visitor*,<sup>16</sup> which describes in detail the procedures for studying the home environment of children, and *Cumulative Pupil Personnel Records*,<sup>17</sup> which contains detailed suggestions regarding the development, installation, and maintenance of cumulative records in schools.

The State Department of Education of Mississippi has issued a bulletin entitled *A Guidance Program for East Central Junior College, Decatur, Mississippi*,<sup>18</sup> in which a guidance program for a specific school has been outlined. The general principles involved presumably are of value for other schools. This bulletin is concerned with the purpose and scope of guidance, the techniques of individual and group counseling, and agencies which can cooperate in guiding young people.

The *Guidance and Counseling* bulletin of Missouri, previously referred to, besides having a special course of study designed to contribute to pupil growth and development, contains sample case studies and suggestions for cumulative records.

The main emphasis of publications on counseling methods is on the diagnosis of pupils' interests, needs, and abilities, and the recording of these items. Some States describe comprehensive approaches to the whole guidance program. Alabama has a study, *Teachers Guide for the Study of Adolescent Pupils*,<sup>19</sup> which exemplifies the special attention given to counseling methods. This bulletin, prepared by a committee of the curriculum development program of Alabama, contains several examples of case studies; describes techniques for collecting information such as (a) observation, (b) interviewing children, (c) interviewing parents, (d) intelligence tests, (e) achievement tests, (f) measuring nonintellectual traits, and (g) analyzing and interpreting the data; and gives samples of cumulative records for use in schools.

*Research studies in the field of guidance.*—The largest array of research studies in guidance are those carried on in Minnesota. One

<sup>15</sup> Suggestions for Developing Guidance Practices in Secondary Schools. A Handbook for Guidance Teachers and Counselors. Bulletin No. 300. State Department of Public Instruction, Harrisburg, Pa., 1939.

<sup>16</sup> Home and School Visitor. Bulletin No. 72. State Department of Public Instruction, Harrisburg, Pa., 1939.

<sup>17</sup> Cumulative Pupil Personnel Records: Elementary and Secondary Schools. Bulletin No. 81. State Department of Public Instruction, Harrisburg, Pa., 1933.

<sup>18</sup> A Guidance Program for East Central Junior College, Decatur, Miss. Administrative Bulletin No. 2. State Department of Education, Jackson, Miss., 1939.

<sup>19</sup> Teachers Guide for the Study of Adolescent Pupils. Curriculum Bulletin No. 6, State Department of Education, Montgomery, Ala., 1938.



series of such studies has been made by the State department in cooperation with a State testing committee made up of a group of school people, and financed in large part by WPA funds. This is a series of studies based on the measurement of intelligence, achievement, and adjustment of pupils in the schools of Minnesota. The following titles are included in the series: *Comparison of Dull Children, as Problem Cases, With Bright Children; Relation of Pupil Personality to Other Educational Factors; Ninth Grade Pupils From Rural Elementary Schools Compared With Those From Urban Elementary Schools as to Educational Progress and Adjustment; the Relation of Home Environment to Various Educational Factors; Comparison of Changes in Problem Case Pupils and Non-problem Case Pupils; Comparison of Good Achievers and Poor Achievers as to Various Personality and Adjustment Factors; Changes Occurring in Personality of Pupils of Varying Adjustment Classifications.* In addition to these studies, the State department has, through its regular personnel made follow-up studies of high-school graduates.<sup>20</sup>

#### Field Supervision and Evaluation

In the previous sections of this report, the work of State departments of education relative to their production of guidance materials for distribution has been described. In this section the kinds of field and inspectorial work carried on by State departments will be described.

Many State departments are definitely restricted in their field work because of the expense involved. Especially is this true in the Central and Western States where distances are great. Contrast the situation in Colorado with that in New Jersey. In Colorado a large portion of the State is a full day's journey from the capital city. In New Jersey practically all the schools are within a 2 hours' drive by automobile. Because of restricted travel budgets and, of course, the administrative duties which are so heavy on State department personnel, the supervision of guidance as one phase of field work necessarily is limited. Two Eastern States, New York and Maryland, have particularly well-defined programs of field supervision of guidance.

In the New York State Department of Education there are two bureaus carrying on field work in guidance—the guidance bureau itself, and the bureau of attendance and child accounting. New York also has a separate division of examinations and testing which should be mentioned here, although its operation will be discussed in part III of this monograph.

The bureau of attendance and child accounting has by law the duty of supervising attendance and the issuance of work permits. In connection with work permits the question of physical ability of the students and their readiness to go to work must continually be studied.

<sup>20</sup> The Status of the June 1936 Minnesota Public High-School Graduate One Year After Graduation, June 1937. State Department of Education, St. Paul, Minn., 1937.

The supervision exercised by the bureau in this connection is in part responsible for the high standards set by local school officials in their guidance work. In connection with its supervision of attendance certain problems of pupil adjustment naturally arise. The adjustment of school truants involves the problem of adjusting the needs and interests of children and their parents with the school curriculum and also in some cases it involves the direct adjustment of the curriculum to the child.

The New York State Bureau of Attendance and Child Accounting makes an effort to have the various agencies which have to do with the pupil's welfare function together. The director of the bureau regards as pupil personnel workers deans, guidance counselors, health teaching supervisors, medical supervisors, psychologists and psychiatrists, school nurses, social psychiatrists, teachers and visiting teachers, and all others connected with the school when and as they deal with the individual pupil.

To increase the interest and understanding of the various welfare workers in the problems which the school faces, the bureau has not only supervised the work of its special responsibility—attendance and the issuance of work permits and the related adjustment problems—but also holds a summer conference on the subject "Problems of School Attendance and Pupil Adjustment." The type of problems discussed at this meeting may be shown by the topics for the 1937 meeting, among which were the following: Individual differences in pupil guidance; keeping in touch with pupil progress—the principles of record keeping; failure; aptitudes and aptitude testing; the school nurse encounters attendance and counseling problems; guidance in smaller schools; and how welfare officials help in the solution of school problems.

Field supervision is an important function of the guidance bureau of the New York Education Department. It consists of conferences on guidance in different sections of the State and summer State-wide conferences; addresses before guidance associations and groups of pupils; consultative service with teachers colleges on the training of counselors and the education of teachers in the guidance viewpoint; and observation of the guidance practices in the field, followed by written reports to principals and personal conferences with principals, counselors, and teachers for the purpose of improving these practices. In his observation the guidance officer takes into consideration the pupil record systems, file of occupational information in the school, housing of counselors, distribution of counseling efforts, efficacy of exploratory work, procedures for home visitation and reporting, counseling methods—interviewing, program planning, etc., and administrative problems of assigning persons to counseling duties.

An example of the conferences called by the guidance bureau is

that of the Second Annual Conference on Educational and Vocational Guidance held in July 1937 in cooperation with Syracuse University. Among the topics discussed at this conference were: Guidance responsibility of the secondary school; background and present trends in educational and vocational guidance; factors which influence practices in guidance; program in occupational information; and capitalizing the available agencies for guidance in a community.

Maryland's field work guidance is under the supervision of a guidance specialist, who works through demonstrations, conferences with faculty members and principals, observation of classes in occupations and personal development and conferences with teachers and principals regarding observations made, and giving advice on the organization of home rooms and setting up of home-room procedures.

The demonstrations are cooperative affairs—the State department aids in guiding the work, while the work itself is carried on by the local school systems. The demonstrations are in two different areas of the guidance field—the measurement area and the placement area. There are five schools cooperating in each demonstration. The State guidance specialist has arranged through meetings with the staffs of the schools the type of tests to be used and the procedures to be followed in the measurement demonstration. The demonstration calls for the use of achievement tests, for scholastic and vocational aptitude tests, and for the referral of special problem cases to other agencies for special psychometric tests.

The methods of procedure in the placement demonstrations have been set down by the State department guidance specialist. The demonstration itself is a cooperative project of the schools with the State employment service. The services of the employment office are discussed with the high-school seniors. The students register at the school on a form which has been worked out cooperatively between the employment service and the school. The employment service then interviews all those who register. The essential part of this demonstration is the relationship developed between the school and the State employment service.

The guidance services in the States of New York and Maryland just described are characterized by a continuous process of encouraging school systems to improve their guidance work. There is no formal yardstick used to discover whether or not they have attained a satisfactory standard.

In those States in which field work in guidance is a part of general supervision there may be an occasional conference on pupil adjustment or an occasional report on the guidance facilities observed in visitation of schools. There is still more likely to be an encouragement of the guidance viewpoint in instruction. In some of these States in

which guidance is so integrated with the instructional supervisory program, there is a more formal evaluation of the efficiency of the program of the schools of the State. This more formal evaluation consists of a rating of the various items of the schools' programs. Guidance is one of the items in such evaluation. Since the next section of this report deals with measurement and evaluation, the reader is referred to that section for the detailed discussion of the procedure.

### Conclusions and Implications

Some State departments of education that are making serious attempts to provide services in guidance similar to those rendered in other phases of education, are proceeding upon the assumption that the guidance function in education is as broad as the school program itself—that it should operate on all levels of education and that all school activities and all instructional personnel should be utilized for any contribution they can make to the realization of the guidance objective. Consequently these State departments of education are making an effort to integrate guidance into the services rendered by the State supervisors of various educational levels and all special fields and subjects such as health, social science, industrial arts and home relations (visiting teachers). Such broad services in guidance are sometimes unified and coordinated in a State department of education by the designation of some person in the instructional division to be specifically responsible for guidance in accordance with this broad concept, or by the formation of a department committee on guidance to work under the general supervision and direction of a chairman.

Other State departments have taken the view that guidance should be a separate function and consequently have established separate bureaus of guidance. Possibly the first duty of such bureaus is to study and encourage schools to use those guidance practices which are not taken care of by other State department services. For example, in some States supervisors of instruction may neglect the consideration of individual differences in accomplishment, in social traits, etc., of pupils. In such cases a bureau of guidance can properly make studies of children, the results of which can be brought to the attention of supervisors and school people. Likewise, if high-school supervisors do not have charge of the development of guidance courses in high school, the guidance bureau can, and should, try to stimulate interest in the construction of courses suitable for orientation of pupils of secondary schools. A guidance bureau should be in direct charge of the work with special guidance workers in the schools and therefore have prime responsibility for encouraging the organization and supervision of guidance programs in the schools of the State. In States in which there is a testing program the bureau of guidance should have general charge of such program inasmuch as the measure-

ment program and the guidance work have so many objectives in common. Too often these two programs are found to be entirely separated as though there were no relationship between the two activities. In small State departments of education better coordination will result for all service if not only testing and guidance are brought together, but if attendance and census are also added to the same service.

The State department stands in a unique position in the educational scheme and so far as possible it should capitalize on this position. This is particularly true in regard to guidance activities. Although a State department can encourage all types of guidance activities it can render better service in certain lines than in others, and this regardless of whether or not it has a special guidance bureau. For example, a State department cannot usually perform any unique service in describing methods of diagnosing the causes of school failures since these descriptions are already available in the literature. On the other hand, the devising of a cumulative record for use in a State and encouragement of its use is a service which the State department is especially fitted to do. Among the guidance activities for which State departments of education have special responsibilities are:

1. Analysis of occupational opportunities and trends in States.
2. Issuance of bulletins describing methods of making local occupational surveys.
3. Development of suggestions for counseling lay-outs for schools of various levels and types.
4. Development in collaboration with higher education officials of standards of preparation for counselors.
5. Making surveys of need for counseling or other guidance work in districts requesting it.
6. Constructing State courses of study in occupations.
7. Constructing State courses of study in personal and social development of children.
8. Collaboration with curriculum division in construction of curricular materials in the social studies.
9. Development through conferences of cumulative record systems.
10. Through field trips and conferences spreading of good practices from one school to another.
11. Cooperation with elementary and secondary supervisors in developing in teachers the child-study attitude—leading them to recognize the need for studying the abilities, interests, and needs of individual children.
12. Development of bibliographies of available occupational descriptive materials.

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## Part III

# Evaluation and Measurement

### Introduction

**E**VALUATION is a relatively new term in education. It has been introduced to describe a more comprehensive process than that implied in the usual measurement program. In this description of State department programs the term evaluation means a judgment of the value of some practice or institution based on a number of separate judgments, each based on the available evidence. It is a composite judgment made from a large number of judgments. These individual judgments may be based on ratings, interpretation of test scores, anecdotal records, and the like.

Evaluation implies examination of a program and not of an isolated skill or area of knowledge. For example, the evaluation of the attainment of the objective of an English course given in a high school might involve the use of test measures, ratings of compositions, book reviews, scrap books, exhibits, observation of the instruction in the classroom, and an investigation into the habits of the pupils in regard to outside reading and attendance at various types of entertainment. But no matter what types of evidence are used, the English course is evaluated in terms of the objectives of the course. In the work of State departments of education one can distinguish easily between evaluation programs and measurement programs.

Although for purposes of evaluating a school practice the more comprehensive "evaluation" program is definitely better than evaluation based on some measurement program, this does not mean that a measurement program has become less desirable. In fact it means that more individual measurements are required in order to increase the accuracy of the final evaluation rating.

Actually, schools have always been evaluated, but the recently improved tests and rating methods have made our judgments more valid so that the term "evaluation" can justly be applied to them.

State departments of education are beginning to use this more comprehensive method of evaluation and at the same time are continuing with the usual type of measurement programs. Both types will be presented here. The history of the more usual types can be traced through previous bulletins of the Office of Education.<sup>1</sup>

Evaluation work on the secondary level of education is carried on in New Jersey, Arkansas, Oregon, and Idaho. New York and Vermont

<sup>1</sup> National and State Cooperative High-School Testing Programs. U. S. Department of the Interior, Office of Education, Bulletin 1933, No. 9.  
Elementary School Graduating Examinations. U. S. Department of the Interior, Office of Education, Bulletin 1935, No. 16.

are experimenting with evaluation programs for the elementary and rural schools, respectively. Michigan is doing experimental work in evaluating community and school cooperation and the extent to which the school is using the facilities of the community in its program.

States with measurement programs are Arizona, Delaware, Idaho, Iowa, Maine, Maryland, Minnesota, Montana, New Hampshire, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, South Carolina, West Virginia, Wisconsin, and Wyoming. There are other State measurement programs besides those described here, but they are carried on by the State university or a teachers' college, entirely separate from the State department of education. In some States, there are both a State department State-wide testing program and a university- or college-sponsored State-wide program.

The State department State-wide testing programs vary as to the responsibility and participation of the department, as to the level of testing, and as to type of testing. In contrast to the university-sponsored State-wide testing program, some of the State department programs have a considerable history behind them. Many of these programs were initiated long before the era of new-type testing. Their original purpose was to standardize the product of the schools. In the elementary field, the examinations administered were eighth-grade or elementary-school graduating examinations which gave those who passed an eighth-grade or elementary-school diploma. By law, many States must still give such examinations. States are gradually eliminating this provision from their laws or liberalizing the action which State boards of education can take relative to this matter.

State high-school examinations were originally used for the accreditation of the work done in high schools. Standard diplomas were issued upon passing such examinations. Although the amount of examining carried on by State departments has probably been increasing, there has been a decrease in programs designed simply to keep up standards. The increase has resulted from the inauguration of testing programs designed to aid in instruction and in individual and group guidance. This change has been brought about by the changing conception of education and by our use of the improved methods of measurement.

### Evaluation in Secondary Schools

The evaluation of the whole school program has been carried with particular effectiveness on the secondary-school level. It is often used for the purpose of obtaining a numerical score on the basis of which a school may be accredited or approved for State school funds, but this purpose is not so important as its use for upgrading the schools. The compulsory aspect of school improvement, although possibly a necessary springboard, is minimized by most States in

<b>I PERSONNEL</b>  What the teachers are. What the pupils are. What the community attitude toward the school is.	a.	Properly certificated teachers of high professional training and ability.	Properly certificated teachers of good type.
	b.	At least 75% of teachers with three years or more of h. s. teaching experience.	At least 50% of teachers with three years or more of h. s. teaching experience.
	c.	Less than 10% of teacher turnover for preceding three years.	Less than 20% of teacher turnover for preceding three years.
	d.	Teacher-pupil ratio of 1 to 25 or less.	Teacher-pupil ratio between 1 to 25 and 1 to 30.
	e.	Excellent spirit of citizenship on part of pupils.	Good school citizenship.
	f.	Excellent attitude of community and full co-operation of sending districts.	Attitude of community or districts capable of some improvement.
<b>II PROGRAM</b>  What the school is attempting to do and with what purpose.	a.	Liberal and well-balanced curricula, including music, art, shopwork, mechanical drawing, and home economics. Curricula flexibly operated, with provision for constant revision.	Liberal and well-balanced curricula, containing most of special subjects.
	b.	Well-organized guidance and adjustment plan.	Organized guidance and adjustment operating fairly well.
	c.	Guidance plan extended to include placement and follow-up of all students.	Guidance plan extended to include placement and follow-up of college students and others.
	d.	Excellent program of extra-curricular activities functioning successfully.	Excellent program of extra-curricular activities.
	e.	Fulfilling legal requirements of courses.	Fulfilling legal requirements of courses with slight exception, quite justifiable.
	f.	Excellent community contacts, co-operative activities and program of information.	Good evidence of community contacts and informational program.
<b>III INSTRUCTION</b>  How and how well the school does what it attempts to do.	a.	Modern classroom instruction by all teachers.	Modern classroom instruction by most teachers.
	b.	Excellent equipment for all instruction.	Adequate instructional equipment.
	c.	Adequate and competent supervision.	Good supervision.
	d.	Excellent attitude in classes; much original work.	Good classroom attitude.
<b>IV ORGANIZATION AND ADMINISTRATION</b>  How the principal and other administrators handle the school.	a.	Full-time principal with adequate office help.	Full-time principal without necessary assistance.
	b.	Adequate and well-equipped office; private office for principal.	Crowded office space; private office for principal.
	c.	Reasonable teacher load.	Teacher load too light.
	d.	Reasonable pupil load.	Pupil load too light; excess study halls.
	e.	Periods 40 minutes or more; double periods for shop and other special classes.	Periods 40 minutes or more; double periods for some special classes.
	f.	Excellently constructed, smoothly running schedule.	Program well put up but not operating smoothly.
	g.	Pupil records adequate, well kept, and safeguarded.	Pupil records adequate and kept but not safeguarded.
	h.	Largely individual self-discipline.	Discipline by teacher supervision.
	i.	Excellent study conditions, supervised.	Good study conditions, unsupervised.
	j.	Excellent library facilities; trained librarian.	Good library facilities; part-time librarian.
	k.	Full participation in administration by both teachers and pupils.	Good evidence of participation in administration by both teachers and pupils.
<b>V BUILDING</b>  The plant and its care.	a.	Modern plant, adequate in size, in excellent repair, and clean and sanitary.	Old building, adequate in size, in excellent repair, and clean and sanitary.
	b.	Sufficient special rooms, well equipped for school program.	Sufficient special rooms, but lacking proper equipment.
	c.	Sufficient plot, well cared for.	Sufficient plot, good condition.
	d.	Building suitably equipped with devices for cleaning, adequate lighting, heating-plant, and soap, towels, and toilet paper.	Building properly maintained except for absence of modern devices for cleaning.



	3	4	5
Teachers of	Properly certificated teachers of fair type.	One or more teachers not properly certificated or of poor type.	More than one teacher not properly certificated or of poor type.
rs with h. s.	At least one-third of teachers with three years or more of h. s. teaching experience.	Less than one-third of teachers with three years or more of h. s. teaching experience.	No experienced teachers.
or turn-over years.	Less than 50% of teacher turnover for preceding three years.	More than 50% of teacher turnover for preceding three years.	All new teachers.
ness	Teacher-pupil ratio between 1 to 30 and 1 to 35.	Teacher-pupil ratio of over 1 to 35.	Ratio of 1 to 40 or worse.
P.	Fair school citizenship.	School spirit decidedly lacking.	Virtually no evidences of school citizenship.
or sending the in-	Fair attitude of community and sending districts.	Unfavorable attitude of community or lack of co-operation from sending districts.	Hostile attitude of community or no co-operation from sending districts.
ed cur- of the	Curricula lacking subjects necessary for liberal offering, or inflexible.	Curricula in need of revision to provide balance, or greater enrichment.	Curricula out of date. No offering of modern enrichment.
adjust- well.	Some attempt at guidance and adjustment.	Little effort to guide or adjust pupils.	No attempt at guidance or adjustment.
to in- lice-up some	Guidance and adjustment includes some attention to placement and follow-up.	Little attention to placement and follow-up.	No attention to placement or follow-up.
tra-	Fair program of extra-curricular activities.	Little attention to extra-curricular activities.	No extra-curricular activities.
ments excoop-	Fulfilling legal requirement with a slight exception.	Deficiency of more than 15 minutes a week in time scheduled for Physical Education.	Violating one or more legally required courses.
ity mal work.	Community contacts or program of information begun.	Contacts with community decidedly lacking.	No contacts with community except by accident.
ation	Modern classroom instruction by some teachers.	Very little modern instruction.	No modern instruction.
equip-	Fair equipment.	Equipment lacking so as to handicap instruction.	Practically no instructional equipment.
	Fair amount of supervision.	Supervision decidedly lacking.	No supervision.
	Fair classroom attitude.	Classes listless and requiring teacher domination.	Classes plainly not interested. Formal recitation.
hout	Part-time principal with teaching or supervisory lead.	Principal having teaching load in excess of State Board Rules.	Principal having no teaching program.
ivate	Office shared by clerk; no privacy.	Office also used by superintendent or other administrators.	No separate office for high school.
	Teacher load average but unequally distributed.	Overload for many teachers.	Heavy load for all teachers.
cessive	Pupil load badly distributed.	Pupil load irregular; needs adjustment.	Heavy load beyond capacities.
ore; special	Periods 40 minutes or more; single periods for special classes.	Periods less than 40 minutes.	Periods below 40 minutes.
not	Schedule fairly well made and operating fairly well; no program clock.	Schedule poorly made.	Schedule badly made; frequent changes and pupil conflicts.
and well	Pupil records inadequate, but well kept and safeguarded.	Pupil records badly kept but safeguarded.	Pupil records inadequate, badly kept, and not safeguarded.
per-	Satisfactory discipline.	Extremely formal discipline; no participation by pupils.	No discipline; loose organization.
an-	Fair study conditions.	Study rooms crowded or in poor condition.	No provision for study.
part-	Fair library condition; no real service of librarian.	No library, but library facilities available nearby.	No library facilities at all.
ipation th	Pupil participation in administration, but teacher participation lacking.	Teacher participation, but lack of pupil participation.	Both teacher and pupil participation lacking.
in else, clean	Modern building in good repair clean and sanitary, but overcrowded, or inadequate so that amplex or double session is used.	Modern building, dirty or in disrepair; violating one or more items of the Building Code or State Board Rules.	Old building, dirty or in disrepair or overcrowded.
, but	Special rooms, but insufficient for school program.	Lacking essential rooms and equipment for rooms provided.	Having no special rooms.
dition.	Small plot, but well cared for.	Sufficient plot but dirty or unsanitary.	Insufficient plot, badly kept.
ined ex- rn de-	Deficiencies in heating or lighting.	Soap, towels, or toilet paper not provided.	Absence of all devices for cleaning and maintaining sanitary condition.

STATE OF NEW JERSEY  
 DEPARTMENT OF PUBLIC INSTRUCTION  
 HIGH SCHOOL RATING SCALE  
 SCHOOLS

RATED BY:

actual practice. As one sample of evaluation procedure on the secondary level; the work of the New Jersey State Department of Education may be cited. The detailed instructions for the use of the procedures are given in the *Circular of Information Concerning the High School Rating Scale.*<sup>1</sup>

The evaluation scheme presented by the New Jersey State Department of Education consists of a list of items covering five aspects of the secondary educational program: Personnel, program, instruction, organization and administration, and building. The items do not all have the same objectivity, but it is believed by the State department that substantial agreement among competent observers can easily be reached.

Each item in the list is described in five steps or stages beginning with the most desirable and ending with the least desirable. The first two steps describe situations which are not deserving of serious adverse criticism. The third step contains many descriptions of situations which are barely tolerable. The fourth step points to the need for immediate and drastic efforts toward improvement to protect the approval of the school. The last step describes conditions which are so bad as to forbid approval of a school. (See chart on the facing page.)

Each division of the rating sheet is then explained so that the rater can tell exactly what was in the minds of those constructing it and also in order to bring about uniformity in what is being rated. To show the nature of this explanation, one section, that on the program, follows:

## II. PROGRAM

By the school program is meant an estimate of what the school is attempting to do and with what purposes and objectives. The assumption here is that the school has definite purposes of which it is constantly conscious.

- (a) The items to be evaluated list the objectives as expressed in the school program, and the most efficient school is assumed to be the one having curricula sufficiently broad, liberal, and flexible to permit adequate service of individual needs in a highly unselected student body. The curricula, therefore, must offer electives; must include such subjects as music, art, shop work, mechanical drawing, home economics; must make specific provision for constant revision; and must provide for suitable sequence in general subject matter fields. Whether the program includes multiple curricula or is the "blanket" type of curriculum with constants and variables, definite attention to proper balance and sequence is necessary through
- (b) A well organized adjustment plan. This item is of the highest importance. Evidence that it is a part of the school program will be found in the nature of the pupil records accumulated, in the testing program; and in the assignment of teachers and advisers to guidance duties.

<sup>1</sup> State Department of Education, Trenton, N. J.

- (c) A comprehensive and working plan of guidance and adjustment is easily extended to include the service of placement and follow-up. This service has been given for college preparatory students. It is probable that few schools have yet been able to extend it far beyond this group of students. It is hoped that it may become a usual and useful service for all students. A service of placement and follow-up should also guide the school in progressive adjustment of its own program.
- (d) The excellence of the program of extracurricular activities should be judged by the extent to which it reaches all pupils rather than by the listed variety of activities. Evidence should be furnished by the school that clubs, student council activities, debates, and student undertakings in general are actually alive and include many students. The intramural games and contests are of greater importance in the life of the school than inter-scholastic contests.
- (e) This item refers to courses specifically required by law such as physical training and problems in American democracy. It is an objective item with little range from step 1 to step 5.
- (f) An excellent community needs definite and continuous guidance from the school concerning the school activities. There should, therefore, be a planned program of information with continuous effort to promote cooperation, and a constant development of happy community contacts. Evidence that this has been done or is being done will be shown by the activities of parent-teacher associations, the existence of cooperative training courses regularly contributed school publicity in the local papers, assembly and other programs to which the public is invited, membership of principal and teachers in the community organizations, and by follow-up contacts with graduates, as indicated in section II, item (c).

One of the more formal evaluation methods is that used by Oregon. The *Official Rating Sheet for Oregon Standard High Schools*, which is to be filled out by a representative of the State Department and placed on file in the secondary education division, contains the following topics, which are to be rated as Superior, Satisfactory, or Unsatisfactory:

- I. Grounds and buildings.
- II. Rooms and equipment.
  - (a) Academic departments.
  - (b) Vocational departments.
  - (c) Other departments, rooms, and equipment.
- III. Administration and supervision.
- IV. Curriculum program.

To show the character of the rating scale the third section, on administration and supervision, is given here in full.

III. ADMINISTRATION AND SUPERVISION

	Superior	Satisfac- tory	Unsatis- factory
<b>A. Professional qualifications:</b>			
<b>1. Principal or superintendent:</b>			
(a) General training	-----	-----	-----
(b) Professional training	-----	-----	-----
(c) Experience as teacher	-----	-----	-----
(d) Experience as administrator	-----	-----	-----
(e) -----	-----	-----	-----
<b>2. Teaching staff:</b>			
(a) Training	-----	-----	-----
(b) Experience	-----	-----	-----
(c) Tenure of teachers	-----	-----	-----
(d) Professional growth (out-serv- ice)	-----	-----	-----
(e) Professional growth (in-serv- ice)	-----	-----	-----
(f) -----	-----	-----	-----
<b>B. Administrative procedures:</b>			
1. Teacher load	-----	-----	-----
2. Teacher preparation for subjects taught	-----	-----	-----
3. Personnel accounting	-----	-----	-----
4. Schedule of classes	-----	-----	-----
5. Fire drill	-----	-----	-----
6. Provision for extra-curricular activities	-----	-----	-----
7. Cafeteria service	-----	-----	-----
8. -----	-----	-----	-----

III. ADMINISTRATION AND SUPERVISION—Continued

	Superior	Satisfac- tory	Unsatis- factory
<b>C. Supervisory and guidance programs:</b>			
1. Amount of time devoted to supervising the high school.....			
2. Testing programs.....			
3. Staff meetings.....			
4. Professional books for staff.....			
5. Professional journals.....			
6. Provisions for pupil guidance.....			
7. Provision for supervised study.....			
8. ....			
<b>D. Financial program:</b>			
1. Method of preparing budget.....			
2. Allotment of salaries (percent of budget).....			
3. Well-defined salary schedule.....			
4. Allotment for library.....			
5. Warrant indebtedness (percent of budget).....			
6. Bonded indebtedness.....			
7. Allotment for debt service (percent of budget).....			
8. Assessed valuation.....			
9. Millage levy.....			
10. ....			
<b>E. Elementary schools:</b>			
1. Suitability and care of buildings.....			
2. Organization and administration.....			
3. ....			

Recommendations.....  
.....

Several States are using or experimenting with the use of the evaluation scheme developed by the Cooperative Study of Secondary School Standards.<sup>3</sup> Provision is made for evaluation of the secondary school on (a) curriculum and courses of study, (b) pupil activity program, (c) library service, (d) guidance service, (e) instruction, (f) outcomes of the educational program, (g) school staff, (h) school plant, and (i) school administration.

The evaluations are made on the basis of checks marked on a checklist to show the conditions existing in different aspects of the school's program. The instructions given<sup>4</sup> are as follows:

#### Checklists

The checklists consist of provisions, conditions, or characteristics found in good secondary schools. Not all of them are necessary, or even desirable, in every good school. Nor do these lists contain all that is desirable in a good school. A school may therefore lack some of the items listed but have other compensating features.

The use of the checklists requires four symbols. (1) If the provision or provisions called for in a given item of the checklist are definitely made or if the conditions indicated are present to a very satisfactory degree, mark the item, in the parentheses preceding it, with the symbol (+); (2) if the provision is only fairly well made or the conditions are only fairly well met, mark the item with the symbol (-); (3) if the provisions or conditions are needed but are not made, or are very poorly made, or are not present to any significant degree, mark the item with the symbol (O); (4) if it is unnecessary or unwise for the school to have or to supply what specific items call for, mark such items with the symbol (N). (NOTE.—The figures are to be regarded merely as convenient symbols, not mathematical terms.) In brief, mark items:

- + Condition or provision is present or made to a very satisfactory degree.
- Condition or provision is present to some extent or only fairly well made.
- O Condition or provision is not present or is not satisfactory.
- N Condition or provision does not apply.

Space is provided at the end of each checklist for writing in additional items.

#### Evaluations

Evaluations are to be made, wherever called for, on the basis of personal observation and judgment, in the light of the checklist as marked in accordance with the above instructions, and of all other available evidence, using a five-point rating scale as follows. (NOTE.—The figures are to be regarded merely as convenient symbols, not mathematical quantities.)

<sup>3</sup> The main publications describing the development of this rating device are:

1. Evaluation of Secondary Schools: General Report.
2. Evaluation of Secondary Schools: Supplementary Reprints.
3. How to Evaluate a Secondary School (1940 edition).
4. Evaluative Criteria and Educational Temperatures.

(All published by the Cooperative Study of Secondary School Standards, 744 Jackson Place, Washington, D. C.)

<sup>4</sup> Evaluative Criteria and Educational Temperatures. Cooperative Study of Secondary School Standards, 744 Jackson Place, Washington, D. C. P. 30.

- 5 **VERY SUPERIOR**; the provisions or conditions are present and functioning to the extent found in approximately the best 10 percent of regionally accredited schools.
- 4 **SUPERIOR**; the provisions or conditions are present and functioning to the extent found in approximately the next 20 percent of regionally accredited schools.
- 3 **AVERAGE**; the provisions or conditions are present and functioning to the extent found in approximately the middle 40 percent of regionally accredited schools.
- 2 **INFERIOR**; the provisions or conditions are present and functioning to the extent found in approximately the next 20 percent of regionally accredited schools.
- 1 **VERY INFERIOR**; the provisions or conditions are present and functioning to the extent found in approximately the lowest 10 percent of regionally accredited schools.
- N **DOES NOT APPLY**. (When this symbol is used, explanation as to the reason the section does not apply should be given under *Comments*.)

Under *Comments* make notations of compensating features or particular shortcomings, explanations, justifications of evaluations, or other pertinent matters.

The checklist of statements cannot be reproduced here because of space limitations. However, one item, that of the use of records under the fourth criterion—procedures in guidance—will be given to show something of the type of content to which the procedures reproduced above refer.<sup>5</sup>

#### IV. PROCEDURES IN GUIDANCE

##### A. Use of Records<sup>6</sup>

###### Checklist

- ( ) 1. Records are easily accessible to all who have approved reason to use them and use them properly, but only to such persons.
- ( ) 2. All pupil and school records of permanent value are kept in a fire-proof safe or vault; whenever removed such records are carefully guarded against loss in any way.
- ( ) 3. All entry, assignment, withdrawal, and transfer records are carefully checked.
- ( ) 4. The daily schedule card of each pupil is on file in the office and a copy is provided wherever needed.
- ( ) 5. Provision is made for duplicates of parts of the pupil's permanent cumulative record or of other records for use by staff members having need for them.
- ( ) 6. The pupil accounting system distinguishes between data of permanent value and those of temporary value, only the former being preserved in the permanent cumulative record.

<sup>5</sup> Ibid., p. 70.

- ( ) 7. The pupil accounting system is so organized that data are cumulatively entered in sequential order; relationships and progress can be easily traced.
- ( ) 8. Forms for collecting and recording data are so organized that each supplements the others and each is a vital part of the whole system.
- ( ) 9. Forms are compact, data are easily and accurately recorded, checked, and filed for later use.
- ( ) 10. Codes and marking systems are carefully explained on each form on which they are used (unless entirely confidential).
- ( ) 11. Graphs are used wherever appropriate to indicate relative progress.
- ( ) 12.
- ( ) 13.

#### *Evaluations*

- ( ) y. *How accessible are records and how well are they organized for use?*
- ( ) z. *How effectively are records used for pupil guidance?*

#### *Comments:*

The evaluation procedures outlined by the States are used by them chiefly for encouraging secondary schools to raise their standards. In some cases the evaluations are State-wide; in other cases only a few schools are evaluated each year.

### **Evaluation in Elementary Schools**

In State departments formal evaluation programs for the elementary school are unusual. Probably the most conspicuous example of elementary school evaluation is the program being developed in the State Department of New York. The evaluation instrument<sup>o</sup> is in tentative form only, and is designed to obtain a rating on theory and practice separately in the same school. The instrument proper is a checklist, with a series of explanations for each section taken from a previous publication of the State Department of Education. The checklist for arithmetic is presented below.

<sup>o</sup> An Inventory of Elementary School Practice: An Instrument for Use in Reexamining Elementary School Theory and Practice. Committee on Research, Council of School Superintendents, Saranac Inn, Sept. 25, 1939. (mimeo.) 35 pages.



Theory		Arithmetic	Practice	
Yes	No		Yes	No
		1. In the primary grades, emphasis is placed on rich experiences which develop number readiness.		
		2. Not later than the third grade, a separate period is provided in the daily program for instruction in arithmetic.		
		3. Readiness for the learning of a process is cultivated before attempting even the simpler aspects of formal teaching.		
		4. Children are frequently helped to recognize the need for mastery of certain mathematical skills in the solution of problems which arise in projects, units of work, or activities.		
		5. Children are helped to use mathematical concepts and processes wherever the need arises in any unit of work or activity.		
		6. The teacher and children cooperatively develop checklists or goal sheets which show the essential learning that all members of the class should possess.		
		7. The textbook is used chiefly as a source of supplementary material, as a guide and reference, not as a basic course.		
		8. Children in the same class work with materials of different degrees of difficulty.		
		9. Formal drill on a process comes only after a pupil has had much experience with the processes and feels the need for developing skill.		
		10. The mastery of the 390 basic facts of addition, subtraction, multiplication, and division is made fairly automatic in the intermediate grades.		
		11. Pupils who are more gifted in mathematical ability are stimulated to master areas not required of their classmates.		
		12. Throughout the learning of arithmetic processes, constant attention is given to checking and diagnosing errors.		
		13. A teacher frequently assists a child with some out-of-school activity by helping him to solve the problem that has arisen in his work or play, or by helping him carry on his work or play more freely or satisfactorily through using mathematics.		
		14. Pupils are given a great deal of experience in forming judgments and in solving problems mentally.		
		15. The bulletin board in the classroom is regularly utilized as a medium to show that mathematics is more than arithmetical computation.		
		16. The tests and examinations used in the school emphasize concepts, understandings, and relationships as well as computations.		
		17. The tests are used to diagnose the difficulties of pupils.		
		18. The tests are used to measure the extent of pupil learnings.		
		19. Low mental-level pupils are not expected to reach average achievement.		
		20. Bright pupils are expected to far surpass the average.		

The statements were developed in conferences with leaders in the instruction of arithmetic in the public schools of the State. In developing these statements of good practice these leaders attempted to bring to bear the results of the experimentation and research which had been carried on in this area.

## Minnesota Measurement Program

One example of a measurement system set up for the accrediting of work done in schools is that of the Minnesota State Board examinations. In 1878 the Minnesota State High School Board passed a resolution providing for a system of examinations to be required of all pupils in high schools seeking State aid. The tests were constructed and administered directly by the State High School Board. Examinations were given in the beginning in orthography, reading, penmanship, arithmetic, modern geography, English grammar, and United States history. This continued for 33 years—or until 1911. From 1911 the responsibility for the examinations was shifted to the commissioner of education. From this date to 1917 the examinations were offered three times each year, in January, March, and May. However, by 1930 the January and March examinations were discontinued. During all the years from the giving of the first examinations different subjects have been added.

The purpose of giving the examinations from 1879 to 1911 was mainly to determine the admission of pupils to the college-preparatory courses in State-aided high schools. Since 1911 the purposes have been as follows:

1. *For accrediting.*—This applies to rural elementary schools and schools doing nonaccredited high-school work as a basis of admission for nonresident pupils to accredited high schools.
2. *For standardizing.*—This is a check-up on the use of the elementary curriculum and the high-school syllabi.
3. *For supervising.*—The purpose here is to make supervision more effective by means of the use of a detailed analysis of the test items in each examination indicating where difficulties have been encountered.

The preparation of the State department examinations involves considerable work on the part of a number of persons. First of all a specialist in the subject field, employed in either the State department of education, the university, or a State teachers college, or actually teaching the subject in a public school, is asked to make the first draft of the examination. That person is given four things: A set of directions to serve as a guide as to the type, form, and number of questions required; a copy of the examination given the previous year in the same subject; an evaluation of each test item based on the performance of the pupils of the State in that examination; and a composite of the comments made regarding the examination by teachers, principals, and superintendents. The test-item evaluation and composite of comments are to help the maker of the new examination know and appreciate both the weak and the strong points of the previous examination. When the first draft has been completed, five

copies are made of it and it is referred to a committee of five, usually consisting of members of the department of education. After each committee member has reviewed the test and made such written comments as he or she thinks necessary, the director of the State examinations makes a composite of the suggestions and criticisms. The test is then retyped to include the corrections and additions indicated and is submitted to a committee of three for a second review. A second composite of criticisms and suggestions is made and a second review of the test typed. The copy is then edited and the printer's dummy prepared. The examination is then sent to the State printer.

Examinations in the following subjects are given at the end of the elementary school: Geography (may be taken in the seventh grade), English, general mathematics, general science, and social studies.

The examinations generally given in the high school are: English IX, English X, English XI, English XII, general mathematics, business relations and occupations, modern history, American history, ancient history, plane geometry, solid geometry, higher algebra, German (2 levels), biology, chemistry, physics, Latin (2 levels), bookkeeping, and French (2 levels).

Beginning about 1928 the scoring of the examination papers has become more and more objective. Up to 1911 the examination papers were corrected under the supervision of the State high school board. From 1911 to 1933 the correction of the examination papers was carried on in the State department of education. Since 1933 the procedure has been to have the papers scored by the teacher teaching the subject. She turns in a distribution of scores to the superintendent of schools, who makes out a composite distribution of scores for each subject for his schools and sends it to the State department of education. The scored papers of the individual pupils are also sent. The statistical division of the department takes these distributions and from a statistically sound sample establishes the twenty-fifth and seventy-fifth percentiles for each subject. All papers above the twenty-fifth percentile are considered passing papers.

After the passing marks have been established through the distribution of scores, the work of rechecking the papers sent in to the State department begins. The personnel doing the rechecking consists of teachers, called "readers," who must have had at least 2 years of training and 3 years of experience in the elementary field, and 4 years of training and 3 years experience in the secondary field. Since the work of examining papers is of a confidential nature, the readers are asked not to divulge or discuss the results for any particular school; nor are they permitted to read the papers from the schools in which they are employed or the schools located in their home towns.

Keys are provided for use in marking all papers. Papers are

brought to the readers by school workers. A set of papers is examined by a reader and, if the papers have been marked carefully by the teacher, only those which fall within 5 points below or 5 points above the passing mark are completely read. If a set of papers is poorly marked, however, then all the papers are read. After a paper has been read, a pass or a fail mark is entered for it on the class list. About 25 persons are employed to do the clerical work incident to this part of the rechecking. One copy of the class list is retained in this department and the other is sent back to the school with the papers. A summary of the passes and fails tabulated from the class lists is made and returned to the local school along with a distribution of scores from which the marks were established.

This method neutralizes the differences in difficulty of the examinations prepared for different years. The only factor which could disturb the equivalence of these percentile scores lies in the possibility that the pupils taking the examinations change in general mental ability materially over a period of years. This is an unlikely possibility.

The credits obtained by high-school students in unaccredited high schools in passing these examinations can be used for college and university entrance. Some schools have used the examinations for guidance and administrative purposes.

The State department of education has sponsored another testing program in the State—a voluntary program. This program is one of measuring achievement and personality traits of pupils in grades 5 to 7. The program has been carried on by the State department with the advice of a State testing committee of five members, consisting of three superintendents, a member of the staff of the State department of education, and a member of the staff of the University of Minnesota. In 1935 this committee was invited to participate in a national pupil personnel study sponsored by a national committee composed of members from various universities of the United States and including one member of the U. S. Office of Education. This testing program was supplemented in Minnesota by two additional personality adjustment tests and a test for determining the extent to which students are becoming acquainted with current events of local, national, and international significance. Although the program was voluntary it was adopted by 187 school systems in Minnesota for the school year 1935-36. Since then many schools have carried on similar programs. The funds for tabulating and summarizing the data for research purposes were provided by the Federal Work Projects Administration. The purpose of the testing was twofold: First, it was to furnish immediate data for use in the diagnosis of the pupil's abilities and personality so that his school and home environment could be more easily adjusted

to him. Second, research studies were planned to reveal more accurately than ever the value of some of the instruments used so that school people would know with what degree of confidence they could use the scores from such instruments. The studies were also planned to reveal relationships between various environmental and measured factors so that our knowledge of the effect of certain environmental factors would be expanded.

The instruments used were as follows:

- Kuhlmann-Anerson Tests of Intelligence.
- Unit scales of Attainment.
- Boynton B. P. C. Personality Inventory.
- Maller Case Inventory Test.
- Torgerson Diagnosis of Pupil Maladjustment.
- Self-Survey of Current Events.

A large number of studies have been carried on using these measures.

A third measurement program in the State Department of Education of Minnesota is that carried on in the rehabilitation division. Physically handicapped persons have limited opportunities to train for and engage in occupations. It has been found that considerable guidance of such persons is needed in order that a training program commensurate with their abilities which will eventuate in preparation for a real occupation can be set up. For this reason the diagnosis of the abilities of physically handicapped persons eligible for aid under the rehabilitation service has grown considerably. In Minnesota tests given to all applicants, insofar as they apply to every individual case, are as follows:

- Pressey Verifying and Classifying Tests.
- Otis Intelligence Tests.
- Minnesota Clerical Aptitude Test.
- Minnesota Spatial Relations Test.
- O'Connor's Finger and Tweezer Dexterity Tests.
- Bell's Adult Adjustment.
- Minnesota Paper Mechanical Ability Test.
- Cleaton's Interest Inventory.

If the applicant is a candidate for admission to the University of Minnesota he must also take some of the tests of the testing bureau of the university. These additional measures consist of scholastic aptitude tests and interest questionnaires.

### New York Measurement Program

*Historical development.*—When one thinks of the New York State Education Department one thinks of regents' examinations. Actually the examination system of the New York State Department is changing so that to describe the official regents' examination today is to leave out certain other measurement programs being carried on.

The regents' examination were set up in 1865 (for the preliminary) and in 1878 (for the advanced or academic examinations). The

purpose of the preliminary examinations was to provide a "uniform standard of scholarship in studies declared by the statute to be preliminary to the classics and the high branches of English education, as a condition of the distribution of the literature fund."<sup>7</sup>

The advanced or academic examinations were established for two purposes; i.e., to set up (1) a standard graduation requirement from the secondary schools and (2) a standard admission requirement to the colleges of the State. At the time the requirements were set up, the two functions of the examinations mentioned were considered really two aspects of the same objective. The changing objectives of modern secondary education were not foreseen.

The report of the regents for the year 1885 shows that the regents' examination were beginning to be considered a supervisory agency as well as a method for insuring standard graduates. The 1885 report states that the tests were being used more and more as a motivating device for better scholarship and that schools which did not need to give the tests were asking to be included in the examination system.

It was apparently in 1905 that some of the disadvantages of the examination system began to be discussed. The report of the department of education of that year stated:

It is an evil for a well-taught and well-trained student to fail in an examination. It is an evil for an unqualified student, through some insufficiency of the test, to obtain credit in an examination. It is a greater and more serious evil, by too frequent and too numerous examinations, so to magnify their importance that students come to regard them not as a means of education but as the final purpose, the ultimate goal. It is a very great and most serious evil to sacrifice systematic instruction and a comprehensive view of the subject for the scrappy and unrelated knowledge gained by students who are persistently drilled in the mere answering of questions issued by the education department or other examining bodies.

In 1920 the preliminary examinations were made voluntary in the city schools of the State, and in 1922 they were made optional in all villages of the State of 4,500 population or more employing a superintendent of schools.

The annual report of 1927 went a step further and recognized that the "preliminary examinations" given to graduating eighth-grade pupils did not adequately provide either for supervision in the elementary school or a real standard for admission to high school. The report also stated that it was even more inconsistent to hold State examinations in the highly differentiated work of the junior high school where the courses of study were supposed to be fitted to pupils varying greatly in interests and abilities.

In 1937 recommendations<sup>8</sup> were made for changing the examination

<sup>7</sup> From early reports on the regents' examinations.

<sup>8</sup> Wiley, G. M. The Changing Function of Regents' Examinations. University of the State of New York Bulletin No. 1114. (April 15, 1937).

system. The present trends and practices are based largely on the following broad recommendations:

1. That the optional plan governing the use of preliminary examinations in the cities and villages of the State be extended to include other communities where there is an approved 6-year secondary school. (This recommendation was put into force on September 21, 1936.)
2. That there be a further reduction in the number of subjects in which regents' examinations are offered, these subjects to be selected from those not used for competitive or scholarship purposes.
3. That the State examination not be used in such a manner as to interfere in any way with the development of experimental instructional materials for pupils of superior ability or for pupils of lower mental level.
4. That increasing time and attention be given to the development of an adequate testing program that will serve the needs of educational guidance, that will be informative as to the growth and progress of each individual pupil, and that will aid parents as well as teachers in meeting more intelligently the advisory responsibility toward adolescents throughout the junior and senior high school.

The present program of the State of New York might be described as complex since the regents examinations are being supplemented by other examination systems. The department either carries on or cooperates in the following testing programs:

1. Regents examinations (including the preliminary examination).
2. Grade examinations.
3. Progress tests.
4. Examinations for entrance into normal schools and teachers college.

These examinations are carried on by the division of examinations, which is made up of a director, assistant director, a head educational administrative assistant, 7 regents examiners, 10 junior regents examiners, 1 modern languages examiner (part time), and 2 editors, besides 24 transcribers, typists, and stenographers—a total of 47 persons. This is in addition to the work done by teachers and others in constructing test questions and advising the division on various problems. Formerly this was the division of examinations and inspections. It is now primarily a service division, concerned with testing and the issuance of materials to aid in better interpretation of the results of measurement. It is not a supervisory agency except insofar as the division supervises the administration of tests and to some extent their interpretation. It does not supervise schools as was formerly done when the division coordinated the test results directly with inspection and supervision in the field.

#### **Regents Examinations**

The regents examinations are given, with certain exceptions to be noted, to graduating elementary school pupils and to pupils pursuing academic courses in high school. They are issued without cost to the local schools. The administration of the tests, including the scoring, is left to local authorities under a uniform set of rules. Those

papers thought to be of passing grade are sent for verification to the examination division.

The questions used in the State department examinations are based on the syllabi used in the schools in the various subjects. The questions are first devised by committees of teachers in high school and college and also one member from the State department of education. These questions are then submitted to the examinations division which further revises them through careful reading and through a try-out of a representative sampling of pupils in the schools. The items are validated again from this try-out through comparing the answers to each question with the total scores on papers grouped into various levels of achievement. This method is sometimes called the "internal method of validation" to contrast it with the more general validation procedures.

There is a general examination board appointed by the commissioner of education which establishes general policies for the regents examinations. It is through this board that the desires of the school people of the State are brought to bear on examination policies and methods.

The examinations now being given in the State are as follows:

*Preliminary—for eighth-grade pupils*

Geography.

Arithmetic.

Spelling.

Silent reading.

Elementary English.

Elementary United States history and civics.

Writing.

*For pupils in high school*

English, 3 years.

English, 4 years.

German, 3 years.

German, 4 years.

French, 2 years.

French, 3 years.

French, 4 years.

Spanish, 2 years.

Spanish, 3 years.

Spanish, 4 years.

Italian, 2 years.

Italian, 3 years.

Italian, 4 years.

Latin, 2 years.

Latin, 3 years.

Latin 4.

Greek, 2 years.

Greek 3.

Intermediate algebra.

Advanced algebra.

Mathematics (third year).

Plane geometry.

Solid geometry.

Plane trigonometry.

Physics.

Chemistry.

Advanced biology.

General biology.

Physical geography.

History A.

History B.

American history.

Economics.

Bookkeeping 2.

Business arithmetic.

Business law.

Shorthand 2.

Typewriting 1.

Combined shorthand and typewriting.

Comprehensive music, 3 years.

Comprehensive art, 3 years.

Comprehensive vocational—Agriculture.

Comprehensive vocational—Homemaking.

Approval of oral work in French.

Approval of oral work in German.

Approval of oral work in Spanish.

Approval of oral work in Italian.



The regents examinations are given for the purpose of keeping up academic standards in classes; that is, they are given for purposes (a) of motivating teachers and principals to do a good job of education and (b) for educational guidance purposes. The preliminary examinations are given to keep the product entering academic classes in high school to a high standard. The high-school examinations are given to keep the standard of graduating students on a high plane. The results on the high-school regents are also used for the awarding of scholarships for higher institutions and to quite an extent for entrance into higher institutions. Their use in awarding the university scholarships were established by the laws of 1910 and 1913.<sup>9</sup>

The State Teachers College of Albany uses the regents examination results for its selective admission procedure. Buffalo Teachers College and the State normal schools use the results of the regents examination together with other entrance criteria in determining entrance. Private colleges of the State usually base entrance upon the regents examination results. Other scholarship schemes, the most notable of which are the Cornell State scholarships, also use the results of the regents examination.

Although the regents examinations are not compulsory for schools, the advantages accruing are such that for large groups of pupils the examinations are practically compulsory.

### Grade Examinations

The district superintendents are cooperating among themselves and with the examinations division of the State department in a program of testing in the fifth and sixth grades (some years in the sixth grade only). This is a voluntary program initiated by the district superintendents, although the State department furnishes the machinery for its administration and technical advice regarding the construction of the tests. The subjects tested are: Arithmetic, English, handwriting, spelling, social studies, silent reading, and elementary science. Teachers give the tests, score the papers, and send a report of an analysis of the results to the district superintendent. The form of the teacher's report and typical analytical samples are given here.

#### *Supervisory Report*

#### *District Superintendent's Grade Examinations*

District No. .... town of ..... county of ..... Teacher .....

Give below, for each grade in each subject, a summary of the results. Name the points in which a majority of the pupils in the group failed. Give possible reasons for failure and suggest means to be used to correct defects shown. Rule additional pages if necessary.

<sup>9</sup> University Scholarships, Laws, Rules, and Information. Handbook No. 34, University of the State of New York, May 1939.

*Examples*

Subject	Grade	Analysis of examination results
Arithmetic-----	6	<i>Question 17.</i> —Majority of pupils found percent of profit on cost instead of on selling price as requested. This is probably due to the fact that we have been following an old textbook without checking the requirements of the syllabus. In the future we shall give special instruction in this phase of the work.
Science-----	5	<i>Question 2.</i> —Pupils know rules for highway safety, but have not yet acquired attitude for obedience to rules.

These grade examinations are not recommended by the State department for use as promotion examinations but are intended as diagnostic and supervisory devices.

**Progress Tests**

The division of examinations is making plans for appraising as many of the outcomes of education as possible. Recognizing the difficulties in adapting the regents examination for diagnostic and guidance purposes, a beginning has been made on a new series of measurements. Only one test has been fully developed as yet. It is the reading progress test for grades 7 to 12, which has gone through a construction period involving a try-out and a statistical validation of the items. Reading skills which the test attempts to measure are as follows: (1) Detailed understanding, (2) getting central idea of paragraphs, and (3) vocabulary.

The division of examinations plans in the future for other tests for use by schools throughout the later elementary grades and on through all the secondary-school grades. This necessarily means a decreased emphasis in final examinations. For the immediate future it is expected that progress tests and final tests will supplement and not supplant the existing regents' examinations in the advanced high-school subjects. It is expected, however, that in the lower and secondary grades the progress tests may advantageously serve all necessary examination purposes at those levels. As rapidly as they can be developed it is planned to substitute them for the district superintendents' final grade examinations and for the regents' preliminary examination.

The steps in producing the New York State progress test are: <sup>10</sup>

1. Definition of skills in areas of information to be tested.
2. Selection of material designed to measure progress in these skills or area of information.
3. Try-out of testing material.

<sup>10</sup> Condensed from the steps given in the memorandum of the department of education issued Oct. 13, 1939.

4. Statistical analysis of the responses of the pupil to determine the difficulty of each question and its discriminating power.
5. Selection of items for final edition test and arranging them in order of difficulty.
6. Standardization of tests through administration to typical groups of pupils.
7. Preparation of test manual and norms.
8. Preparation of supervisory bulletins to guide teachers and administrators in using the test results to improve the instructional program.

#### Other Examinations

The normal schools of the State under the general direction of the State department administer selective entrance examinations. Examinations are given in English, reading, and general mental ability. In judging students for admission, the general high-school scholarship average—based largely on the regents' examination results in the high schools—is also used.

#### Oregon Measurement Program

Oregon originally had a law which made an eighth-grade examination compulsory, but the law was later amended so that the superintendent of public instruction could accept an organized plan of supervision and testing when proposed by the county school superintendent of any county in lieu of the State eighth-grade examination for that county.

The State superintendent of instruction in cooperation with the county school superintendents at their annual conferences in 1936, 1937, and 1938 developed three different plans, any one of which would be satisfactory to the State superintendent. Plan No. 1 provided for one objective test to be given at the end of the first semester in the following subjects and grades: Arithmetic in grades 5, 6, 7, and 8; language in grades 6, 7, and 8; and spelling in grades 5, 6, 7, and 8. Standard reading tests were to be given during the first month of school, if possible, in the third, fifth, seventh, and ninth grades or to the extent that finances would permit.

Plan No. 2 was devised particularly for counties having a regular supervisor in addition to the superintendent. It provided for a definitely planned and organized supervisory program of standard testing and special remedial work in one or more main subjects through several grades, or *standard* testing in specified subjects in certain grades extending over a period of 1 or more years.

Plan No. 3 provided for a *standard* test or detailed objective test in specified subjects to be given to seventh and eighth grades by a certain date in the fall, this to be followed during the year with a program of remedial work based on the correction of pupil weaknesses brought out in the results of the first testing. The plan also provided that another form of the same *standard* test be given in the spring,

or that one or more objective tests in specified subjects be given throughout the year.

All the counties in the State are operating under one of these three plans. Considerable leeway is given as to types of tests and the administration of tests, but the plan presented must always show possibilities for the diagnosis of strength and weakness in instruction.

### Delaware Measurement Program

The measurement program of Delaware is carried on primarily for the adjustment of the program of instruction to individual pupils. The measurement program varies somewhat from year to year in order to emphasize the diagnosis of strengths and weaknesses and remedial work in different subjects and levels. Standardized tests are invariably used.

The test results are used for individual guidance and are tabulated to show the grade-placement scores by subject, grade, and school so that instructional adjustments can take place for the various groups of pupils. For example, in 1939-40 the poor readers for the different grades were discovered through a survey using a standardized reading test. All teachers were encouraged to follow this testing with remedial work. On the secondary level, special classes were recommended for pupils needing drill; English teachers were asked to put special emphasis on the improvement of reading; and the art, music, shop, and mathematics teachers were urged to seize upon situations in their work which showed the need for accurate reading.

### Conclusions and Implications

#### Evaluation

The evaluation of educational activities is believed to be one of the most fruitful of all activities upon which a State department of education can engage. Most elementary and secondary divisions of State departments of education could use the type of evaluation methods mentioned in this bulletin. These methods have been improved greatly on the secondary level through the cooperative study of secondary school standards.<sup>11</sup>

Evaluation can be well handled by the State department personnel only through the active cooperation of schoolmen in a State. This is because the improvement of conditions will in most cases be a voluntary matter and will take place in a greater degree where the greatest

<sup>11</sup> The following publications are available:

Evaluation of Secondary Schools: General Report.

Evaluation Criteria and Educational Temperatures (1940 edition).

How to evaluate a Secondary School (1940 edition).

Evaluation of Secondary Schools: Supplementary Reports.

(All published by the Cooperative Study of Secondary School Standards, 744 Jackson Place, Washington, D. C. 1939.)

cooperation can be obtained with groups of school people. In some cases accrediting associations may be willing to assume an active cooperative relationship with State departments in the accrediting of schools.

### Measurement

The responsibility of the State departments of education for measurement programs is assumed through legal provision or custom. State departments of 20 States now assume this responsibility and the other States have from time to time accepted the responsibility. State universities and colleges also carry on State-wide testing programs. Such programs can be especially recommended in States where the State department is not adequately staffed.

A more important issue is the type of measurement program having value for a State. The type of testing program of value for instructional purposes depends on the objectives of the educational program in any individual State. The more advanced education is in a State, the less are formalized or rigid programs of testing required.

In general, State-wide testing for administrative purposes, i. e., for promoting pupils from one grade to another and from one school to another, and finally for graduation for high school, is to be discouraged. This is because the objectives and conditions in the different schools of any State vary so much that a single standard of achievement for all cannot be defended.

Tests should be given mainly for their use in diagnosing strengths and weaknesses in pupil abilities so that remedial work can be planned and carried on, and educational and vocational guidance can be more accurately given. It follows that a State-wide testing program must be a cooperative enterprise. The State department cannot by itself do the whole job. The State department can see that valid tests are given in school and that scores showing the ability of pupils in various areas are available for use by schools. The use of the data in instruction and guidance must, however, be carried on by the schools themselves. The State department through its leadership and publications can help the schools do a good job, but unless the schools themselves will cooperate, this help will not be of value. For this reason, a State-wide testing program should always be closely watched by the State department so that it does not degenerate into a meaningless chore.

Because of the growing body of techniques in testing, measurement programs should not be undertaken in State departments of education unless capable personnel is available. This personnel should be skilled not only in the mechanics of constructing tests but should know the course of study well enough to select appropriate materials or skills for incorporation into the examination procedures.